No.

Ministry of Education,
Science and Technology
Republic of Malawi

Japan International
Cooperation Agency

THE NATIONAL SCHOOL MAPPING
AND
MICRO-PLANNING PROJECT
IN
THE REPUBLIC OF MALAWI
- MICRO-PLANNING COMPONENT-

FINAL REPORT

AUGUST 2002

KRI INTERNATIONAL CORP.

PREFACE

In response to a request from the Government of the Republic of Malawi, the Government of Japan decided to conduct the National School Mapping and Micro-Planning Project and entrusted it to the Japan International Cooperation Agency.

JICA selected and dispatched a project team headed by Ms. Yoko Ishida of the KRI International Corp., to Malawi, four times between November 2000 and July 2002. In addition, JICA set up an advisory committee headed by Mr. Nobuhide Sawamura, Associate Professor of Hiroshima University, between October 2000 and June 2002, which examined the project from specialist and technical point of view.

The team held discussions with the officials concerned of the Government of Malawi and implemented the project activities in the target areas. Upon returning to Japan, the team conducted further analyses and prepared this final report.

I hope that this report will contribute to the promotion of the quality education provision in Malawi and to the enhancement of friendly relations between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of Malawi for their close cooperation extended to the project.

August 2002

Takeo Kawakami
President
Japan International Cooperation Agency (JICA)

August 2002

Mr. Takao Kawakami
President
Japan International Cooperation Agency (JICA)
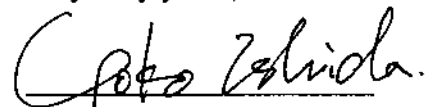Tokyo, Japan

Dear Mr. Kawakami

Letter of Transmittal

We are pleased to submit to you the Final Report on "The National School Mapping and Micro-Planning Project in the Republic of Malawi." Under the contract with your esteemed organization, the subject project was carried out for the 22-month period from October 2000 to August 2002.

The project team provided training on micro-planning, thereby formulating the district education plans for primary and secondary education sub-sectors to enhance capacity building in planning and to foster the decentralization policy of the Government of Malawi. In conducting the project, the project team developed training curriculum, program, and materials for micro-planning training workshops where all the 33 education district plans were formulated by the district education officials. In addition, it implemented demonstration projects for its pilot districts based on their respective education plans.

We wish to take this opportunity to express our sincere gratitude to JICA, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, and Hiroshima University. We also wish to express our deepest gratitude to Ministry of Education, Science and Technology, other concerned offices, and education personnel as well as community leaders of the Republic of Malawi for the courtesies and cooperation extended to the team during the course of the project.

Very truly yours,

Yoko Ishida
Team Leader

Malawi

- International boundary
- Region boundary
- ★ National capital
- ◉ Region capital
- Railroad
- Road

0   50   100 Kilometers
0   50   100 Miles

T A N Z A N I A

NORTHERN

Lake Malawi

Z A M B I A

CENTRAL

Lilongwe

M O Z A M B I Q U E

SOUTHERN

M O Z A M B I Q U E

AFRICA

ATLANTIC OCEAN

INDIAN OCEAN

ANGOLA

ZAMBIA

NAMIBIA

BOTSWANA

SOUTH AFRICA

MADAGASCAR

MALAWI

PROJECT LOCATION MAP

THE NATIONAL SCHOOL MAPPING
AND MICRO-PLANNING PROJECT
IN THE REPUBLIC OF MALAWI

- LOCATION MAP -
Republic of Malawi

List of Education Districts

North (8 Districts)
1. Chitipa
2. Karonga
3. Rumphi
4. Nkhata Bay
5. Mzimba North
6. Mzimba South
7. Mzuzu City
8. Likoma

Central East (5 Districts)
9. Kasungu
10. Nkhotakota
11. Ntchisi
12. Dowa
13. Salima

Central West (6 Districts)
14. Lilongwe Urban
15. Lilongwe Rural East
16. Lilongwe Rural West
17. Mchinji
18. Dedza
19. Ntcheu

South East (5 Districts)
20. Mangochi
21. Machinga
22. Balaka
23. Zomba Urban
24. Zomba Rural

South West (5 Districts)
25. Blantyre City
26. Blantyre Rural
27. Mwanza
28. Chikwawa
29. Nsanje

Shire Highlands (4 Districts)
30. Chiradzulu
31. Thyolo
32. Mulanje
33. Phalombe

Pilot Districts

ZAMBIA

TANZANIA

MOZAMBIQUE

MOZAMBIQUE

Chitipa

Karonga

Rumphi

Mzuzu

Nkhata Bay

Mzimba

Likoma

Lake Malawi

Kasungu

Nkhotakota

Ntchisi

Dowa

Salima

Chipoka

Mchinji

Lilongwe

Dedza

Monkey Bay

Mangochi

Ntcheu

Balaka

Machinga

Zomba

Mwanza

Blantyre

Chiradzulu

Phalombe
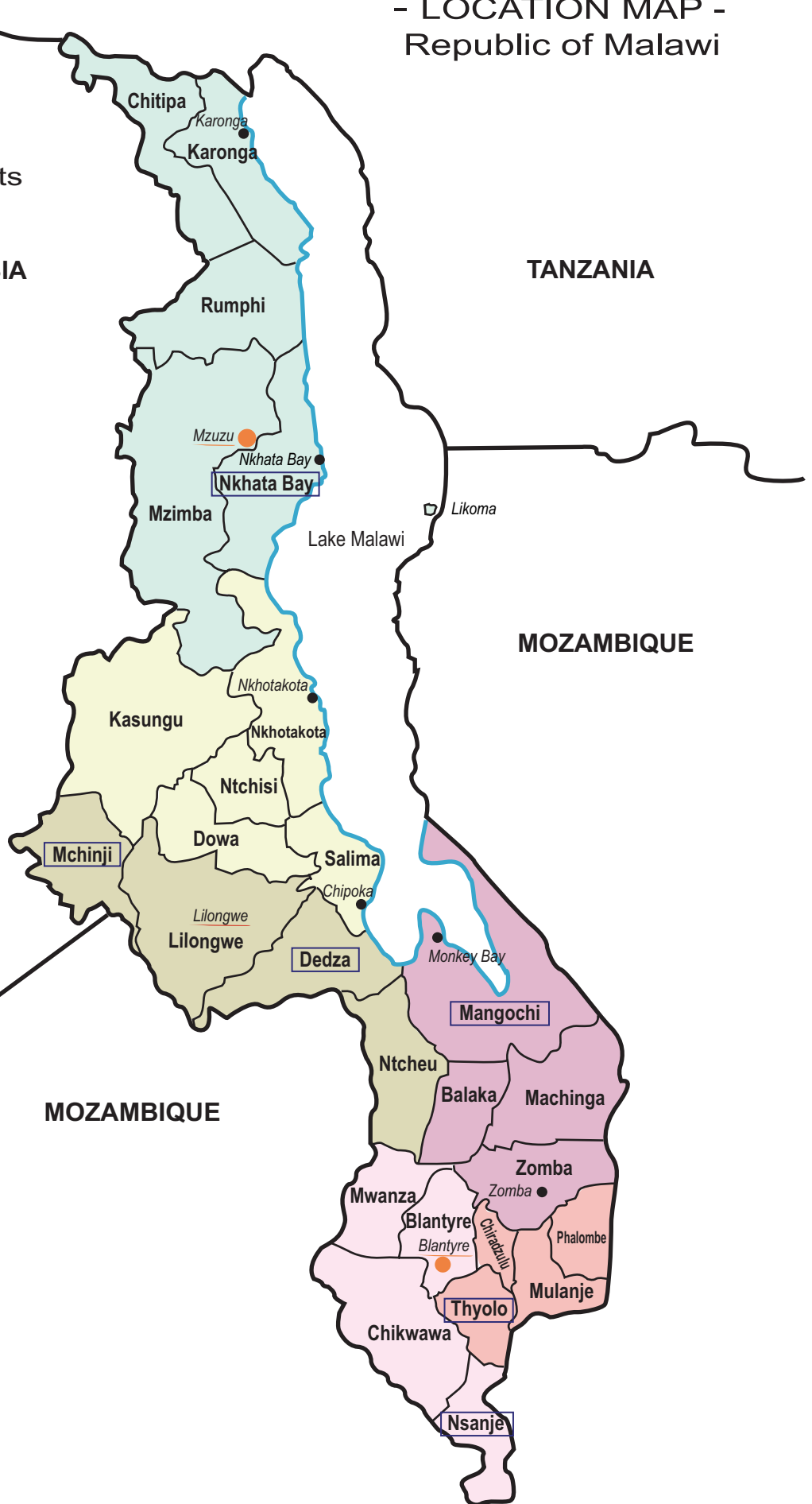
Mulanje

Thyolo

Chikwawa

Nsanje

Photo-1 Primary school with PCOSP

Photo-2 Teacher house under PCOSP

Photo-3 Primary school in Thyolo

Photo-4 Primary school in Thyolo

Photo-5 Teacher training at TDC

Photo-6 School committee meeting

Photo-7 Public well in primary school

Photo-8 Classroom under the tree

Photo-9 Kick-off workshop

Photo-10 Trainers' training

Photo-11 Micro-planning training

Photo-12 Micro-planning group work

Photo-13 Trainers' certificate

Photo-14 Stakeholders' meeting

Photo-15 Training in demonstration project

Photo-16 Computer training

OVERVIEW

Since October 2000, the Micro-Planning Component of the National School Mapping and Micro-Planning Project in the Republic of Malawi (the Project) was conducted by the Ministry of Education, Science and Technology (MoEST) and a consultant team of Japan International Cooperation Agency (JICA) (the Project Team).

The Project aimed at institutional strengthening of the central and local administration system in the primary and the secondary education sub-sectors. It is supportive of decentralization efforts, which has been promoted by the Government of Malawi (GoM), and *the Education: Policy and Investment Framework (PIF)* in the education sector, which was prepared and approved by GoM in September 2000.

Through the approximately 2-year collaboration between MoEST and the Project Team, the Project furthered awareness of data management and capacity building in planning at the district level of education officials and created the District Education Plans of all the education districts in the Republic of Malawi, which are highly expected to contribute to promotion of the decentralization policy of the government.

The background, objectives and activities of the Project are summarized below:

1.   Background

The implementation of the free primary education (FPE) policy in 1994 resulted in a dramatic increase of the number of children enrolled in Malawi's primary education sector. Enrollment rose from just about 2 million to about 3 million and has more or less stabilized at this level.

The rapid increase in the participation rate has caused serious problems in public access to quality primary and secondary education despite various efforts by the Government of Malawi (GoM) in collaboration with international development partners. These problems include severe shortages of classrooms, textbooks, education materials, and trained teachers. The dropout and repetition rate have also risen.

To address these constraints, GoM has embarked on a comprehensive approach to the development of the education sector under the Policy and Investment Framework (PIF) which was developed and revised in the year 2000. PIF stresses the important role of the national school mapping and micro-planning project in helping to address some of the key challenges facing the Malawi education sector.

This national project is an innovative challenge promoted by the Ministry of Education, Science and Technology (MoEST) with the technical and financial assistance of an international development partner group. At the same time,

GoM has promoted decentralization through institutional strengthening of the local governments. The national project is expected to make a significant contribution not only to the improvement of planning and implementation capability in the local primary and secondary education sector, but also in the promotion of decentralization attempts at the local level.

GoM requested technical assistance from the Government of Japan (GoJ) for the implementation of the Micro-Planning activities of the Project. Based on the Minutes of Meeting (M/M) and the Scope of Work (S/W) signed by the MoEST and Japan International Cooperation Agency (JICA) in April 2000 and in June 2000, respectively, the National School Mapping and Micro-Planning Project (the Project) was conducted for 22 months from October 2000 to July 2002. The Project focuses on capacity building of the central and local administration offices and staff members in the primary and secondary education sector through collaborative works by the Government of Malawi, the JICA Project Team, JICA, other international development partners and the NGOs concerned.

2. Objectives, Approaches and Components

(1) Objectives

The Project aimed at institutional strengthening of the central and local administration system in the primary and secondary education sector in the Republic of Malawi. The specific focus of the project was capacity building in the areas of planning and implementing education development plans at the local level.

(2) Approaches

To accomplish the objective, the Project adopted the following four major approaches:

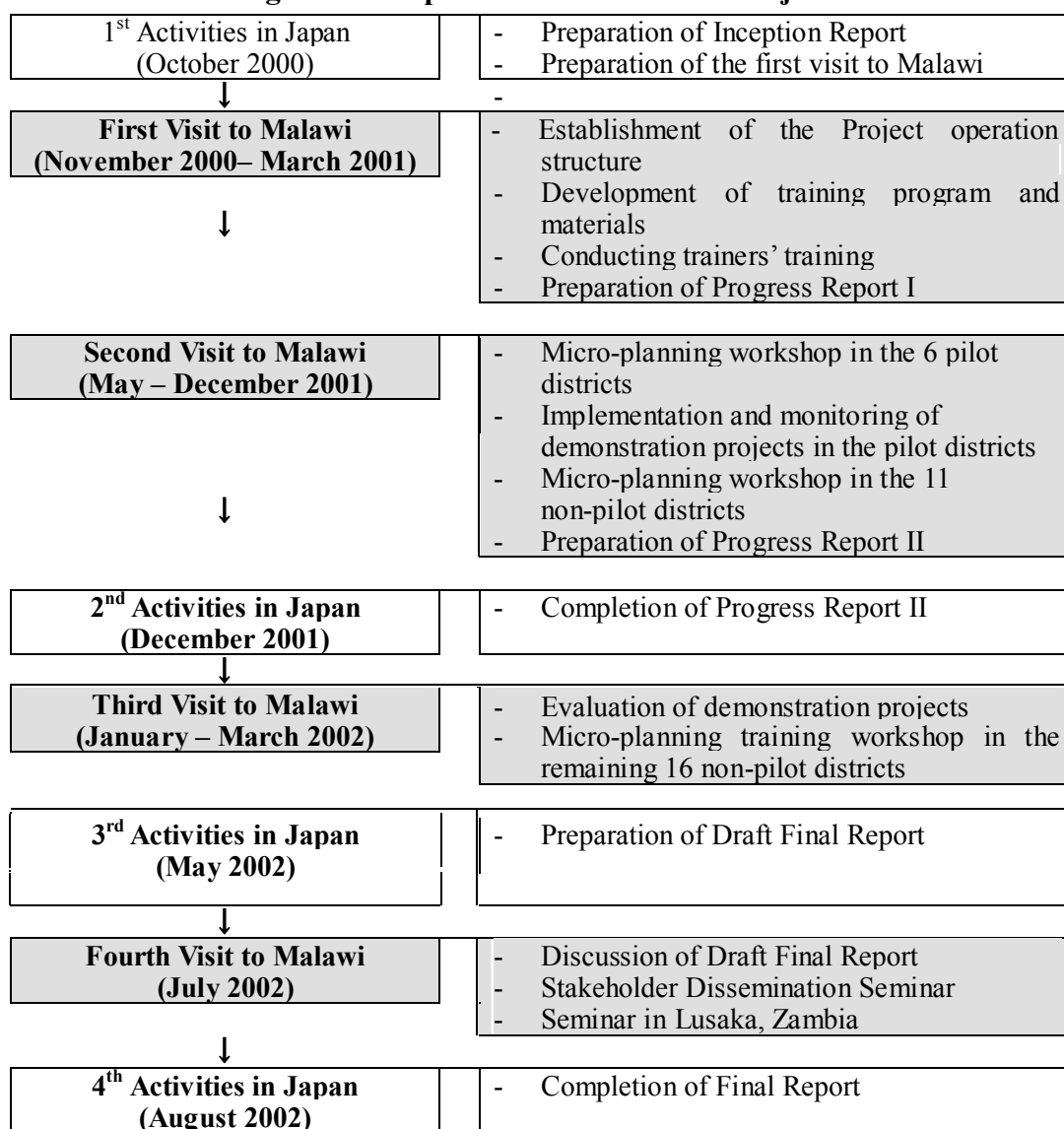| |
|---|
| (1) Formulate a collaborative and sustainable organization structure for the development of the primary and secondary education sector with GoM and in collaboration with international development partners, and local/ international NGOs; |
| (2) Conduct the Project while improving understanding of the importance of local-level planning based on effective data management; |
| (3) Within the socio-economic and education context, respect local needs and potentials and promote community participation in planning and implementing training and micro-planning activities; and |
| (4) Produce practical outputs, which show future steps to develop the primary and secondary education sector by making full use of the accomplishments of the GoM, international development partners and NGOs. |

(3) Components

The Project consisted of the following four components:

1) Planning and establishing a training system in micro-planning;
2) Conducting training and micro-planning (preparation of district-level education development plans) in the 6 (six) pilot districts of the Decentralization Project;
3) Implementing demonstration projects in the pilot districts; and
4) Training and micro-planning (preparation of skeleton of district-level education development plans) in all other districts in Malawi.

(4) Steps and Schedule

The Project was conducted through 4 (four) field visits to Malawi and 4 (four) periods of activities in Japan, as outlined below:

Figure-1   Steps and Schedule of the Project

1st Activities in Japan (October 2000)	- Preparation of Inception Report - Preparation of the first visit to Malawi
↓	-
First Visit to Malawi (November 2000– March 2001) ↓	- Establishment of the Project operation structure - Development of training program and materials - Conducting trainers' training - Preparation of Progress Report I
Second Visit to Malawi (May – December 2001) ↓	- Micro-planning workshop in the 6 pilot districts - Implementation and monitoring of demonstration projects in the pilot districts - Micro-planning workshop in the 11 non-pilot districts - Preparation of Progress Report II
2nd Activities in Japan (December 2001) ↓	- Completion of Progress Report II
Third Visit to Malawi (January – March 2002)	- Evaluation of demonstration projects - Micro-planning training workshop in the remaining 16 non-pilot districts
3rd Activities in Japan (May 2002) ↓	- Preparation of Draft Final Report
Fourth Visit to Malawi (July 2002) ↓	- Discussion of Draft Final Report - Stakeholder Dissemination Seminar - Seminar in Lusaka, Zambia
4th Activities in Japan (August 2002)	- Completion of Final Report

3.   **Target Area and Pilot Districts**

The Project covered all educational districts in the Republic of Malawi as its target area and had six pilot districts, namely Nkhata Bay, Mchinji, Dedza, Mangochi, Thyolo and Nsanje. The pilot districts were selected from the Local Impact Area which was used as target districts by the decentralization project supported by UNDP.

4.   **Organization Structure and Staffing**

(1)   Steering and Technical Committees

The Project constituted a Steering Committee and a Technical Committee. The Steering Committee, chaired by Secretary for Education of MoEST, consisted of the directors of the ministry and the representatives of international development partners. Additionally, the representatives from the Department of Local Government and the Decentralization Secretariat were invited to the Steering Committee meetings. The Technical Committee included the Project counterparts, division managers and division planners, and the chairman was the Director of Education Planning.

The Project Team reported the progress of the Project activities to the Technical Committee on a regular basis. Any specific issues, on which the Technical Committee's advice seemed valuable, were raised during discussions with the Technical Committee. After discussions with the Technical Committee, and when decision making at the policy level was required, the Technical Committee called a meeting of the Steering Committee. The Project Team reported to the Steering Committee based on the advice of the Technical Committee.

During the Project, the Steering Committee supervised the Project progress; discussed important issues with the Project Team; coordinated Project activities among the central and the local offices; coordinated Project activities among ministries and international partners; and promoted understanding of the Project among stakeholders.

The Technical Committee acted as a working group with regard to training and micro-planning activities of the Project. The Technical Committee invited necessary specialists and local officials to briefing meetings when necessary.

(2)   Counterparts

MoEST appointed the counterparts for the Project as follows:

List of Counterparts

Name	Responsibility
1) Dr. A. F. Kamlongera	Leader of the Counterpart Team, Deputy Director of Education Planning, MoEST
2) Mr. M. Nkhokwe	Education Planning Officer, South West Division Office
3) Ms. D. Khonje	Principal Education Planner, MoEST
4) Mr. K. Ndala	Education Planner, Shire Highlands Division Office
5) Mr. L. T. Haji	Planning Officer, MoEST

The counterparts and the Project Team members worked closely through frequent communication. Decision making on the Project was done through discussions between the counterparts and the Project Team.

(3)   Core Trainers and National Trainers

The Project had 4 (four) Core Trainers, 3 (three) education planners from MoEST and a planning specialist from the Center for Education Research and Training (CERT) of the University of Malawi, and 14 National Trainers, who are division planners and district education officers of the pilot districts. The Core Trainers played a key role in the development of the training program and training materials and in conducting micro-planning training workshops and demonstration projects. The Core Trainers trained the district-level education officials to formulate a district education plan in cooperation with the National Trainers in collaboration with the Project Team members.

(4)   Members of the Project Team

The Project Team was headed by a Team Leader, Ms. Yoko Ishida. The Project Team comprised of 9 (nine) members as listed below.

List of Project Team Members

Name	Responsibility
1) Yoko Ishida	Team Leader/Education Planning Specialist 1
2) Shigeko Mori Asher Ph.D.	Education Planning Specialist 2
3) Paul Parker Ph.D.	Micro-Planning Specialist
4) Kimihiko Yanagisawa	Socio-economic Analysis Specialist
5) Mikiko Nishimura	Administration/Finance/Management Specialist
6) Joseph Cohen Ed.D.	Curriculum Specialist
7) Masami Watanabe	Training Materials Specialist
8) Kilemi Mwiria Ph.D.	Training Program Specialist
9) Atsushi Fujino	Coordinator/Social Analysis Specialist

5. **Main Activities**

The main activities of the Project were: (1) training needs assessment; (2) development of training curriculum, program and materials; (3) micro-planning training workshop and formulation of district education plans (DEPs) in the pilot districts; (4) demonstration projects; (5) micro-planning training workshop and formulation of DEPs in the non-pilot districts; and (6) production of the Final Report and conduct of a national stakeholder dissemination seminar. Each of these activities are described below:

(1) **Training Needs Assessment**

In order to prepare a more appropriate micro-planning training program and materials, a training needs assessment was conducted through data analysis and the conduct of the workshop with stakeholders during the Project's first visit to Malawi in December 2000. This assessment revealed that the main training needs with regard to division and district staff could be summarized in 5 (five) main categories: 1) enhancing understanding of the principles and processes of planning; 2) strengthening data collection skills; 3) improving capacity for data analysis and reporting; 4) improving communication across the various planning levels; and 5) enhancing understanding on the government decentralization policy.

(2) **Development of Training Curriculum, Program and Materials for Micro-Planning Training Workshop**

Based on the result of the training needs assessment and the data related to the current human resources, their capabilities, data collection and management, and other training programs, the Project Team developed training curriculum, training schedules and training materials for micro-planning training workshops in collaboration with the MoEST counterparts and the Project Core Trainers.

(3) **Micro-Planning Training Workshop and Formulation of District Education Plans (DEPs) in the Pilot Districts**

The Micro-Planning Training Workshop was conducted at the Malawi Institute of Management (MIM) in Lilongwe at the beginning of June 2001. The series of activities related to the training workshop are outlined below:

Activities:	Outline:
Stakeholder Consultation: District Commissioners' Office or Teacher Development Centers (TDCs) at Boma (May 31 in Nkhata Bay, Mchinji, Mangochi, Thyolo and Nsanje) (June 1 in Dedza)	- Participants: about 30 stakeholders from each pilot district - Questionnaire survey was conducted prior to the consultation - Achievements and problems in primary and secondary education were discussed.

<u>Micro-Planning Training Workshop:</u> at MIM in Lilongwe (June 4 – June 15)	- Trainees: 6 persons from each pilot district, 36 trainees in total (DEOs, CPEAs, heads from primary/secondary schools, Directors of Finance and Directors of Planning and Development from District Assemblies) - DEP drafts were formulated during the 2-week Micro-Planning Training Workshop.
<u>Stakeholder Feedback Meeting:</u> TDCs at Boma (June 19)	- Participants: about 30 stakeholders from each pilot district - Summary of the DEPs were presented and discussed. - Participants discussed the DEP drafts.
<u>Wrap-up Workshop:</u> At Le Meridien Capital Hotel in Lilongwe (June 28)	- Participants: DEOs of the pilot districts, Core/National Trainers, MoEST division managers, international development partners - Summary of the DEPs were presented and discussed.

The outline of these training workshop activities is detailed in Chapters III and IV.

(4) Demonstration Projects

Demonstration projects in the pilot districts were planned and implemented by the district level trainers who had been trained through the Micro-Planning Training Workshop in June 2001 in collaboration with the Project Core/National Trainers and the Project Team. These activities are summarized below:

Stages:	Major Activities:
I. Planning Stage:	1. Identification of alternative projects 2. Preparation of project proposals 3. Preparation of implementation/financial plans
II. Preparation Stage:	1. Conduct of a baseline survey 2. Preparation of training workshops 3. Preparation of the mid-term report
III. Implementation Stage:	INSET Training (Nkhata Bay and Dedza) 1. Computer Training (3 days) 2. Facilitators' Training (3 days) 3. Zone/Cluster Level Training (3 days)
	School Census (EMIS) Training (Mchinji, Mangochi, Thyolo and Nsanje) 1. Computer Training (3 days) 2. Trainers' Training (2 days) 3. Facilitators' Training (2 days) 4. Zone/Cluster Level Training (2 days)
IV. Evaluation Stage:	Evaluation activities were conducted in March 2002.

The outline of these activities is detailed in Chapter V.

(5)   Micro-Planning Training Workshop and Formulation of District Education Plans (DEPs) in the Non-Pilot Districts

A kick-off workshop with the 27 non-pilot districts of the Project was held at MIM on September 17 inviting a DEM/ADEM from each non-pilot district. The purposes of the kick-off workshop was to introduce the Project and to discuss achievements, constraints, needs and potentials in each district. The 1st batch of the Micro-Planning Training Workshop for the 11 non-pilot districts of the Southern Region was conducted at MIM in Lilongwe from November 30 to December 11, 2001. The 2nd batch of the Training Workshop for the 16 non-pilot districts of the Northern and Central Regions was conducted at MIM from January 28 to February 8, 2002. The training workshop activities are outlined below:

Activities:	Outline:
1st Batch of the <u>Micro-Planning Training Workshop:</u> at MIM in Lilongwe (November 30 – December 11, 2001)	- Trainees: 3 persons from each of the 11 non-pilot districts of the Southern Region, 33 trainees in total (DEMs, CPEAs and Directors of Planning and Development from District Assemblies) - DEP drafts were formulated during the 10-day Micro-Planning Training Workshop.
2nd Batch of the <u>Micro-Planning Training Workshop:</u> at MIM in Lilongwe (January 28 – February 8, 2002)	- Trainees: 3 persons from each of the 16 non-pilot districts of the Northern and Central Region, 48 trainees in total (DEMs, CPEAs and Directors of Planning and Development from District Assemblies) - DEP drafts were formulated during the 10-day Micro-Planning Training Workshop.

The outline of the training workshop activities is detailed in Chapters III and IV.

(6)   National Stakeholder Dissemination Seminar

The National Stakeholder Dissemination Seminar was conducted at MIM in Lilongwe on July 10, 2002. The objectives of the seminar were 1) to disseminate the accomplishments and experience of the Project to stakeholders; 2) to follow up DEP review and implementation activities in all districts; and 3) to discuss the roles of the central, divisional and local education administration in the context of decentralization. There were 52 participants including Core and National Trainers, MoEST personnel, DEMs and CPEAs from the pilot districts, representatives from the related government agencies and international development partners.

(7)   Reports, Texts and Materials Prepared through the Project

Training Texts:	Unit I: Introduction to Micro-Planning Unit II: Data and Tools for Micro-Planning Unit III: Formulating the District Education Plan
Training Materials:	- Summary of "*Education: Policy and Investment Framework (PIF)*" - Socio-economic Profile of the Pilot Districts - Education Data Sheet by Zone and by District - School/Zone/Cluster School Census Summary Sheet - District Statistical Bulletin Format
District Education Plans (DEPs):	- Final Drafts of DEPs of the 6 (six) Pilot Districts - First Drafts of DEPs of the 27 Non-Pilot Districts
Reports:	- Progress Report I (March 2001) - Progress Report II (December 2001) - Final Report (August 2002)

7.   Conclusions and Recommendations

In order to support the sustainability of their growing willingness and leadership in education planning at the central and district level as well as to expand the capability and enthusiasm developed by the Project, the Project Team strongly recommends that MoEST take appropriate follow-up measures to ensure that the precious outputs of this Project have long-term sustainability. In this regard, MoEST may need to:

(1)   Review the DEPs prepared through the Project with a view to developing a national education strategy revolving around areas which are outside the mandate of the DEPs including: curriculum improvement; qualitative and quantitative development of teachers; textbook distribution; and an identification of the key national education policy priorities and the development projects that should enhance their implementation;

(2)   Continue to provide firm leadership related to the coordination of educational stakeholder groups and international development partners and to the marketing of the DEPs prepared through the Project. In this connection, it is also necessary for MoEST to ensure that a development budget is allocated to districts under the newly introduced decentralized system to support the implementation of the DEPs.

(3)   Secure the micro-planning training system established through the Project, such as a training team and a training kit and provide leadership related to the reviewing and updating of DEPs by district-level education officials on an annual rolling basis;

(4)   Implement demonstration projects in selected districts based on the strategies identified in the DEPs as this would contribute rather significantly to cultivating the ownership of the DEPs by district-level officers as they collaborate with international development partners in implementing their plans.

REPUBLIC OF MALAWI
MICRO-PLANNING COMPONENT
THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
FINAL REPORT

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ABBREVIATIONS

ABB	Activity-Based Budgeting
ADC	Area Development Committee
ADEM	Assistant District Education Manager (formerly called ADEO)
ADEO	Assistant District Education Officer
ADP	Area Development Program
AfDB	African Development Bank
BOG	Board of Governors
CDA	Community Development Assistant
CDSS	Community Day Secondary School
CEED	Central East Education Division
CERT	Center for Education Research and Training
CI	Chiradzulu Initiative
CIDA	Canadian International Development Agency
CPEA	Coordinating Primary Education Advisor
CRECCOM	Creative Center for Community Mobilization
CSP	Community Sub-Project
CWED	Central West Education Division
DA	District Assembly
DANIDA	Danish International Development Agency
DDPF	District Development Policy Framework
DDP	District Development Plan
DEC	District Executive Committee
DEM	District Education Manager (formerly called DEO)
DEO	District Education Officer
DEP	District Education Plan
DF	Director of Finance
DfID	Department for International Development
DLG	Department of Local Government
DPD	Director of Planning and Development
EMIS	Education Management Information System
FPE	Free Primary Education
GDP	Gross Domestic Product
GER	Gross Enrollment Ratio
GIS	Geographic Information System
GNP	Gross National Product
GoJ	Government of Japan
GoM	Government of Malawi
GTZ	Gesellschaft Technischer Zussammenarbeit
HIV/AIDS	Human Immuno-deficiency Virus and Acquired Immune Deficiency Syndrome

IEC	Information, Education and Communication
IIEP	International Institute for Educational Planning
INSET	In-Service Training for Teachers
JCE	Junior Certificate of Education
JICA	Japan International Cooperation Agency
KfW	Kreditanstalt fur Wiederaufbau
LGFC	Local Government Finance Committee
LIA	Local Impact Area
M&E	Monitoring and Evaluation
MANEB	Malawi National Examination Board
MASAF	Malawi Social Action Fund
MCDE	Malawi College of Distance Education
MIE	Malawi Institute of Education
MIM	Malawi Institute of Management
MK	Malawi Kwacha
M/M	Minutes of Meeting
MoEST	Ministry of Education, Science and Technology
MSCE	Malawi School Certificate Examination
MSSSP	Malawi Schools System Support Program
MTEF	Medium Term Expenditure Framework
NED	North Education Division
NER	Net Enrollment Ratio
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NSO	National Statistical Office
PCOSP	Primary Community Schools Project
PEA	Primary Education Advisor
PIF	Policy and Investment Framework
PRSP	Poverty Reduction Strategy Paper
PSLCE	Primary School Leaving Certificate Examination
PTA	Parent Teacher Association
PWP	Public Works Program
QIM	Qualitative Impact Monitoring
QUEST	Quality Education through Supporting Teaching
SEED	South East Education Division
SHED	Shire Highlands Education Division
SIP	Sector Investment Program
SSP	Sponsored Sub-Project
SSTEP	Secondary School Teacher Education Program
S/W	Scope of Works
SWED	South West Education Division
TA	Traditional Authority

TDC	Teacher Development Center
TOT	Training of Trainers
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIMA	University of Malawi
UPE	Universal Primary Education
USAID	United States Agency for International Development
VDC	Village Development Committee

EXCHANGE RATE
(as of August 2, 2002)

US$1.00 = MK75.28 = Yen119.31

MAIN TEXT

CHAPTER I   INTRODUCTION

1.1   Socio-Economic Background

1.1.1   Geography and Climate

The Republic of Malawi is one of the Sub-Saharan African countries. The country borders Tanzania on the northeast, Mozambique to the east, south and southwest, and Zambia to the west. The country is long and narrow with 850km in length and 160km in width at its widest portion. It covers an area of 118,276 square kilometers. Lake Malawi that is situated at the southern end of the great African Rift Valley occupies about 24,000 square kilometers of the country's total area. The country's climate is classified as tropical savanna. As the altitude varies from 36 meters at the lower Shire to 3,048 meters at the top of Mt. Mulanje, rainfall and temperatures change accordingly. In Mzuzu of the Northern Region, the mean annual rainfall was recorded at 1,048mm between 1985 and 1999. During the same period the mean annual rainfall was recorded at 823mm in Lilongwe in the Central Region and 881mm in Blantyre in the Southern Region. During the same period, the average minimum and maximum temperatures were 14.8 and 21.7 degrees Celsius respectively in Mzuzu, 16.3 and 23.0 degrees Celsius in Lilongwe, and 16.7 and 23.1 degrees Celsius in Blantyre.

1.1.2   Population

The country is divided into Northern, Central and Southern Regions, which are divided further into 26 administrative districts and 4 (four) cities for administrative purposes. The 4 (four) cities are Mzuzu, Lilongwe (capital of Malawi), Zomba and Blantyre.

The population of Malawi was 9.8 million according to the population census of 1998. It was estimated at 11.0 million in 2000 by the mid-year estimate of the World Bank. The most densely populated region was the Southern Region with 144 persons per square kilometer followed by the Central Region with 114 persons per square kilometer. The Northern Region was most sparsely populated with 46 persons per square kilometer. In 2000, the average national density of Malawi was 104 persons per square kilometer. The growth rate between 1987 and 1998 shows that the highest rate was recorded by the Northern Region (2.8% p.a.) followed by the Central Region (2.4% p.a.) and the Southern Region (1.3% p.a.). The average growth rate of the nation for 1987-1998 was 1.9% p.a..

Table 1-1 Population by District in 1977, 1987 and 1998 Census Years

	Regions/ Districts/ Cities	Land Area (km²)	Population			Density (person/km²)			Growth Rate (% p.a.)	
			1977	1987	1998	1977	1987	1998	87/77	98/87
	Northern Region									
1	Chitipa	4,288	72,316	96,794	125,619	16.9	22.6	29.3	3.0	2.4
2	Karonga	3,355	106,923	148,014	194,275	31.9	44.1	57.9	3.3	2.5
3	Rumphi	4,769	62,450	94,902	128,274	13.1	19.9	26.9	4.3	2.8
4	Nkhata Bay	4,089	105,803	138,381	171,134	25.9	33.8	41.9	2.7	2.0
5	Mzimba	10,430	285,253	389,479	523,028	27.3	37.3	50.1	3.2	2.7
6	Mzuzu City		16,108	44,217	87,030				10.6	6.3
	Sub-Total	**26,931**	**648,853**	**911,787**	**1,229,360**	**24.1**	**33.9**	**45.6**	**3.5**	**2.8**
		28.6%	**11.7%**	**11.4%**	**12.5%**					
	Central Region									
7	Kasungu	7,878	194,436	323,453	476,018	24.7	41.1	60.4	5.2	3.6
8	Nkhotakota	4,259	94,370	158,044	230,361	22.2	37.1	54.1	5.3	3.5
9	Ntchisi	1,655	87,437	120,860	167,353	52.8	73.0	101.1	3.3	3.0
10	Dowa	3,041	247,603	322,432	409,087	81.4	106.0	134.5	2.7	2.2
11	Salima	2,196	132,276	189,173	248,157	60.2	86.1	113.0	3.6	2.5
12	Lilongwe Rural	6,159	605,399	753,309	901,813	98.3	122.3	146.4	2.2	1.6
13	Lilongwe City		98,718	223,318	435,964				8.5	6.3
14	Mchinji	3,356	158,833	249,843	318,759	47.3	74.4	95.0	4.6	2.2
15	Dedza	3,624	298,190	411,787	483,136	82.3	113.6	133.3	3.3	1.5
16	Ntcheu	3,424	226,454	358,767	370,988	66.1	104.8	108.3	4.7	0.3
	Sub-Total	**35,592**	**2,143,716**	**3,110,986**	**4,041,636**	**60.2**	**87.4**	**113.6**	**3.8**	**2.4**
		37.8%	**38.6%**	**38.9%**	**41.1%**					
	Southern Region									
17	Mangochi	6,273	302,341	496,578	599,935	48.2	79.2	95.6	5.1	1.7
18	Machinga	3,771	195,249	301,849	366,196	51.8	80.0	97.1	4.5	1.8
19	Balaka	2,193	146,587	213,416	252,046	66.8	97.3	114.9	3.8	1.5
20	Zomba Rural	2,580	328,100	398,365	476,313	127.2	154.4	184.6	2.0	1.6
21	Zomba City		24,234	43,250	64,115				6.0	3.6
22	Chiradzulu	767	176,184	210,912	235,123	229.7	275.0	306.5	1.8	1.0
23	Blantyre Rural	2,012	189,051	256,405	304,071	94.0	127.4	151.1	3.1	1.6
24	Blantyre City		219,011	333,120	478,155				4.3	3.3
25	Mwanza	2,295	71,405	121,513	136,910	31.1	52.9	59.7	5.5	1.1
26	Thyolo	1,715	322,000	431,157	457,954	187.8	251.4	267.0	3.0	0.5
27	Mulanje	2,056	307,804	419,928	428,079	149.7	204.2	208.2	3.2	0.2
28	Phalombe	1,394	169,742	218,134	231,448	121.8	156.5	166.0	2.5	0.5
29	Chikwawa	4,755	194,425	316,733	342,664	40.9	66.6	72.1	5.0	0.7
30	Nsanje	1,942	108,758	204,374	194,481	56.0	105.2	100.1	6.5	-0.5
	Sub-Total	**31,753**	**2,754,891**	**3,965,734**	**4,567,490**	**86.8**	**124.9**	**143.8**	**3.7**	**1.3**
		33.7%	**49.7%**	**49.6%**	**46.4%**					
	Malawi Total	**94,276**	**5,547,460**	**7,988,507**	**9,838,486**	**58.8**	**84.7**	**104.4**	**3.7**	**1.9**
		100.0	**100.0**	**100.0**	**100.0**					

Source: "Report of Preliminary Results" 1998 Population and Housing Census, NSO, December 1998

Notes: 1) Land area does not include the Lake Malawi for the sake of population density computation.

2) The figures comprising both rural and city areas are as shown below for reference's sake.

1.1.3   Social Conditions

Several indices showing the quality of peoples' life are presented in Table 1-2. The life expectancy at birth in Malawi is 42 years. The HIV/AIDS epidemic is assumed to contribute to the short life expectancy for Malawians. The infection rate of HIV/AIDS in the country is estimated to be as high as 15% of the total population. The infant mortality rate per 1,000 live births in Malawi is 134; the rate of population who have access to improved water sources is 45%; and the illiteracy rate among the population above 15 years of age is 40%. The country's gross primary enrollment 134%. It far exceeds the same ratio of 78% in the Sub-Saharan Africa and 96% in low-income countries. This is apparently attributed to the introduction of the free primary education (FPE) in 1994.

1.1.4   Economy

The major indices of Malawi's economy are depicted in Table 1-2. The table was done using the data from the World Bank and does not necessarily coincide with the data of the "Economic Report 2001" prepared by the National Economic Council of the Government of Malawi in 2000. The GNP per capita was estimated at US$190. GDP increased at the rate of 3.6% p.a. in the 1990's but it was only 1.7% in 2000.

The statistics of Gross Domestic Expenditure shown in percentages of GDP in Table 1-2 give some hints on analyzing the stagnated Malawi economy. The share of investment (gross domestic investment) in GDP reduced in 2000 (17.5% of GDP) when compared with 1980 and 1990 (26.6% and 23.0% of GDP respectively). On the contrary, the share of consumption (both private and government) in GDP increased so much that the total of private and government consumption exceeded 100% of GDP in 1999.

Malawi's economy relies almost wholly on agriculture especially on tobacco cultivation among other crops. The agricultural sector production maintained the largest share in GDP with more than 40% of total GDP in 2000, while, the share of industry diminished to less than 20% of GDP in 2000. As for the growth rate of a sector GDP, the agriculture sector has grown at the highest rate among other sectors: it has grown at such high rates as 7.6% p.a. in the period 1900-2000, 7.0% p.a. in 1999 and 6.5% p.a. in 2000. It also provides greater employment opportunities compared to other sectors: nearly 83% of total labor-force is employed in this sector. The breakdown of the country's exports shows that tobacco is the biggest export industry in Malawi and occupies more than 60% of the total exports in recent years.

Consumer prices rose in the same period at an annual average of 44.8% in 1999 and 27.1% in 2000. The global price hike of crude oil and oil-products and the depreciation of Malawi Kwacha affected consumer prices.

Table 1-2 Major Macro Indices in Malawi

		Malawi	Sub-Saharan Africa [1]	Low-income Countries [1]
Population and GNP in 2000				
Population	(millions)	11.0	659	2,459
GNP	(US$ billions)	1.8	313	1,030
GNP per capita	(US$)	190	480	420
Social Indices: Most recent estimate (latest year available: 1994-00)				
Urban population	(% of total population)	25	34	32
Life expectancy at birth	(years)	42	47	59
Infant mortality (per 1,000 live births)		134	92	77
Child malnutrition (% of children under 5)		30	-	-
Access to improved water sources (% of population)		45	55	76
Illiteracy (% of population age 15+)		40	38	38
Gross primary enrollment (% of school age population)		134	78	96

Key Economic Ratios/ Long-Term Trends	**1980**	**1990**	**1999**	**2000**
GDP (US$ billions [2])	1.2	1.9	1.8	1.7
(% of GDP)				
Gross Domestic Investment	26.6	23.0	14.8	17.5
Exports of goods and services	24.2	23.8	27.1	27.3
Imports of goods and services	37.8	33.4	42.5	39.2
Private consumption	68.2	71.5	88.2	83.6
Government consumption	18.8	15.1	12.4	10.9
Gross domestic savings	13.0	13.4	-0.6	5.5
Current account balance/GDP	-25.9	-7.8	-17.0	-15.0
Total debt/GDP	66.6	83.0	143.0	141.6
Total debt services/export	28.2	33.4	20.4	18.5

Average annual growth (% p.a.)	**1980-90**	**1990-00**	**1999**	**2000**
GDP	2.5	3.6	4.0	1.7
GDP per capita	-0.7	0.9	1.5	-0.6

Structure of the Economy (% of GDP)	**1980**	**1990**	**1999**	**2000**
Agriculture	43.7	45.0	38.0	41.6
Industry	22.5	28.9	19.2	19.1
Manufacturing	13.7	19.5	14.0	13.8
Services	33.7	26.1	42.8	39.4

Average annual growth (% p.a.)	**1980-90**	**1990-00**	**1999**	**2000**
Agriculture	2.0	7.6	7.0	6.5
Industry	2.9	1.5	4.0	3.5
Manufacturing	3.6	-2.2	4.0	2.5
Services	3.3	3.2	2.0	-1.9
Consumer prices (% change)	-	11.8	44.8	27.1

Trade (US$ millions)	**1980**	**1990**	**1999**	**2000**
Total exports (fob)	-	411	447	431
Tobacco	-	282	275	267
Tea	-	47	39	28
Manufactures	-	28	56	59
Total imports (cif)	-	517	673	600
Food	-	6	32	32
Fuel and energy	-	55	66	80
Capital goods	-	215	305	166

External Debt (US$ millions)	**1980**	**1990**	**1999**	**2000**
Total debt outstanding	831	1,562	2,589	2,454

Memo:				
Reserves including gold (US$ millions)	76	270	233	275
Conversion rate (Kwacha/dollar)	0.8	2.7	44.1	59.5

Source: "Malawi at a glance" World Bank's Web Site (10/09/01)

Note: 1) Defined by World Bank Sub-Saharan Africa includes South Africa and Nigeria.

2) All the GDP related values are based on current prices.

1.1.5 Public Finance

The overall central government budgetary operations in 2000/01 (revised) are as follows.

Central Government Budgetary Operations (2000/01 revised)

	(in MK millions)	(in US$ millions)	(as % of GDP)
Total Revenue and Grants	**33,615**	**565**	**30.8**
- Revenue	20,443	344	18.7
- Grants	13,172	221	12.1
Total Expenditure	**35,822**	**602**	**32.8**
- Recurrent Expenditure	24,636	414	22.6
- Development Expenditure	11,186	188	10.3
Deficit	**-2,207**	**-37**	**-2.0**
Financing	**2,207**	**37**	**2.0**
- Foreign loans (net)	3,626	61	3.3
- Domestic Borrowing (net)	-1,419	-24	-1.3
ref.: GDP (at current prices)	**109,060**	**(K 59.5 / US$)**	**100.0**

Source: "Economic Report 2001" National Economic Council, GoM

The government's revenue is expected mainly from taxes on income and profits (41.4% of total revenue) and taxes on goods and services (39.5%). The Government plans to meet the habitual deficit solely by foreign loans because the repayment is more than borrowing for the domestic borrowing this fiscal year. When compared with fiscal year of 1998/99, the total revenue increased by 188% (MK 10,884 million in 1998/99) and the total grants by 326% (MK 4,042 million in 1998/99). Meanwhile, the total recurrent expenditure increased by 222% (MK 11,083 million in 1998/99) and the total development expenditure by 210% (MK 5,323 million in 1998/99). The deficit increased by 149% (MK –1,481 million in 1998/99). The increase in the budget amount is mainly attributed to the rise of commodity prices and the depreciation of the Kwacha relative to US dollar.

On the education sector, MK 3,007 million is allotted in the recurrent expenditure that corresponds to 12.2% of the total recurrent expenditure and MK 1,330 million is allotted in the development expenditure that corresponded to 11.9% of the total development expenditure in 2000/01 fiscal year. The said sector has the largest share as a single sector in the recurrent expenditure and the third largest in the development expenditure following the transport and communication services sector (28.6% of the total development expenditure) and the housing and community amenity sector (16.8%).

1.2   National Development Goal and Strategy

1.2.1   Development Goal

The main government development goals are spelt out in *Vision 2020: National Long-term Perspective Study*. These goals are elaborated in four other documents, namely: *The Malawi Poverty Reduction Strategy Paper (PRSP)*; *The National HIV/AIDS Strategic Framework; The Decentralization Policy;* and, *The Education: Policy and Investment Framework 2000-2012 (PIF)*. While the first two policy documents are summarized below, *the Decentralization Policy* and *PIF* are covered in Chapter II.

(1)   Vision 2020

Vision 2020 identifies 10 key national development objectives for the country, The first is the enhancement of good governance. This is to be achieved through promotion of: national unity and awareness on civic/human rights and responsibilities; more effective separation of powers; improved accountability and transparency; improved performance of the public sector; inculcation of a spirit of national service and self-help; and improved capacity for strategic studies. The second objective is improvement of sustainable growth and development through the development of an industrial based economy, mining, agriculture, the financial sector, domestic and international tourism, a business culture and the enlargement of the private sector. The third objective is promotion of a vibrant national culture by developing a strong work ethic, strengthening community participation in planning and implementing development programs, restoring self-confidence and pride in being Malawians and by reducing social and economic disparities.

Fourthly, *Vision 2020* advocates for a well-planned development of Malawi's human resources' through investments in programs of improved health, quality education, technical and vocational education and training, special education and those that promote a reduction of the population growth rate. The fifth objective is improved food security and nutrition through increased agricultural productivity and improved market efficiency, reduction in harvest losses, improved management of disasters, improved utilization and management of land resources, economic empowerment of vulnerable groups and by promoting the nutritional status of all Malawians. The sixth goal is the development of economic infrastructure through improvements of physical planning, transport services (road, water, air), diversity of energy sources, communication services, improved access to safe drinking water, improved transportation services and improvements of the construction industry.

The seventh objective is the enhancement of scientific and technological development through the promotion of research and development, transfer of

effective new and emerging environmentally sound technologies and the use of information technology. The eighth goal is the promotion of a more equitable distribution of national income. This is to be achieved through taking of measures aimed at improving gender equity, opportunities for the disabled, employment generation, small and medium size enterprise development, small-holder agriculture, marketing systems, access to land for the landless, and all social services. The ninth objective is the promotion of a fair and equitable distribution of income and wealth. The main focus of this objective is improvement of the economic conditions of the most disadvantaged and vulnerable groups including women, the disabled and the landless. Finally, Vision 2020 advocates for the promotion of sustainable natural resource and environmental management through taking measures that promote a controlled use of water and other resources, arresting of deforestation, conservation of bio-diversity, development and upgrading of human settlements, increasing awareness on climate change issues and by controlling rapid population growth.

(2)   PRSP

The Malawi Poverty Reduction Strategy Paper (PRSP) underlines the concerns of Vision 2020, albeit with a specific emphasis on poverty alleviation. It begins by describing the country's poverty situation. As of now 65% of Malawians (6.3 million) are poor meaning that their consumption of basic needs is below the minimum level estimated at MK 10.47 (US$0.13) per day. Of the 6.3 million poor Malawians, 28 % of them live in absolute poverty. In addition to not affording basic survival needs, the poor have severely limited access to basic social services. Poverty is very uneven across social groups and regions. For example, the richest 20% of the population consume nearly half of the available goods and services while the poorest 20 % have only 6 % of the national goods and services at their disposal. This situation is also reflected in urban areas where the richest 20% consume almost 60% of the available goods and services with the poorest 20% of the urban population having only 5% at their disposal. The *PRSP* relates the main causes of poverty to a variety of factors, including constraints of land, labor, and capital.

The *PRSP* states policies on empowering the poor to reduce their poverty by making it possible for them to generate their own incomes. In this connection, the key aims of the *PRSP* are to enhance: rapid and sustainable pro-poor growth; human capital development; the quality of life of the most vulnerable social groups; and good governance. In addition, the *PRSP* identifies other measures related to critical crosscutting issues including HIV/AIDS, gender, the environment and science and technology.

(3)   National HIV/AIDS Strategic Framework

In view of the fact that Malawi is losing a lot of its productive human resources through the HIV scourge, the government has developed a national strategy for addressing the problem where is spelt out in the National HIV/AIDS Strategic Framework. The framework is intended to guide implementing agencies in HIV/AIDS prevention and care work. The main objective of this framework is to "*Reduce the incidence of HIV and other sexually transmitted infections and improve the quality of life of those infected and affected by HIV/AIDS*". The strategy is organized around ten main goals. The first goal is to bring about socio-cultural changes that will help reduce the spread of HIV/AIDS and minimize its impact on individuals, families and communities. The second goal is to strengthen the authority of, and coordination among youth socialization institutions in order to bring about change in behavior that predisposes the youth to HIV infection. The third goal is to bring about change in the socio-cultural and economic environment of women and men in order to address gender imbalances and reduce the spread and impact of HIV/AIDS. The fourth goal is to bring about hope, faith, compassion and a spirit of acceptance of the reality of the HIV/AIDS epidemic among all Malawians in order to facilitate prevention and the mitigation of its impact.

The fifth goal is to provide adequate and high quality management services to people living with AIDS, affected individuals, families and communities. The sixth goal is to strengthen and support sustainable capacities for the care of orphans, widows and widowers, particularly at the family and community levels. The seventh goal is to strengthen the effectiveness of HIV prevention programs and practices and expand their scope for reduced HIV incidence among Malawians. The eighth goal is to establish a standardized, comprehensive and effective information, education and communication strategy to reduce the spread of HIV in order to cope with the impact of the epidemic. The ninth goal is to strengthen and promote accessible, effective and ethically sound voluntary testing and counseling services that offer psychological support to men, women and youth in order to reduce the transmission of HIV and the impact of HIV/AIDS.

1.2.2   Strategy for Development Planning and Management

Malawi has adopted two approaches to pursue its development goals, which are spelled out in *Vision 2020* and the interim *PRSP* and explained in the above section. One is to adopt a strategy of decentralized planning and management where decision-making takes place from the bottom-up beginning with the participation of local community. The other is to introduce a framework for medium-term budget planning and spending to implement development goals. The framework requires budgets to be linked to priority goals and actions, and

calls for comprehensive budget formulation by integrating capital and recurrent expenditure and projecting financing both from domestic and external sources. The Government of Malawi (GoM) gives high priority to the strengthening of planning and management capacity of local institutions and people as an essential component for successful implementation of these development strategies.

(1) Decentralization

Malawi's decentralized approach to planning and management is not a recent development. Decentralization with accountability to local community began with the introduction of the District Council Acts of 1953 and 1962. After independence in 1964 and with the beginning of a one-party system, however, local authorities were transferred to the center, and line ministries established their divisional and district offices. Although the District Development Committees, Area Development Committees and Village Development Committees were established in 1967 to encourage people's participation in local development, accountability of these Committees remained at the center.

In 1994 when the first democratically elected government came to power, Malawi decided to return to decentralized planning and administration. The Constitution of 1995 calls for the establishment of local governments and devolution of decision-making powers to districts for the execution of national development goals and policies. In October 1998, Cabinet approved a National Decentralization Policy, and Parliament passed a Local Government Act in December 1998.

Decentralization Policy of 1998: In support of national goals and policies, the Decentralization Policy aims at greater efficiency and effectiveness by devolving authorities and responsibilities to a single district-level body, the District Assembly (DA). Under this Policy, democratic governance is promoted through people's participation in decision-making within a policy framework developed by the central government. It also calls for the elimination of any existing duplications between the center and local authorities by clarifying their respective roles and responsibilities.

The first local elections were held in November 2000 when members of local assemblies were elected. Currently local authorities consist of 32 District Assemblies (DAs) and 6 (six) town, municipal and city assemblies. The organizational structure of the DA consists of the chairperson at the top and six service committees comprising elected assembly members. They are the committees of district development, education, finance, appointment, disciplinary, and environment and health. The assembly is supported on technical matters by the district executive committee (DEC) comprising various district sector managers such as a district education manager and district health

manager. There is also a secretariat to the assembly to implement plans and programs. Secretariats headed by the district commissioners typically consist of directors in charge of planning and development, finance, and administration. Directors for education and other sectors are being appointed in many districts. The directors also serve as members of DEC.

Secretariat staff have been appointed as interim officers through the transfer from former district commissioner's offices or district councils. To reorient their job skills, the Department of Local Government (DLG) with the support of selected DA members as trainers has conducted a series of basic orientation training. To regularize interim staff assignments and further enhance professional competence, DAs have begun advertising the secretariat positions for competitive recruitment.

The main responsibilities of DAs are the formulation of a district development policy framework (DDPF), socio-economic data generation and management, preparation of a three-year district development plan (DDP), resource mobilization and management, and execution and monitoring of the DDP.

DDP Formulation and Interactions with the Center: The DA's technical body, DEC, prepares DDPF on the basis of a district's socio-economic profile as contained in an electronic data bank. DDPF identifies major issues and causes and sets forth objectives and strategies for three-year medium- and immediate-terms in reference to national development goals. In the context of DDPF, the assembly prepares its DDP by seeking active participation of local stakeholders in plan formulation and by collaborating with concerned central offices as facilitators.

DEC as a technical wing of DA helps the assembly consolidate individual sectoral plans into a district-wide plan, followed by its assessment and approval. However, before the executive committee consolidates sector development plans, each sector plan as it is prepared may separately be appraised by DEC for review by the assembly, as in the case of the district education plan. DEC reviews the proposed plan on whether its policy and programs respond to district development needs as set out in DDPF and whether they are financially feasible. Specific assessment criteria include contributions to poverty reduction and economic growth, the extent to which programs are demand driven, sustainable recurrent cost implications, and private sector participation.

Processes of DDP formulation require effective linkages and interactions between the central and local governments. First, as stated above, policies of the Government of Malawi (GoM) as presented in *Vision 2020*, *Poverty Reduction Strategy Paper*, and a *Policy and Investment Framework* for each sector as exemplified in PIF for education, should be clearly incorporated in the district's development framework. Second, the Ministry of Finance (MoF) should provide

timely advice on medium-term ceilings for national and sectoral budgets to line ministries for their subsequent allocations to their local governments so that the latter can prepare well-considered plans. In areas where responsibilities are devolved to local government such as primary education and primary health care services, MoF advises the budget ceilings through DLG.

Third, as DDP includes financial requirements, it requires parliament approval. All DDPs are therefore submitted to the Local Government Finance Committee (LGFC) of DLG which has become operational since May 2001. LGFC consolidates budget estimates of all DDPs in consultation with line ministries and MoF to ensure that their policy objectives and guidelines are addressed. A consolidated budget estimate is then submitted for Parliament's approval through MoF before a new fiscal year begins in July. Fourth, once programs and projects are included in the Public Sector Investment Program, implementation starts and national and district level interactions take place over project monitoring and evaluation.

Financing and Disbursement for DDP: Financial resources to meet recurrent and capital expenditures are raised locally in the district and from outside the district. Local resources may come from taxes, fees, fines, interests, donations, investments, and loans. Main external sources are central government, local community, and international aid agencies.

Following recommendations of a study of an intergovernmental fiscal transfer system completed in April 2001, the Cabinet Committee on Decentralization approved a mechanism to transfer central government funds to local government. The center transfers funds to DAs in the form of unconditional block grants towards *recurrent expenditure*. The guidelines of the intergovernmental fiscal transfer system stipulate that 5% of national net revenues is passed to local government. This amounted to MK250 million in the 2001/02 fiscal year. In allocating center's block grants to local authorities, the study recommended their allocation of 80% to districts on the basis of population and 20% according to the poverty level. But, the funds are currently allocated according to a formula of 10% equally to all districts and 90% based on poverty indicators such as illiteracy and infant mortality rates. The study also recommended a formula for sectoral allocations. For example, the allocation of 15% is suggested for the education sector. However, a decision on a sectoral grant formula is likely to take longer as the detail of devolving sectoral functions is yet to be reviewed and clarified.

For *capital expenditure* requirements of local government, a district development fund (DDF) was introduced in 1995. As a mechanism to channel development funds, DDF was set up in all districts in 1998. It consists of unconditional grants mostly from external development agencies such as UNDP, UN Capital Development Fund (UNCDF), and the African Development Bank

(AfDB). These grant funds are deposited in a district common bank account but with separate accounting codes to maintain the record of fund sources and its use. They are allocated to districts according to a formula that distributes 30% equally to all districts, and 70% according to population, arable land, and the rates of illiteracy and infant mortality. DA in turn decides fund allocations according to agreed priority activities of the district. To ensure project ownership and sustainability, local communities are expected to share development costs with DDF.

As for the disbursement of approved budgets for functions which are decentralized to local authorities, the funds are channeled to district assemblies (DAs) through the Department of Local Government (DLG). Funds are disbursed quarterly in principle, but due to current serious financial constraints, they are disbursed in cash on a monthly basis. DAs submit for LGFC's review monthly financial reports covering the expenditure incurred during the previous month. LGFC puts together districts' financial reports and submits a consolidated report to the Treasury for the disbursement of funds to districts through DLG. In fact, this is the reimbursement of budget funds spent during the previous month.

Main Achievements and Challenges: The most important development since the 1998 passage of the National Decentralization Policy is a political commitment to democratic planning and management through decentralization and empowerment of local people. The first DA elections in November 2000, the closure of the district commissioner's offices and the subsequent transfer of their staff to DA secretariats are evidence of such commitment. In November 2001 a review of progress in decentralization process was conducted by a joint team of GoM and the aid community. The review highlighted achievements and challenges in a number of areas including the areas of financial management, devolution of sectoral functions, and DA's capacity in planning and administration.

Financial Management: Major steps were taken to improve financial management and the establishment of an Intergovernmental Fiscal Transfer System and a Local Government Finance Committee (LGFC) in May 2001. The financial transfer system provides for a formula to channel resources from the center to DAs. A budget for 2001/02 with integrated recurrent and capital expenditures was submitted to Parliament for the first time and MK250 million was approved for the budget transfer to DAs based on the new inter-government transfer formula. A donor's round-table conference on decentralization was held in August 2001 and donor pledges are now forthcoming. It is reported that pledges have been made of $10 million from Norway, $12 million from UNDP and UNCDF, and Euro4.2 million from Germany. Other areas of achievement

include the completion of a study on a strategy to increase the revenue potential of DAs with a focus on property rates and business license fees.   .

There are however areas where progress has been slow. The decentralization review suggests improvements in DDF effectiveness. For instance, it points out the need for review and clarity in the criteria to access DDF, and to synchronization of DDF allocations with the district's planning and budgeting cycle. There are aid agencies who share priority to selected geographic or sector areas and they would want to target assistance at these areas instead of putting their funds in a common basket of resources, DDF. The decentralization review suggests that aid agencies with specific priorities should at least inform districts of the forthcoming funds before a new fiscal year. The review also recommends that in light of the seriously limited local capacity to raise funds, central government continues to pay salaries of staff who were formerly under the central government, i.e., former district commissioner's offices, for the next three years. The above study of the strategy to increase the capacity of local resource mobilization was thus conducted to help DAs prepare for the take-over of their staff salary payment.

Devolution of Sectoral Functions: The Decentralization Policy and the Local Government Act broadly spell out functions to be devolved to DAs. In education, services of pre-primary and primary education are to be assigned to local government. In 1998, Cabinet decided to devolve as soon as possible the provision of these services. The intergovernmental fiscal transfer study of April 2001 which was later approved by the Cabinet Committee on Decentralization proposes the devolution of primary education in six pilot districts in 2001/02 and in the remaining districts in 2002/03, and primary health care in the pilot districts in 2002/03 and the other districts in 2003/04. To devolve these services, the joint review of decentralization by GoM and the aid community stresses the need for clear and consistent guidelines. For example, it points out the need for clear positions as to which sectors and specific functions have to be devolved, and when the devolution is to start.

To implement the process of decentralization, it is essential to develop clear vertical and horizontal delineation of responsibilities and authorities. When the intergovernmental assignment of responsibilities is unclear or inadequate, the decentralization process suffers from an overlap and a gap in responsibilities. The process also suffers when there is a mismatch between responsibilities and authorities with limited power and resources to execute assigned responsibilities. For instance, central government transfers to local government responsibility to manage primary education, and a situation arises where the primary school age population is declining and the cost effectiveness of school management is falling. Under these circumstances, clearly defined steps and procedures are essential for local authorities to close a primary school and arrange for students

to enroll in other schools. Another example is that school heads are placed in charge of day-to-day operations and their performance is evaluated by local government. But, if the heads have no mechanism to improve efficiency and effectiveness of school management by firing staff or changing work practices, and if staff's pay scales are determined outside the school without linkages to performance, school heads become mere caretakers instead of managers to implement district's education mandate. These instances point to an urgent need for GoM to provide a clear delineation of vertical and horizontal responsibilities and authorities to assist in getting the decentralization process to take place in a smooth way.

DA's Capacity in Planning and Administration: Socio-economic profiles of seven districts and the draft profiles in eight other districts, and DDPs in three districts of Mchinji, Thyolo and Mangochi have been prepared. Other districts are expected to produce their plans by March 2002 in line with the annual planning and budgeting cycle. Although DAs are responsible for DDP preparation, the district plans for 2002/03 have been prepared by line ministries with the involvement of DAs because staffing and training of DA personnel are not completed. It is expected that beginning in 2003/04, DAs will take the lead in plan formulation.

Officers in DA's service committee and secretariat need training to reorient their work activities and improve their necessary technical knowledge and skills. The Decentralization Secretariat is responsible for training of these staff with DA members who are identified to serve as trainers. But they have so far received only basic orientation training. In addition, specialized training is required for the people in various service committees such as finance, and planning and development. An exception is the education sector. MoEST, with support of JICA, has provided an extensive training program to develop the capacity of DAs in planning and budgeting of education programs. The Ministry has also contributed to institution building besides individual's capacity building by producing the training curriculum and teaching and learning materials.

The decentralization review finds that the chief constraint in the training of district's staff is a limited training capacity of the Decentralization Secretariat at the center. It suggests that training institutions such as the Malawi Institute of Management (MIM) and Chancellor College of the University of Malawi take over the role of training district level personnel.

(2)   Medium-Term Expenditure Framework (MTEF)

Rationale and Objectives of MTEF: *MTEF* is a three-year rolling expenditure framework. It was introduced in 1995 as a new instrument to improve the linkage between budgeting and development priorities which are presented in *PRSP*, and to produce a comprehensive budget plan by integrating capital and
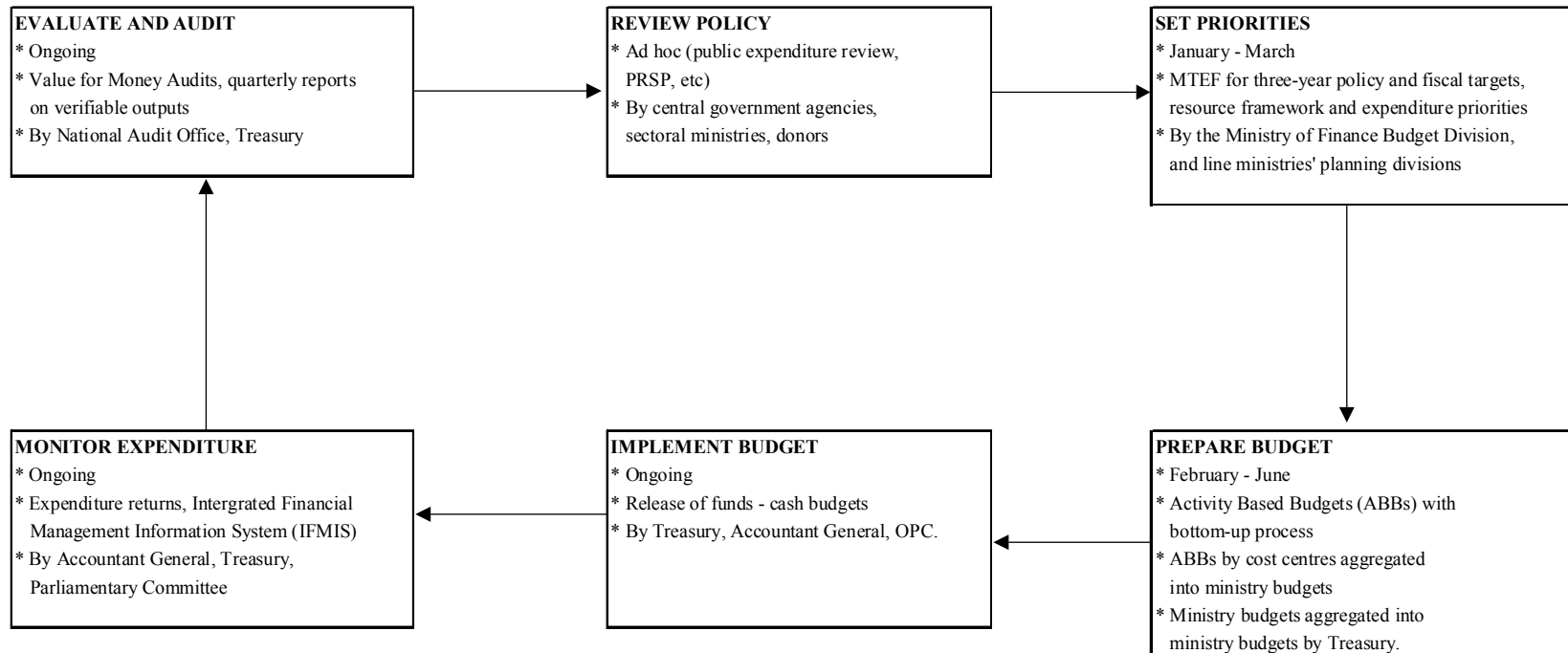
recurrent expenditures. This instrument was introduced to address issues in budget processes which were identified by the 1990 public expenditure review. The review pointed out that spending was too thinly spread over too many activities, requiring greater prioritization of activities. It also identified the failure to link capital expenditure requirements of development plans and programs to recurrent budget requirements. While the capital budget was generally prepared within policy and strategic frameworks, the recurrent budget was prepared for line items for a single year on an incremental basis. The review commented that separate preparation of the capital and recurrent budgets had resulted in a bias in favor of the capital expenditure and a shortfall in the recurrent expenditure.

To respond to these weaknesses GoM decided to introduce *MTEF* in phases in the context of the public sector budget preparation cycle. The first phase lasted from 1995/96 to 1998/99. It began with five ministries: agriculture and irrigation, education/sports/technology, health and population, works and supplies, and police. Following these ministries, *MTEF* was introduced in 12 other ministries in 1996/97 and the coverage expanded to the remaining ministries and departments in 1997/98.

MTEF provides for a framework that requires the prioritization of activities and spending to help budgetary deficit decline to a manageable level of a single digit. It also requires the total expenditure requirement integrating capital and recurrent spending to help ensure financial sustainability of development programs. Towards these ends, the framework provides for annual budget ceilings and a logical basis for deciding the allocation of resources according to priorities. Budgeting under this framework therefore requires a shift from a centralized inventory of inputs on an incremental basis to an output-focused approach based on the costing of priority activities and projections of available resources. MoF forecasts national resources available from domestic and external sources for three years based on a revenue projection model. At the sectoral level, line ministries need to become more strategic in their planning through the development of policies, strategies, and target indicators over the medium term. These are then translated into prioritized programs and projects, and the costing of priorities at the activity level.

MTEF-Based Budget Process within Public Expenditure Management Cycle: The *MTEF*-based budget process takes place according to the public expenditure management cycle. The cycle has six stages as in Figure 1-1:

Figure 1-1 MTEF Process within Public Expenditure Management Cycle

EVALUATE AND AUDIT		REVIEW POLICY		SET PRIORITIES
* Ongoing * Value for Money Audits, quarterly reports on verifiable outputs * By National Audit Office, Treasury	→	* Ad hoc (public expenditure review, PRSP, etc) * By central government agencies, sectoral ministries, donors	→	* January - March * MTEF for three-year policy and fiscal targets, resource framework and expenditure priorities * By the Ministry of Finance Budget Division, and line ministries' planning divisions

MONITOR EXPENDITURE		IMPLEMENT BUDGET		PREPARE BUDGET
* Ongoing * Expenditure returns, Intergrated Financial Management Information System (IFMIS) * By Accountant General, Treasury, Parliamentary Committee	←	* Ongoing * Release of funds - cash budgets * By Treasury, Accountant General, OPC.	←	* February - June * Activity Based Budgets (ABBs) with bottom-up process * ABBs by cost centres aggregated into ministry budgets * Ministry budgets aggregated into ministry budgets by Treasury.

Data Source: Prepared by the Project Team

The cycle begins with a MoF's Treasury circular advising ministries to prepare their budgets. Overall goals and priorities for the budget are communicated in the circular. Ministries in turn ask their cost centers to prepare their budgets, which are aggregated into ministry budgets. The consolidated budget is submitted to MoF for discussions at a series of budget hearings. As most ministry budgets exceed the allocation ceilings, ministries are requested to reduce their budgets. After revisions, ministry budgets are put together into one document for submission to Parliament by the MoF Treasury. As for the budgeting of functions assigned to DAs, MoF expects that from the 2002/03 fiscal year budget ceiling advice will be passed directly to local government through DLG. DLG will later consolidate DA budgets and submit a consolidated DA budget to MoF for the latter's onward submission of an integrated national budget to Parliament for review and approval.

Budgets of individual ministries and local governments are prepared in the form of an Activity-Based Budget (ABB). ABB was introduced as part of *MTEF* to facilitate prioritization and expenditure monitoring, and to focus on the output instead of input. ABB is also based on a bottom-up approach being initiated by local cost centers.

Experience in First-Phase MTEF Implementation: Review of the 1995/96-1998/99 first phase was conducted by a team led by MoF in 2000. It acknowledges initial steps taken to introduce *MTEF*. Steps have been taken in the preparation of ABBs and integrated capital and recurrent expenditure estimates, increased consciousness to prioritize programs and activities, a decline in budget deficits to a single digit, and the establishment of standardized budget coding for capital and recurrent expenditures of line ministries. The review also points out that as a result of these efforts budget allocations have shifted in favor of social sectors and other anti-poverty programs in support of the poverty reduction strategy. A World Bank report estimates that the allocations to health, education, and community-based programs were doubled from 16% to 33% of the budget between 1993/94 and 1999/2000.

Implementation of *MTEF*, however, fell short of expectations at different stages of the expenditure management cycle. The main constraints concerned two areas. First, while the budget was contained, deficits declined, and inter-sectoral allocations increased in favor of the social sector, the costing of intra-sectoral activities did not result in strategic prioritization. This shortfall was largely due to the fact that the final budget was presented as the line item budget for accounting purposes under the *MTEF* first phase period. The final budget therefore did not explain what activities were included or excluded and the debate in Parliament was based on figures which did not reflect the activities. Learning from the first phase experience, the Treasury submits, beginning in the 2001/02 fiscal year, a set of five documents to Parliament including the

economic report, budget statement, financial statement, output-based budget and line item budget. Discussions at Parliament now take place on the basis of output-based budgets.

Second, budget preparation was constrained by the absence of timely and reliable advice on a budget ceiling. Further, the ceiling itself was not comprehensive in the coverage of off-budget expenditures such as grants from aid agencies and contributions from local community and in the integration of recurrent and development budgets. These deficiencies led to a mismatch between expenditure plans and actual budgets.

A delay in budget ceiling advice led planners to base their projections on the figures of the previous year, or use the figures of outer years of the three-year budget forecasts provided in the MoF's budget statement. The problem of budget coverage arose because even when aid agencies pledged resources, the release of the funds to government was slower than expected. This led resource forecasting to be off-target resulting in cash flow problems. Another constraint in integrating donor resources is that their funding was not prepared on the basis of *MTEF* activity accordingly. Other issues identified by the Review included that cash-based monthly disbursement resulted in expenditures different from approved budgets, and final accounts by the Accountant General's office were late and budget monitoring within a year was not feasible.

Despite these deficiencies, the review of the *MTEF* first phase concluded that GoM had firmly been committed to institutionalize *MTEF*-based budget process to improve the effectiveness of public expenditure management and be able to address priority anti-poverty activities. The review noted that budget coordination committees had been set up in line ministries to prepare budgets within *MTEF*, and initial training of district's account and budget officers had begun. The review stressed that for the institutionalization of *MTEF*-based budget planning process, priority should be given to capacity building at both the national and local levels.

CHAPTER II   EDUCATION SECTOR PROFILE

2.1   Overview of Education System

2.1.1   Education System

The education cycle comprises eight years of primary schooling, four years of secondary and an average of four years of tertiary education. Primary education, pre-school education and non-formal educational initiatives such as adult education fall in the category of basic education. There were 2,896,280 pupils in 4,481 primary schools in 1999. Secondary education is provided by conventional secondary schools, community day secondary schools (CDSSs), which were formally called Malawi colleges of distance education (MCDEs), and private secondary schools. According to the 1999 education statistics, 242,740 students were enrolled in secondary schools, of which 69% were in CDSSs. Tertiary education is provided by various educational institutions including primary and secondary teachers' training, and technical and vocational training colleges. The largest tertiary education institution is the University of Malawi (UNIMA). UNIMA was established in 1965 and has five constituent colleges with a student population of about 3,500. A shortage of secondary school teachers has recently resulted in the opening of other tertiary education institutions – Domasi College of Education in 1995 and Mzuzu University in 1998. They offer secondary school teacher training.

The education sector is supported by four national institutions. The Malawi Institute of Education (MIE) develops and evaluates the school curriculum and coordinates in-service teacher training. The Malawi National Examination Board (MANEB) administers national examinations and develops examination syllabuses. The Malawi National Commission for UNESCO links government ministries, the academic and civil societies with UNESCO. The Malawi National Library Service is responsible for establishing and managing national libraries.

2.1.2   Administrative Structure

MoEST is responsible for planning, managing and financing of the education sector in Malawi. The country is divided into six education divisions: North, Central East, Central West, Shire Highlands, South East and South West. Each education division administers several education districts (on average six districts). There are currently 33 education districts. A district education office administers several school zones, which consist of an average of 10-15 primary schools. The MoEST organization structure is as follows:

(1)   MoEST Headquarters

The MoEST headquarters consists of eight divisions, i.e., Basic Education, Secondary Education, Tertiary Education, Planning, Method and Advisory, Human Resource, Accounts and Administration. Its organization structure is shown below:

Figure 2-1   Organization Structure of MoEST
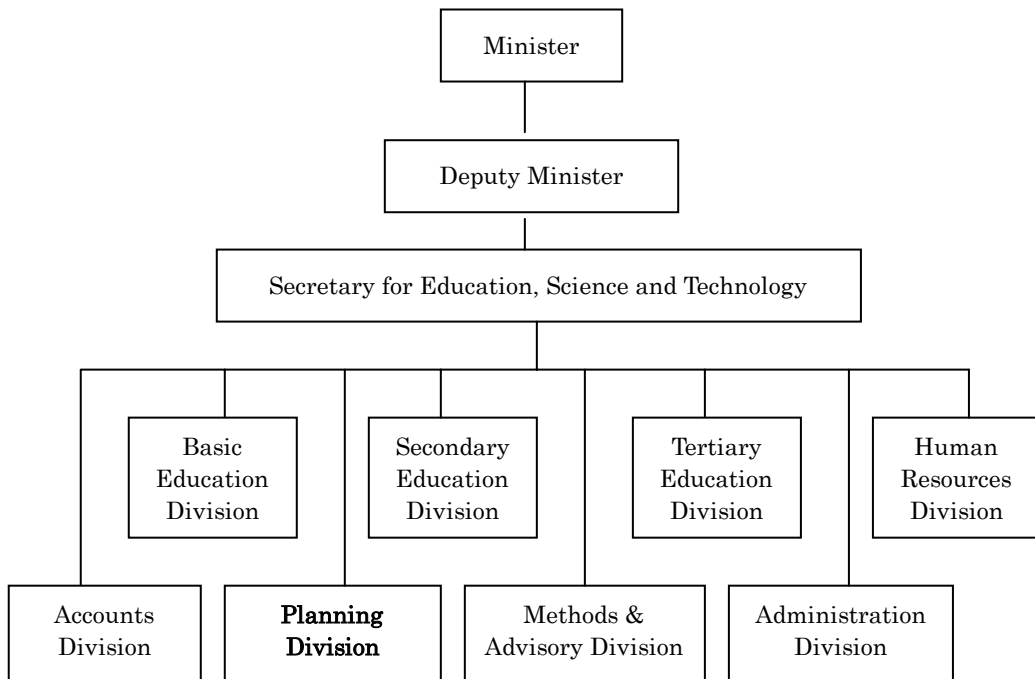
The Planning Division is the counterpart division of this Project. The Division coordinates the formulation of Ministry's goals and policies, and the setting of priorities and costs to increase effectiveness and efficiency of education delivery. The Division handles four areas including strategic planning (primary, secondary and tertiary education), research and evaluation, budget and finance and Education Management Information System (EMIS) – statistics. Strategic planning is key to the development of policies, strategies and programs for all the education sub-sectors and to liaison with international development partners and education agencies. Research and evaluation includes monitoring of programs.

In budgeting and financing, the Planning Division coordinates the preparation and submission of recurrent and development budgets, carries out financial and economic analyses of plans, programs and projects, monitors development and recurrent funding and coordinates external assistance to the education sector.

EMIS is for the collection and analysis of statistical data, dissemination of education data, coordination of EMIS related activities in MoEST and conduct of school mapping exercises.

(2)   Education Division Offices

The education division offices are responsible for the dissemination of MoEST policies and strategies, administration and coordination of education services and development programs, and the planning and budget management in the divisions.

In line with the government policy and commitment to decentralization and to improving the quality of education from the lowest level, the planning divisions are being developed at divisional and district levels. Because most planning activities and data collection take place at the district level, planners and statistical clerks are being deployed to each education division. The organization structure of the education division office is shown below:

Figure 2-2   Organization Structure of Division Offices
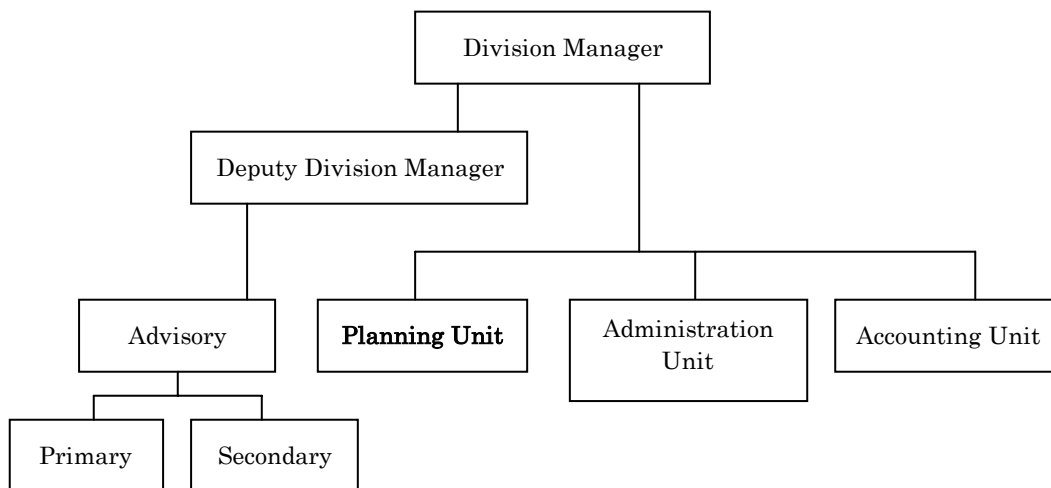
(3)   District Education Offices

The district education offices are responsible for the dissemination of the MoEST policies and strategies to zones and primary schools in the districts, administration and coordination of the education services and distribution of teachers' salary. The organization structure of the district education offices is shown in Figure 2-3

Figure 2-3   Organization Structure of District Offices
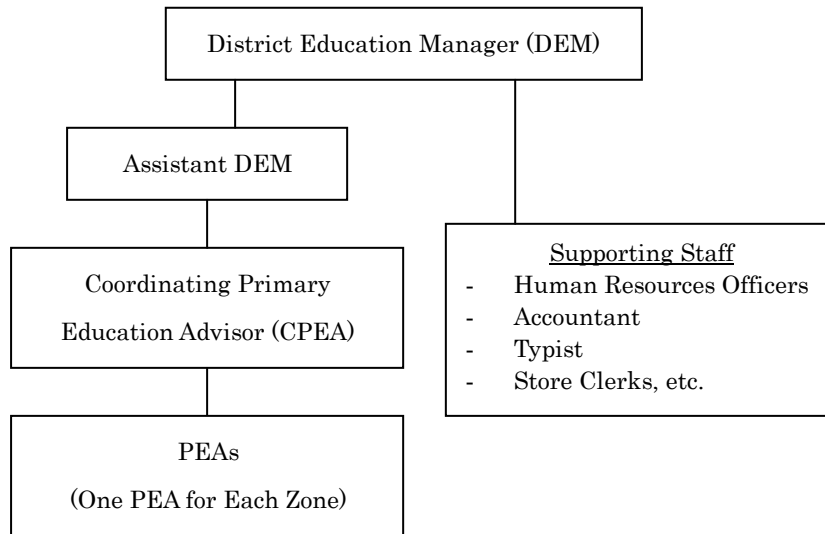
Unlike former District Education Officers (DEO), newly appointed DEMs are all university graduates. In general, they are better equipped with planning and management skills than former DEOs.

One Primary Education Advisor (PEA) is allocated in each school zone and PEAs in each district are led by a Coordinating PEA (CPEA). MoEST is striving to build a Teacher Development Center (TDC) with a PEA's office, a training room and a small library for teachers in each zone. PEAs are to provide various seminars and refresher courses for teachers at TDCs.

2.1.3   Major Educational Achievements

One of the major developments in the education sector has been the introduction of Free Primary Education (FPE) in 1994. FPE aims at education expansion and greater equity in access to basic schooling. The result of FPE was a massive increase in primary school enrollments from 1.9 million pupils in 1994 to 2.9 million in 1995. The gross enrollment ratio (GER) increased from 94% in 1993/94 to 134% in 1994/95. This rapid growth resulted in major quantitative and qualitative challenges for both the primary and secondary education sub-sectors.

The primary and secondary education profiles of the Project's pilot districts is presented in Table 2-1.

Table 2-1   Education Profile of the Country and the Project Pilot Districts (2000)

	Nkhata Bay	Mchinji	Dedza	Mangochi	Thyolo	Nsanje
PRIMARY EDUCATION						
No. of Schools	147	146	200	180	175	95
No. of Classrooms	956	789	1,402	1,174	870	579
No. of Pupils						
Total:	63,454	57,073	98,582	85,203	83,308	35,187
Boys:	32,934	29,299	49,756	44,232	43,620	20,127
Girls:	30,520	27,774	48,826	40,971	39,688	15,060
No. of Pupils per Classroom	66	63	70	73	73	61
No. of Teachers	1,055	1,390	1,956	1,540	1,362	909
No. of Qualified Teachers						
Total:	589	669	1,119	675	650	547
(%)	(100%)	(100%)	(100%)	(100%)	(100%)	(100%)
Male:	444	500	833	465	463	465
(%)	(75.4%)	(74.7%)	(74.4%)	(68.9%)	(71.2%)	(85.0%)
Female:	145	169	286	210	187	82
(%)	(24.6%)	(25.3%)	(25.6%)	(31.1%)	(28.8%)	(15.0%)
Pupil:Qualified Teacher Ratio	108:1	85:1	88:1	126:1	128:1	64:1
Dropouts	5,052	9,027	14,924	16,773	11,382	5,805
SECONDARY EDUCATION						
No. of Schools	16	14	14	23	19	14
No. of Classrooms	62	52	52	107	78	64
No. of Students						
Total:	2,860	4,175	3,363	5,016	6,335	3,041
Boys:	1,719	2,752	2,005	2,544	4,069	2,234
Girls:	1,141	1,423	1,358	2,472	2,266	807
No. of Students per Classroom	46	80	65	47	81	48
No. of Teachers	156	120	123	187	199	106
No. of Qualified Teachers						
Total:	54	44	14	67	17	29
(%)	(100%)	(100%)	(100%)	(100%)	(100%)	(100%)
Male:	47	40	14	52	15	25
(%)	(87.0%)	(90.9%)	(100%)	(77.6%)	(88.2%)	(86.2%)
Female:	7	4	0	15	2	4
(%)	(13.0%)	(9.1%)	(0%)	(22.4%)	(11.8%)	(13.8%)
Student:Qualified Teacher Ratio	53:1	95:1	240:1	75:1	373:1	105:1
Dropouts	224	198	217	363	453	198

Data Source: 2000 EMIS database, MoEST

Note: Table 2-1 includes only the data of the secondary schools which responded to the Census questionnaire.

2.1.4   Key Issues

(1)   Access

With the introduction of FPE, it is estimated that almost 80% of Malawians of primary school age are enrolled in school. Nevertheless, there are still concerns of access for marginalized groups, the disabled and for those communities residing in remote areas. Overall, urban residents have more access to education opportunities than their rural counterparts. The issue of access becomes a greater concern at the higher levels of the education system. Only 18% of primary school graduates have access to secondary education and less than 0.5% of the 18-23 age group are enrolled in tertiary education.

Although Malawi has succeeded in drawing close to three million children into primary school, an average of 12% are dropping out of the system annually. The most disturbing feature of the primary school system is that enrollments decrease as pupils progress to higher standards. In the lower standards, class sizes are larger often by a factor of five or more when compared to standard eight and this indicates the magnitude of the attrition resulting from a high dropout rate.

An additional challenge facing the Malawian school system is pupil absenteeism. In some areas such as Mangochi, pupils can be absent from school for up to 3 months. As many as 50% or more of a class can be absent on a given day. The main causes of pupil absenteeism are: a) unattractive and unpractical classes at school,; b) traditional practices such as initiation ceremonies; and c) engagement in income generating activities.

(2)   Equity

Girls' enrollments at all levels of the system are lower than that of boys in primary and secondary education. The problem is more pronounced in remote rural areas. Less than 40% of the secondary school population is female. The situation is even more serious at the higher levels of education as less than 30% of the tertiary education students are female. Women are also under-represented in vocational and technical institutions. Girls are more prone to repetition and drop-out than are boys and Malawian women form the majority of the country's illiterates.

There are also inequalities of access across socio-economic, racial, ethnic and religious groups, regions, and between rural and urban areas. At the divisional level, in 1997, whereas the gross primary enrolment rate for the Northern Region was 143 % those of the Central and Southern Regions were 111 and 100 % respectively. These divisional differences in the available education opportunity correspond to both the historical and economic advantage of the Northern Region, which was the first major beneficiary of colonial education

development. Even more pronounced are the observed disparities between the urban and rural areas. Within regions, urban and rural areas as well as within social groups, there are obvious differences with regard to educational access.

Inequality is also apparent with regard to the physically challenged students. At all levels of the education system, educational facilities for handicapped students are either inadequate or lacking all together. As a result, children with disabilities are mostly kept at home. Parents of these children are also not encouraged to enroll them in school. In addition, the curriculum does not address the needs of this group of learners. Moreover, there are no specialized teachers for these youth at both the primary and secondary school levels and the available teacher training institution is inadequate for training adequate numbers of teachers. Another problem is that teachers trained to teach these students are not motivated enough as they have no clearly stated career path as well as opportunities for continued upgrading of their skills.

(3)   Quality

As a result of FPE more and better facilities are required and the number of qualified teachers needs to be increased. In 1999 only 50% of all primary school teachers were trained. The average pupil:teacher ratio in primary schools was 72:1 while pupil-qualified teacher ratio was 143:1. The average number of pupils in a primary school classroom is 119. An average of 38 pupils share one desk and there are 48 pupils to a chair. These conditions make teaching and learning conditions unconducive. It is estimated that only 4% of the schools in Malawi have access to electricity. A very limited number of primary school teachers are housed where they teach, which leads to a high level of teacher absenteeism. Teachers have limited opportunities to join INSET training courses.

(4)   Relevance

The current school curriculum is blamed for its: emphasis on urban cultural norms; alienation of children from their cultural roots; encouraging rural-urban migration; failing to be local specific; continued emphasis on foreign languages as the medium of instruction; overcrowded nature; gender stereotyping; de-emphasizing practical science and mathematics in favor of a more theoretical orientation; paying limited attention to everyday concerns of health and environment; and for being too examination oriented. The curriculum is also blamed for not promoting functional survival skills such as vocational skills, entrepreneurship, understanding of environmental concerns, health and nutrition, civic and democratic education and special education among others.

The school curriculum is particularly weak with regard to the promotion of science and technology as evidenced by the modest amount of time allocated for the teaching of science and technological oriented curriculum in Malawi's schools. Because only about half of those studying science subjects pass national

selection examinations and thus join higher educational institutions, Malawi's production of scientific manpower in the natural sciences is relatively poor. Low enrolments in scientific fields and poor implementation of the science curriculum are a result of: lack of/under-development of a scientific culture (at home, at school and in the wider environment); limited opportunities for learning at the primary and secondary school levels; lack of relevant teaching facilities (laboratories, equipment, books); inappropriate teaching methodologies which put more emphasis on theoretical knowledge and on the memorization of facts; lack of well qualified science teachers and technicians largely because of the poor remuneration of government employees; and limited access to modern information technology (IT) infrastructure.

Both the primary and secondary curriculum were reviewed and revised in 1991 but many of the above shortcomings remain. Even where appropriate changes may have been made, teachers and other educational officials have not been oriented on the implementation of the revised curriculum. Other curriculum-related challenges include: too few trained and qualified teachers to implement it; poor match between teacher training and curriculum goals and methods; inadequate teacher supervision; and insufficient instructional materials which are poorly distributed.

(5) Management and Planning

In the School Census activities, education data are collected at the school-level by school heads and sent to DEMs through PEAs, and then to division offices. Division offices have division planners and statisticians, who were trained in the School Census and/or EMIS projects. They have capacity for data analysis and data management with computerized systems. However, at the district office level, DEMs and PEAs have less opportunity to receive training in data analysis, management and planning and their capability in these areas is poor. Access to education data, which they collect, is quite limited.

(6) Finance

In the fiscal year 2000/01, 28% of total government recurrent budget was allocated to the education sector. Of this amount, 59% went to the primary education sector, 8% to tertiary education and 3% to secondary education. Out of the education recurrent budget allocation to primary education 90% is used to cover salaries for teachers and supporting staff; only 10% of the education recurrent budget is available for quality inputs. In budget allocations to each district education office, top-down approaches are currently applied; the budget and finance section of MoEST at the headquarters prepares an annual budget plan based on the national policy and the *PIF*.

Education division and district education offices prepare and submit district-specific budget plans. However, these plans are not reflected in the

actual budget plan. The district and schools are allocated limited financial resources by the central government for their development activities. They are, therefore, dependent on other funding sources such as MASAF (see page 13) and the District Development Fund (DDF), both of which also benefit sectors outside of education. DDF was set up by GoM and is controlled and managed by District Assemblies (DAs) (former District Development Committees). GoM, UNCDF and UNDP have been the main contributors to DDF.

2.2   Education Policy and Strategy

2.2.1   Sector Investment Program (SIP) for Education

In response to the challenges described in section 2.1, the Government has formulated a national education strategy, *PIF*. The *PIF* outlines seven main objectives for the education system. The first objective is to *improve access to educational opportunities* for all levels of the education system. However, investment in basic education remains the Government's main priority, although expansion of the secondary and tertiary sub-sectors will also receive support. At the basic education level, the ultimate goal is Universal Primary Education (UPE), which the government in advancing through the free primary education, introduced in 1994. At the primary education level the goal is to achieve a net enrolment ratio (NER) of 95% in all districts by 2012. For secondary education, the aim is to increase the GER ratio from the current 18% of the relevant age cohort to 30% by 2012. Participation in tertiary education is to be raised from the current 0.3 % to 1%. The *PIF* further identifies a number of strategies for reducing poor attendance, enrollment, repetition and dropout, particularly at the primary school level. The goal is to reduce dropout and repetition to less than 5 % in standards 1 to 7 and to less than 10% in standard 8 through awareness raising and improvement of the quality of educational services.

The second *PIF* objective is to *improve the equity of access and outcomes* particularly for economically and socially deprived groups and regions. In view of this, the *PIF* identifies relevant actions for improving the participation of girls and women, children with special needs and other disadvantaged youths and that of rural communities at all levels of the education system. Thus, it is proposed that female participation at the primary, secondary and tertiary levels is increased to at least 50% of the total enrollment at all levels of the education system. Participation of other marginalized groups will also be improved through appropriate strategies. The *PIF's* third objective is to *enhance the quality of education* offered in the country's education institutions. The goal is to equip graduates of the education system with skills that will prepare them to contribute to the country's socio-economic development efforts and to be competitive outside of Malawi. In this connection, appropriate strategies will

include: the provision of an adequate number of professionally qualified teachers, appropriate physical infrastructure (classrooms, desks, etc) and of learning/teaching materials. At the secondary school level, Community Day Secondary Schools (CDSSs) will be upgraded by providing them with adequate teaching/learning resources as well as appropriate physical infrastructure.

The fourth objective of the *PIF* is to *improve the relevance* of Malawi's education system. The intention is to have the country's education programs be more in tune with the surrounding local, national, divisional and international socio-economic and political realities. This is to be achieved through ongoing reviews of the curriculum aimed at ensuring that it addresses the needs of individual school goers and those of the country more effectively. For all levels of the education system, education will strive to impart basic functional literacy and numeracy skills, life long and critical thinking and analytical skills, while the curriculum will be made more gender balanced. Because adequate numbers of professionally qualified teachers are critical in this process, the *PIF* stresses the need for a quality and sustainable teacher-training program as a way of promoting relevant education. Fifthly, the *PIF* delineates measures for strengthening the capacity of MoEST and relevant local institutions *to manage educational programs in a more cost-effective manner*. Thus, school managers at all levels of the system will be trained in effective school management and use of strategies for involving learners, parents and communities in running of schools. In view of the current government policy on decentralization, MoEST will support efforts aimed at promoting the decentralization of educational administrative structures and the participation of key stakeholders in educational decision-making.

The sixth *PIF* goal is the *strengthening of the national education system's planning capacity*. Among other strategies, this calls for training educational staff in data collection, analysis and use. Again, the key strategy here is training of education planning staff at the central, divisional and local levels. The seventh *PIF* goal is to *encourage those in society who can afford it to share in the cost of education provision* while ensuring that the poorer sections of society are not forced to drop out of school because of inability to pay. In recognition of crucial role that communities, the private sector and international development partners could play in the development of education in Malawi, the *PIF* proposes strategies that will encourage an increase in their investment in the education sector.

2.2.2 Decentralization of Education Services

(1) Shared Responsibility in Education

The role of the central and district local government in education has broadly been identified. DAs are responsible for the provision of pre-primary, primary

and secondary education, and vocational and adult literacy training. DAs are to plan and implement these education services in line with the *PIF* for education developed by the central government. Besides policy formulation, MoEST is responsible for curricular development, the inspectorate, standard setting, and training. To carry out these professional responsibilities, MoEST retains its direct links with local authorities.

The detail of responsibilities and authorities to be shared between the central and local government is being developed. It will specify which education functions and financing is to be assigned to the district levels and what steps and procedures will be available for local government to manage the assigned education services. As explained earlier in the context of decentralization (section of Devolution of Sectoral Functions), clear delineation of responsibilities and authorities by different levels of administration is essential for successful implementation of shared responsibilities. Table 2-2 shows responsibilities and authorities which MoEST expects to be devolved to DAs:

(2)   Phased Devolution in Education

The Department of Local Government (DLG) completed an Intergovernmental Fiscal Transfers Study in April 2001. The study recommended the devolution of primary education responsibility to the Local Impact Area (LIA) which includes six pilot districts of Nkhata Bay, Dedza, Mchinji, Mangochi, Thyolo and Nsanje in 2001/02, and in the other districts in 2002/03. The study also proposes the establishment of an education fund consisting of 15% of the national net revenue, which would be allocated on the basis of districts' primary school age population. The study was presented at the donor's round-table conference on decentralization in August 2001. It is reported that pledges are now forthcoming from several countries.

The year of 2000/01 was a transitional period for DAs to take over planning and management of primary education services. With DAs' planning capacity still to be fully developed, MoEST, with the support of JICA, helped districts produce their medium-term plans for primary and secondary education as part of the National School Mapping and Micro-Planning Project. The curriculum and related training materials were developed to enhance the capacity of district education and finance officers in consultation with stakeholders. Following these preparatory programs, a series of training was conducted in data management, plan formulation, and budgeting. Subsequently the District Education Plans (DEPs) for 2002/05 were prepared in the six pilot districts in 2001 and in the remaining districts in early 2002 in time for 2002/03 budget preparation. DEPs were completed ahead of other sector plans.

Table 2-2 Selected Functions by Education Administration Level

FUNCTIONS	CENTRAL	REGIONAL/DIVISION	LOCAL/DISTRICT	SCHOOL	EXTERNAL
			LEVEL		
1.Personnel (teachers, directors, non-teachers)					
1.1 Salaries	Prepares the pay roll and submits to Ministry of Finance	Cost centre in terms of receiving cash from Ministry of Finance and determining the package for districts within its division	Actual institution for paying teachers and stating the number of staff each month Identify and Report anomalies	No real role other than as officers' duty station at district level. Identify and report anomalies.	No role in public institutions
1.2 Career path – recruitment, promotion, transfer, ands so forth	Determines the career path and applies for authority to recruit, promote and dismiss from the Department of Human Resource Management and Development	Aggregates recruitment needs, transfers with concurrence of the central and district levels	Apply to the central level for transfers that are beyond within districts. Highlights the shortfall of staff and conducts interviews for recruitment with the Teaching Service Commission	Provide the data on shortfall and those who should likely be promoted	
1.3 Time and task management	Plan and prescribe	Ensure that plans and prescriptions are followed and expected to give feedback to central level.	Implementing agency and determinant of school adherence to regulations.	May change the time and task within acceptable margins. For example, time tabling to fit with the availability of teachers and size of school population	Unofficially verify the scheduling of teaching and management.
1.4 Training – pre-service and in-service	Planned and executed by the centre	Inform the central of possible training needs and may run some orientation as in-service courses	May run some orientation courses for teachers, informs the Divisions and central of training needs. Run school-based in-service training.	Run orientation courses mainly for newly recruited trainee teachers	Not official But may be involved through the Parent Teacher Association and School Committee on general discipline matters of staff
1.5 Evaluation	Has a final say on evaluation of activities as a feedback into policy and planning machinery. There is also annual evaluation as staff appraisal – not very active at the moment.	Do carry out internal evaluation and staff appraisal of the respective districts and itself.	Do carry out internal staff appraisal of the district and heads of institutions.	Not systematic but do tackle classroom related activities and staffing issues. Staff appraisal within institutions.	Unofficially ascertain teaching and learning given by teachers in the schools. Also managerial ability of head teachers.

	LEVEL				
FUNCTIONS	**CENTRAL**	**REGIONAL/DIVISION**	**LOCAL/DISTRICT**	**SCHOOL**	**EXTERNAL**
2. Curriculum					
2.1 Contents and standards	Set and prescribe Review standards n view of proposed modifications.	Ensure adherence Participate in setting and prescribing standards.	Implements and ensures adherence Modify curriculum, give feedback and propose modifications.	Implements but has marginal leeway of trying to put in context and providing one to two subjects relevant to the locality	May come in on the one to two subjects in trying to fit the local context. Have a say on what they want their children to learn or not.
2.2 Development	Largely a central activity that tries to bring uniformity in all public institutions	Methods advisory reports expected to feedback into the development process. Participate in curriculum development.	Advisory reports as part of the materials for development.	May attempt to bring forth relevance mainly in two non examinable subjects. Represented at curriculum development.	May be involved in providing the relevant materials but not determining the framework for the non examinable subjects
3. Textbooks, equipment, instructional materials					
3.1 Criteria and standards	Determine the criteria and standards and ensures its adherence – monitor, evaluate and advice where it is not in order.	Ensures adherence - monitor	Ensures adherence - monitor	Implement the standards and criteria. Give feedback	May indirectly question and commend where it is aware of its rights. But normally it is silent
3.2 Production	Determine advertise, and select the production agency	Not involved	Not involved	Locally defined materials that are improvised	Specific materials for the non-examinable subjects
3.3 Procurement/ distribution	Determine the logistics	Provide the aggregated information for determining the logistics. Also procure some of the materials etc.	Distribute the various items to schools in line with availability and demand	Through the textbook revolving fund has some leeway of directly procuring. On other materials they have to go through the district and divisions	
4. School infrastructure					
4.1 Planning (establishing, abolishing, networking)	Determine the design and have a final say on establishing and abolishing. Initiate the networking for data and other educational issues that demand collaboration	Monitor the implementation, and provide feedback to the planning at the central level. Also acts as a direct link with the district level. Network for educational activities in the division mainly secondary schools.	Ensure planning through monitoring. Commends the establishment and/or abolition schools. Place for participatory planning, site identification and district plans. Point for active networking within and with outside institutions in the district.	May make requests for additional blocks. Network with all relevant institutions like in agriculture and health on trying to show pupils the relevance of subjects.	As part of participatory planning, they are stakeholders who are involved in the planning process by highlighting their needs in education.

		LEVEL			
FUNCTIONS	**CENTRAL**	**REGIONAL/DIVISION**	**LOCAL/DISTRICT**	**SCHOOL**	**EXTERNAL**
4.2 Construction	Solicit funding and determine the architectural plans.	Verifying the sites with district personnel. Monitoring of construction activities.	Determining sites for construction in liaison with the community representatives.	Assist with the provision of construction materials like bricks, quarry stones, water and sand. Furthermore, they may offer labour in liaison with the immediate community.	Provide labour, bricks, quarry stones, sand and water under self help activities – mainly for primary education.
4.3 Maintenance	Consolidate soliciting of funding and seek funding.	Same as above 4.2.	Same as above 4.2.	Same as above 4.2.	Same as above 4.2.
5. Student enrolment					
5.1 Regulations	Determine, define and review the regulations	Apply the regulations as presented by the central level. However they may suggest changes.	Apply the regulations and monitor adherence to the stipulated regulations as part of a feedback process.	Apply regulations and monitor adherence. Give feedback and suggest changes.	Help in formally in the monitoring process of the stipulated regulations.
5.2 Selection criteria (student, school)	Determine and define the selection criteria	Apply the chosen criteria. May suggest alternatives for consideration by the central authority.	Apply the chosen criteria through regional control	No role other than recommending possible changes as per anomalies observed.	No role rather than querying some selection where necessary.
6. Quality control					
6.1 Student assessment and monitoring	Determine and define the assessment and monitoring mechanism. Carry out assessment and monitoring under national examinations.	Carry out student assessment as per given criteria arising from the central level. Provide feedback to both central and local and schools.	Carry out student assessment as per given criteria. Give feedback.	Use the given criteria arising from the central level. However, uses its own criteria for assessment other than national examinations.	Watchdog when feeling that things are not going well.
6.2 School assessment and monitoring	Determine and define the assessment and monitoring instruments. Carry out form of assessment and monitoring.	Carry out school assessment and monitoring as per prescription from the central level.	Carry out school assessment and monitoring as per laid down procedures from the central level.	Follow central level procedures for internal assessment and monitoring.	Act as watchdogs but not directly associated with school assessment and monitoring.
7. Financial administration and control	Determine and define factors, instruments and regulatory framework for controlling finances and its administration. Internal auditing of expenditure	Receiving and distributing funds to districts within their divisions.	Receiving and distributing funds to primary and secondary schools within their district based on central level directives.	Use of funds based on central level directives and district control.	Have a say on financial contribution arising from the community and other donors who provide grants directly to the school through the School Development Committee.

Source: MoEST

(3)   Financing of DEP

The MoF's Treasury currently channels education budgets to DAs through MoEST and six education divisions. However, GoM expects direct transfer of the budget from the Local Government Finance Committee (LGFC) to DAs beginning in the Local Impact Area, i.e., six pilot districts. This is because progress in staffing and institutional capacity building is relatively more advanced in these districts. Besides GoM, until DAs increase their capacity to generate resources locally, there are three main sources of financing DEPs. They are the district development fund (DDF), Micro-Project, and Malawi Social Action Fund (MSAF). Besides GoM financing of these programs comes from UNCDF and UNDP for DDF, European Union (EU) for Micro-Project, and the World Bank for MASAF. Assistance also comes from DfID and CIDA which give high priority to primary education in support of Malawi's poverty reduction strategy.

Regional distribution of primary education assistance by the three main sources of DDF, EU and the World Bank is shown in Table 2-3:

Table 2-3   Share of Education Projects under DDF (1994/2000)

Micro Project II (1997/99) and MASAF (1995/99)

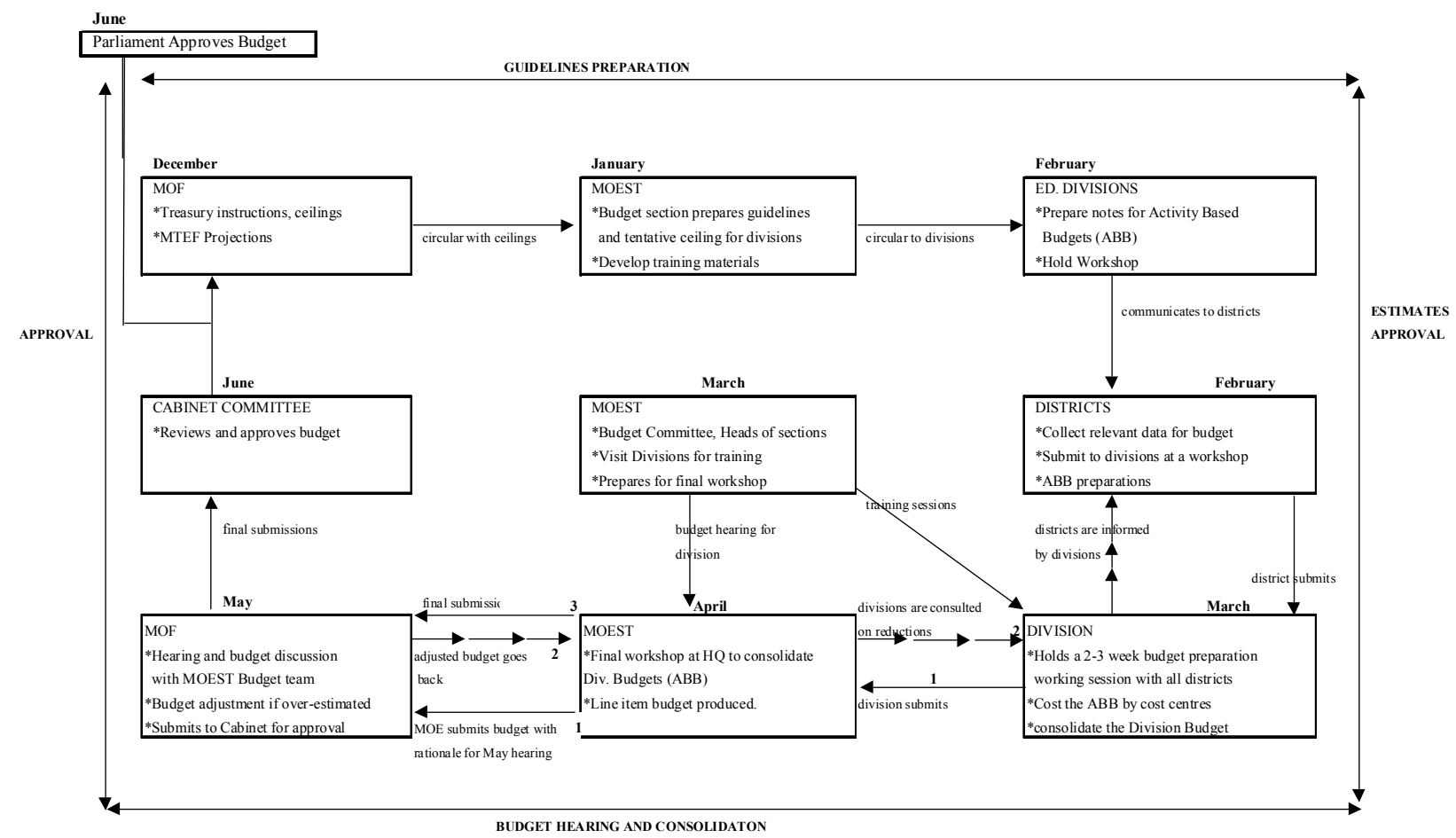| Region	DDF		Micro-Project		MASAF	
	No. of Projects	% Share of Education Project	No. of Projects	% Share of Education Project	No. of Projects	% Share of Education Projects
North	85	39.53	235	82.46	183	80.97
Central	259	68.16	255	74.78	288	63.30
South	219	47.92	70	48.28	274	50.83
Malawi	563	53.52	560	72.63	745	61.07

Source: MoEST

The above table shows strong performance of education projects accounting for high percentage shares under all three programs and regions. The share of education projects in the country as a whole exceeded 50% under all three programs. In terms of the regional shares of education projects under the three programs, the education shares in the south were relatively uniform with about half of the programs. In comparison, the education shares in the north ranged from 40% to 81%, and 63% to 75% in the center.

2.2.3   MTEF Experience in Education

(1)   MoEST Budget Process

The process of MoEST's annual budget preparation takes place as shown in Figure 2-4:

Figure 2-4 Budget Preparation Process in MOEST

GUIDELINES PREPARATION

June
Parliament Approves Budget

APPROVAL

ESTIMATES APPROVAL

December
MOF
*Treasury instructions, ceilings
*MTEF Projections

circular with ceilings

January
MOEST
*Budget section prepares guidelines
 and tentative ceiling for divisions
*Develop training materials

circular to divisions

February
ED. DIVISIONS
*Prepare notes for Activity Based
 Budgets (ABB)
*Hold Workshop

communicates to districts

June
CABINET COMMITTEE
*Reviews and approves budget

March
MOEST
*Budget Committee, Heads of sections
*Visit Divisions for training
*Prepares for final workshop

training sessions

February
DISTRICTS
*Collect relevant data for budget
*Submit to divisions at a workshop
*ABB preparations

final submissions

budget hearing for
division

districts are informed
by divisions

district submits

May
MOF
*Hearing and budget discussion
 with MOEST Budget team
*Budget adjustment if over-estimated
*Submits to Cabinet for approval

final submissio   **3**

adjusted budget goes   **2**
back

MOE submits budget with   **1**
rationale for May hearing

April
MOEST
*Final workshop at HQ to consolidate
Div. Budgets (ABB)
*Line item budget produced.

divisions are consulted
on reductions   **2**

division submits   **1**

March
DIVISION
*Holds a 2-3 week budget preparation
 working session with all districts
*Cost the ABB by cost centres
*consolidate the Division Budget

BUDGET HEARING AND CONSOLIDATON

Data source: Prepared by the Project Team

(2)   Achievement and Challenges

Although financial allocations to the education sector have significantly increased in recent years, not all funds are reflected in the development budget. Bilateral aid agencies are giving increased priority to basic education, but their assistance does not synchronize with the Malawi's budget planning cycle and as a result is not integrated in the national budget. Community involvement has also been significant. For example, under MASAF each project is required to have at least 20% of its budget for community contributions in the term of materials or labor. This is, however, not reflected in the budget. There is also much NGO contribution to primary education that has not been accounted for.

The main achievements and constraints in the implementation of the MTEF-based education budget process are closely linked to the overall MTEF implementation experience in the country, which was explained in the earlier section.   Important areas of achievements and constraints in education are shown in Table 2-4:

Table 2-4   Achievements and Constraints in MTEF Implementation

Achievements	Constraints
Policies are articulated in PIF	Budget ceilings are advised later in the process than expected under MTEF
MoEST budget coordination committee has been set up	Prioritization process is unclear
Participatory bottom-up process has been adopted for ABB preparation	Budget cycle coordination is weak within MoEST and between MoF and MoEST
Districts have prepared DEPs according to ABBs	Current accounting system does not allow for ABB entry

2.3   Programs and Projects

2.3.1   EMIS Project

(1)   National Rollout of School Mapping Exercise

MoEST implemented the national rollout of the Education Management Information System (EMIS: school mapping exercise) with technical and financial assistance of DfID, DANIDA and USAID. This was not done under the common basket of international development partners.

The school mapping exercise, for the primary education sector, consisted of the following five phases:

Phase 1:   Adjustment of the EMIS database to a new questionnaire

Phase 2:   Training of trainers from MoEST, education divisions, district education offices, etc.

Phase 3:   Training of the implementing personnel

Phase 4:   Fieldwork (data collection and verification)

Phase 5:   Report generation

Training focused on the quality improvement of data collection. Data input and analysis were mainly handled by international consultants. Training of division planners in data collection with a school mapping questionnaire commenced in February 2001. All Phases of the exercises were completed in January 2002.

(2)   School Census

MoEST initiated the 2001 School Census exercise in November 2001. The Census covered both primary and secondary education. The census questionnaire was prepared by MoEST in collaboration with international development partners. Copies of the questionnaire used for data collection were produced with the financial assistance of USAID. Information collected through the Census is the basic data for EMIS.

The 1999 Census questionnaire for primary schools was revised for the 2000 Census. The new items included in the revised instrument are those on the number of orphans and teachers' deaths, which is likely to relate to HIV/AIDS; school committee meetings; PEA activities; and teachers' qualifications. The questionnaire for secondary schools was the same as for the 1999 Census. These questionnaires were distributed from the MoEST headquarters to the division offices, from the division offices to the district offices, from the district offices to PEAs, and then finally to schools. The division planners gave a brief explanation about how to fill the questionnaire to DEMs and PEAs when they delivered them. The Project used the 1999 Census data for National trainers' training in February 2001 as the 2000 Census data were not available. However, for the micro-planning training and workshops for pilot and non-pilot districts, the 2000 Census data were used.

The data collected through the 1999 Census were verified through a recent verification exercise by MoEST. The 1997 and 1998 Census data were regarded as invalid due to inconsistent information. All completed primary and secondary 2001 Census questionnaires are available in the education division offices.

2.3.2   Primary Community Schools Project

The Primary Community Schools Project (PCOSP) aims to develop and disseminate cost-effective and replicable approaches for the delivery of effective primary education. Begun in 1995, it has been supported by DfID with an overall budget of £18.28 million. Originated as a response to the GoM's policies to increase access to schooling and to empower communities to play a central role alongside the government in delivering primary education, PCOSP has had three strands. These include construction, community participation, and teacher

and school development. Whereas many community-oriented school construction projects such as MASAF emphasize community contribution in actual construction such as brick mounding, PCOSP promotes full community participation in school management with almost no participation in the actual work for construction.

Until March 2001, all the 97 schools (three in every district nation-wide) were built or rehabilitated and the rollout of a community involvement program and a school development package will be completed.

2.3.3   Chiradzulu Initiative

The Chiradzulu Initiative (CI) emerged from the work of the nationwide PCOSP, using unspent funds from this program and drawing on its achievement.   It was a district program to improve the quality of education in the Chiradzulu district of the Shire Highland education division. Like PCOSP, the project had three components, that was, teacher and school development, community participation, and upgrading of learning environment. In addition, it sought to strengthen the capacity at the district education office. Chiradzulu was chosen since it was a pilot district for PCOSP, its sister project called Malawi Schools System Support Program (MSSSP), and for the "school mapping exercise".

After implementing the "school mapping exercise", CI was currently supporting school rehabilitation and training activities. Most of these activities focused on infrastructure improvement. The participatory approach was not fully adopted in their school mapping exercise in spite of the CI's basic principle that stressed participation of parents and communities. However, it needed to be pointed out that the institutional capacity of the district education office was improved and was now more equipped and prepared to contribute to the nation's effort of decentralizing education administration. For instance, there had been an increase in its staff including a planner and an accountant, and several computers had been installed.

2.3.4   Capacity Building in Secondary Education

MoEST started the school development project in secondary education under the technical and financial cooperation of DANIDA. Grouping of schools into clusters and capacity building in school management and planning at the secondary school level have been conducted in these projects. The pilot project of the school development project has taken place in several pilot districts including Salima.

DANIDA has been supporting quality improvement in secondary education such as teacher training (especially at CDSSs), curriculum development, instruction materials development, strengthening of quality assurance, and support to girls'

education. CIDA has been training of CDSSs teachers in STEP and improvement of textbook provision.

2.3.5   Malawi Social Action Fund

GoM set up the Malawi Social Action Fund (MASAF) in 1995 as a key poverty alleviation strategy designed to address community social needs through self-help empowerment processes. GoM obtained a credit from the World Bank equivalent to USD 56 million in 1995 to implement the MASAF project. Due to the overwhelmingly high demand for funding, a second credit from the Bank equivalent to USD 66 million was provided in 1998 to implement MASAF II project. By November 2000, MASAF had funded a total of 3,968 projects at a cost of MK 2,952 million.

MASAF operates three project components: the Community Sub-Project (CSP); Public Works Program (PWP); and Sponsored Sub-Project (SSP). The education sector projects are undertaken predominantly under the CSP component, which emphasizes the creation of socio-economic facilities directly benefiting participating communities and the promotion of participatory approaches toward achieving self-managed development at the grassroots level. MASAF invests in the education sector with the aim of contributing toward:

(1)   improved access to quality education by providing infrastructure such as school blocks, sanitation facilities, and furniture; and,

(2)   school enrollment by reducing the distance that pupils have to travel to go to school, thereby enabling children to attend school.

Funding of school construction projects is based on the demand driven approach. MASAF provides funds for the requested project only for the communities that are in need of a school or specific components and are prepared and willing to contribute 20% toward the initial total cost of the project. Community contribution can be in the form of cash, land, labor, materials, or project management services.

2.3.6   Projects Supported by NGOs

(1)   Save the Children (USA)

Save the Children (USA) (SC/USA) is one of the most influential non-governmental organizations (NGOs) in the education sector in Malawi. It has been particularly active in the southern part of the country. Funded through a USAID/Malawi grant the NGO has been implementing Quality Education through Supporting Teaching (QUEST) project, which started in 1998 in three districts (i.e. Mangochi, Balaka and Blantyre Rural) after completing their pilot project in community-based school primary education from 1994 to 1998 in Mangochi.

QUEST pursues three objectives, namely, increase of access, enhancement of quality, and improvement of efficiency. The major components of the project include construction of community-based schools for pupils in standard 1 to 4, training of teachers, and training of school committee and parent teacher association (PTA) members. SC/USA estimates that QUEST will produce 302,600 beneficiaries in 436 schools. In QUEST, SC/USA works in partnership with MoEST (PEAs) and the Ministry of Gender, Youth and Community Services as well as targeted communities. In particular, the QUEST model emphasizes community involvement throughout its project cycle from planning to evaluation, especially in constructing schools.

(2)   World Vision Malawi

World Vision Malawi has, since the early 1980s, been involved in education development in Malawi through its integrated rural development scheme called Area Development Program (ADP). ADP is comprised of three major components, that is, food security, health and sanitation, and human resource development. In the human resource development component, World Vision actively intervenes in a number of areas, including improvement of infrastructure, provision of teaching materials, training of school committees, and enhancement of adult literacy.

The implementation of ADP is largely undertaken by an ADP Committee, which has been formed in a targeted community. Through a consultation process with the community, World Vision selects Committee members who usually include Chiefs from traditional authorities and sub-traditional authorities (TAs/STAs) and religious leaders. It provides them with training in leadership skills as well as basic planning including budgeting and costing.

2.4   Training Needs Identified for the Project

Successful implementation of the micro-planning project is dependent on the availability of a competent team of central and local level officials. Although several donors have done some work to strengthen the capacity of planning staff in the use of data for planning, the coverage of these efforts has been limited, and most MoEST staff with whom this Project has to work has not yet been reached by the donor efforts. In view of this, the micro-planning team carried out assessment of training needs among planning officers, DEOs, CPEAs and teachers in the districts that are targeted by the project. This assessment was carried out in two main phases. In the first instance, the Project Team visited the division offices and the offices of the Project pilot districts and interviewed division managers, division planners and DEOs on the areas where they consider additional skills are necessary to prepare them for the micro-planning project.

Secondly, the Team took advantage of a micro-planning kick-off workshop to gain further insights on the training needs of those to be involved in the project.

The data gathering exercise revealed that the main training needs with regard to division and district staff can be summarized in five main categories, namely: (1) enhancing understanding of the principles and processes of planning; (2) strengthening data collection skills; (3) improving capacity for data analysis and reporting; (4) improving communication across the various planning levels; and (5) enhancing understanding on the decentralization policy of the government of Malawi.

2.4.1 Improving Understanding on Planning Issues

In connection with this, the main needs identified related to promoting:

(1) Understanding of the principles and processes of planning in simple non-technical terms as a way to demystify the concept of planning and in particular that of micro planning;

(2) Skills related to decision-making processes and especially with regard to the judicious use of data related to space and time;

(3) Planning strategies that promote the utilization of limited resources in a cost-effective and efficient way;

(4) The financial capacity of planning staff especially with regard to budgeting processes, auditing, etc;

(5) Skills related to handling and maintenance of facilities and equipment;

(6) Staff capacity for managing change;

(7) Skills related to policy formulation, plan generation and project planning; and

(8) Capacity for plan implementation, including securing the required support.

2.4.2 Strengthening Data Collection Capacity

In the area of data collection, the key areas for which skills upgrading were required relate to strengthening capacity for:

(1) Generating and collecting local specific data when necessary;

(2) Carrying out appropriate needs assessment;

(3) Relating subsequent plans to the socio-economic and political contexts in which they are to be implemented;

(4) Improving appreciation and use of the available planning data at the central and local levels;

(5) Devising strategies for using available secondary source materials; and

(6) Completing proposal development as a way of attracting support for relevant planning initiatives and for identifying sources of support for plans.

2.4.3   Improving Data Analysis, Report Preparation and Dissemination

The collection of data is in itself inadequate if not backed by the necessary analysis and dissemination capacity. In this connection, it was felt that there is need for training to enhance:

(1) The ability of relevant officials to access and display already available data at the divisions as well as relevant local specific data;

(2) The skills related to the use and interpretation of the most common and relatively easy to use data analysis packages, in particular ACCESS and SPSS as well as relevant word-processing packages and developing formats for planning processes;

(3) Capacity for making informed investment choices based on the analysis of the planning context;

(4) Report preparation and dissemination skills; and

(5) Monitoring and evaluation skills.

2.4.4   Enhancing Understanding and Collaboration among Various Stakeholder Groups

It was noted that the process of developing district level plans and that of their implementation could be slowed down if various individuals and groups involved in these processes do not have a mutual understanding regarding their appropriate roles and responsibilities as well as their interdependence.   Training in this regard should aim at improving:

(1) Communication across the various levels involved in plan development and implementation;

(2) Understating on roles and responsibilities of the various actors;

(3) Inter-personal, presentation and community engagement skills;

(4) Capacity to design and implement effective sensitization skills with the aim of reaching out to local stakeholder groups;

(5) Skills for improved communication with local and national politicians to obtain their support for district level plans;

(6) Capabilities to locate local and external resources to support the implementation of district plans;

(7) Capacity of stakeholder groups to effectively participate in local education decision-making processes; and

(8) Mechanism for arriving at some kind of common vision to help bind the various stakeholder groups to the district plans.

2.4.5   Enhancing Understanding of the Government Decentralization Policy

As already explained, this project fits within the context of the GoM decentralization policy. It is, therefore, important that those to be trained under the project are made familiar with the demands and responsibilities of

decentralization especially as they may relate to the development and implementation of DEPs. In this connection, the key training needs include making known to the trainees:

(1) The implications of decentralization for their relationships and professional roles and responsibilities with respect to the central level government including how the available local resources relate to overall national education policy objectives;

(2) The mechanisms governing relationships within the local district structures such as District Assemblies (DAs), Area Development Committees (ADCs) and Village Development Committees (VDCs) among other structures;

(3) Strategies for involving relevant stakeholder groups in the process of developing, implementing, financing and monitoring DEPs;

(4) Strategies for mobilizing resources to support the DEP objectives;

(5) Strategies for promoting creative and critical thinking with regard to the efficient allocation of limited resources in the face of enormous development challenges; and

CHAPTER III   CAPACITY BUILDING FOR MICRO-PLANNING

3.1   Framework for Micro-Planning Training

The micro-planning training framework, which follows in more detail, was vetted with the Project Team and the Core Trainers.

3.1.1   Approach to Micro-Planning Development

The micro-planning training framework of the Project is built on preliminary planning begun in October 2000 and completed in early January 2001. Some members of the Project Team visited the International Institute for Education Planning (IIEP) of UNESCO in Paris in November 2000 as a first step in conceptualizing training. It was followed by training needs assessment in the Malawi context through field visits to pilot districts, discussions with MoEST key staff and workshops with district and division staff. Division managers and planners, DEMs, CPEAs and primary and secondary school head teachers from the six pilot districts were convened on December 5 in Lilongwe for a project kick-off workshop to further assess and confirm training needs at the district level. Assessment activities between October and December 2000 and in early January 2001 laid the basis for outlining the kind of micro-planning training needed to advance the effort of the government to decentralize a wide range of government services, including education, to district levels. See Chapter II, Section 2.4 for a fuller description of training needs made on the basis of the Kick-Off workshop in December 2000.

Micro-planning in the Malawi context has been defined as:

> *Planning at the lowest level of the educational management system as a means of systematically bringing together human and physical resources in a timely schedule to address development needs and requirements. Micro-planning in the Malawi context of this Project is planning conducted at the district level. It is hoped that the micro-plans that will result from this project will have benefited from the participation of stakeholder groups at the local level.*

The objective of the micro-planning training was defined as:

> *Institutional strengthening of the central and district planning systems for primary and secondary education. The specific focus of the Project is capacity building in the areas of planning and implementing Education Development Plans (DEP) at the district level.*

The four approaches to micro-planning training were to:

(1)   Develop and expand the capacity of local education authorities to plan the provision of physical and human resources and also identify efficiency and effectiveness measures required to improve primary and secondary education. This was done through a collaborative and sustainable organizational structure, involving the relevant government's divisions and departments, international development partners, local/international NGOs;

(2)   Implement the Project within the socio-economic and education context of Malawi, in keeping with local culture, needs and available resources;

(3)   Expand through participation, the potential for community stakeholder involvement in the planning process to foster a community sense of ownership in the development of local schools; and

(4)   Enhance the capacity of all those involved in local planning from national to local levels, including the supportive local community, to manage, understand and use all planning related data effectively in making judgments and decisions with respect to the:

    1) Identification of educational needs;

    2) Assessment of physical and human resources required to meet those needs;

    3) Development of sustainable planning strategies, which include potential sources of support, an action or implementation plan and schedule; and

    4) Implementation of a monitoring and evaluation system to be able to assess periodically the extent to which plans are being implemented and objectives and targets met.

During the development of the framework, the JICA Project Team agreed on a set of planning and operational guidelines that were a fundamental part of the training program design and implementation and of the development of District EDucation Plans (DEPs). They were that:

(1)   Malawians, with JICA team assistance, would take the leadership in carrying out the training programs, so that a sustainable sense of ownership for the Project results would be established;

(2)   micro-planning training would be coupled with the production of a draft DEP for each of the 33 districts;

(3)   DEPs produced by pilot and non-pilot districts in the training would be of sufficient quality and depth to be presentable to district level stakeholders for inclusion as part of the District Development Plan (DDP) to be considered for support by district assemblies;

(4)   all training would be more effective if "learn by doing" instructional

methods were used. Trainees would put together their DEPs on a step-by-step basis primarily in small group work with the help of national and core trainers and technical advisors;

(5)   training materials and the training program curriculum would be more practical rather than theoretical;

(6)   data and information would be assembled prior to the training by the Project Team to make the DEP database as easily understood and used by trainees;

(7)   trainees would include not only District Education Managers (DEMs) and other persons representing education, but also selected persons from district assembly to insure cooperation and coordination in the implementation of plans;

(8)   all training programs would be more effective by bringing pilot and non-pilot district level trainees to a central location, the Malawi Institute of Management (MIM), for an intensive two weeks of training and DEP development;

(9)   a wide range of district level stakeholders would be involved in defining issues and problems and suggesting solutions; and

(10) DEPs would be written and presented in such a way as to be easily read and understood by a variety of stakeholders and decision makers.

The Micro-Planning training to produce DEPs for all 33 of the districts in Malawi was carried out in a series of training workshops as follows:

1)   February 19 – 24, 2001 – National Trainers' training

2)   June 4 – 15, 2001 – district level staff from the six Pilot Districts

3)   November 30 - December 11, 2001 – district staff from 11 non-pilot districts (Southern Region)

4)   January 28- February 8, 2002 – district staff from 16 non-pilot districts (Northern and Central Regions)

3.1.2 Curriculum and Materials

Although there were modifications made in the content, the basic structure of the curriculum remained the same throughout the various training workshops and activities. The curriculum for micro-planning conceptualized and developed by the Core Trainer Team and the Project Team was straight forward. The underlying concept of the training was to keep trainees focused on the end product of the training, the ability to produce a DEP. In order to do this, the training curriculum was designed to provide trainees with knowledge, skills and competencies to:

(1)   have an understanding of the government policy objectives for education, such as the Policy and Investment Framework (PIF), the Poverty

Reduction Strategy Paper (PRSP) and the decentralization act;

(2) use the planning database and analytical tools to produce a DEP, including the EMIS database and other pertinent databases which reveal the educational and socio-economic conditions of a district;

(3) make a series of planning decisions in a step by step DEP development planning process;

(4) involve local stakeholders (local educators, business persons, community and political leaders and religious and non-governmental organizations) in the initial assessment of the district educational needs and potential solutions for issues and problems identified by those stakeholders;

(5) evaluate stakeholder input in order to draw an educational and socio-economic profile of their districts;

(6) determine the priority local educational needs, by analyzing gaps or deficiencies from national goals and objectives, primarily delineated in the PIF, with respect to issues of access, equity, quality, relevance, planning, management and finance;

(7) identify in their DEPs the strategies required to meet priority needs, the activities to implement the strategies, the human and physical resources required to support implementation and their costs, three-year targets or outputs to be met and sources of potential support to cover the costs;

(8) develop an implementation plan to identify budgetary needs on a three year basis, persons responsible for implementing the strategies and activities and how progress toward objectives is to be monitored and evaluated; and

(9) be prepared to explain, document and promote the draft DEP to local stakeholders and decision makers.

Of the curriculum learning objectives above, the most critical learning objective was to have the planner/trainees able to make a useful district and zonal profile of priority educational and socio-economic needs. Such a profile would identify as precisely as possible what major issues, deficits or gaps and problems exist in the district which should be addressed in a DEP. On the basis of an analysis of stakeholder opinions and more objective data and information from EMIS and other sources of information, trainees were then able to make judgments as to which problems should be addressed as highest priorities for DEP attention.

The profile of district priority needs formed the basis for the rest of the DEP, as the display of needs focused where development and improvement strategies were most required and where resources should be directed to make improvements in the schools at the district level. The trainees had to identify those resources; identify appropriate indicators of progress; and set three-year targets. Costing of each strategy was based upon the human and physical resources required to implement each strategy in the time frame proposed in the

plan. Finally, trainees developed an implementation schedule or plan. Also, some training was provided on how to present their DEPs to stakeholders and decision makers to get community support for the plan as it moves through organizational and political structures to final approval and funding.

To implement the learning objectives above into an instructional program for use in training workshops, training materials had to be designed and produced and, after use, revised from workshop to workshop. Although content was in some places revised to better fit the needs of trainees, the basic organization of the topics and materials remained unchanged throughout the training program. The materials were organized around three instructional units printed in a Micro-Planning Training Manual for each trainee. The three Units were:

- Unit I Introduction to Micro-Planning;
- Unit II Data and Tools for Micro-Planning; and
- Unit III Formulating a District Education Plan.

Other than the Manuals, training materials included the data and information related to each district required for planning, such as EMIS district data summaries, calculations of key indicators, socio-economic profile information, a unit cost for budgeting and a summary of the PIF. See Appendix-I for copies of the Manuals and a sample of other materials given to each trainee. The three Units, district data and other materials represented one cohesive training package and process which was designed to help trainees achieve learning objectives and produce at the end a DEP. Each Unit was broken down into a set of activities designed to give trainees a Malawi context for the unit, a background knowledge base, key planning terminology, and planned learning experiences which would help them internalize the knowledge, skills and competencies required to put together the final product, the DEP.

3.1.3   Education Data

The database for DEPs relied heavily upon the national EMIS under MoEST Planning Unit. Other databases included socio-economic and population data from the National Statistical Office (NSO). Also, to a severely limited degree, the GIS school mapping project conducted by another international partner, DfID, was to provide a series of district maps showing population densities, locations of schools, pupil catchment areas, pit latrines, qualified teachers, roads and other geographical or locational information. Unfortunately, the GIS mapping project met a number of delays. Only trainees from 16 non-pilot districts in the last workshop in January/February 2002 had district maps of uncertain accuracy available for use by trainees to analyze geographic areas

within their districts which have school populations that were underserved and/or to identify barriers to access.

The national EMIS database provided for the Trainers' Training workshop in February 2001 was from the 1999 Census. There were difficulties with the availability of the 2000 Census. The remaining workshops had the 2000 Census data available; however, the non-pilot districts often preferred to use the more current 2001 school census data they had submitted to the national EMIS during the summer of 2001, but was not yet available in printed or computerized form from the central EMIS office. The national and local EMIS data had limitations, as well, but they were generally useful in seeing where major deficiencies existed in each district, even if the degree of precision was not fully desirable.

School performance indicators, such as pupil to qualified teacher ratios, pupil to desk ratios, class sizes, textbook to student ratios, student to latrine ratios, gender sensitive data, such as drop-out and retention rates, and female teacher ratios and average classroom size, were all invaluable calculations to be employed in analyzing the extent to which there were district level problems. Problems were classified under the PIF themes of access, quality, equity, relevance, management, planning and finance. The above indicators are all part of the policy objectives of the national Policy and Investment Framework (PIF) which is explained more fully in Chapter IV of this Report. The Project Team spent much time and energy compiling and assembling EMIS data for each workshop, including not only the data reflected below, but, also, in making the calculations of ratios, averages and rates for key indicators in order to distill the EMIS data into usable form for planners and trainees.

The National Statistical Office (NSO) population and other socio-economic data relevant to the DEP, was from 1998, which meant that it was not particularly up-to-date. The NSO data was less useful in looking at such things as the extent to which the schools were serving cohort age groups with schooling. Also, the NSO data are arrayed according to traditional authority boundaries within districts and not according to the zones, which are prescribed by boundaries that are peculiar to education. Additional or supplementary district socio-economic data was collected by a member of the Project Team from January to March 2001. The data on economic, education and health conditions in each of the six pilot districts were very useful in the workshop for pilot districts in developing a required socio-economic profile of the district that highlighted the external or environmental conditions affecting school development. Such profile data were not available for the 27 non-pilot districts. It is sufficient to say that the micro-planning training and DEP databases had some problems, but it was still

useful in making judgments about what needed to be done to reduce gaps and deficiencies within the districts.

In more detail, the planning database included:

(1) EMIS School Census for primary schools by district, zone and school (hardcopy and computer disc), which included:

- *Enrollment*	- *Drop-outs*
- *Transfers*	- *Repeaters*
- *Streams per Class*	- *Pupils with Disability*
- *Languages*	- *PSLCE Results*
- *Teachers*	- *School Buildings*
- *Facilities*	- *Furniture*
- *Textbooks*	

(2) EMIS School Census data for secondary schools by district, zone and school (hardcopy and computer disc), included:

- *Enrollment*	- *Catchment Area*
- *Drop-outs*	- *Transfers*
- *Repeaters*	- *Streams per Class*
- *Students with Disability*	- *Teachers*
- *Teachers by Subject*	- *Teacher Qualification*
- *Laboratory*	- *Library*
- *Textbooks*	

(3) Socio-Economic Pilot District Profiles developed by the Project Team, included:

- *General Features*	- *Population*
- *Agriculture*	- *Commerce and Industry*
- *Employment*	- *Health*
- *Water Supply*	- *Sanitary Conditions*
- *Development Issues*	- *Development Potentials*

(4) 1998 Census Map from NSO showing school locations at that time

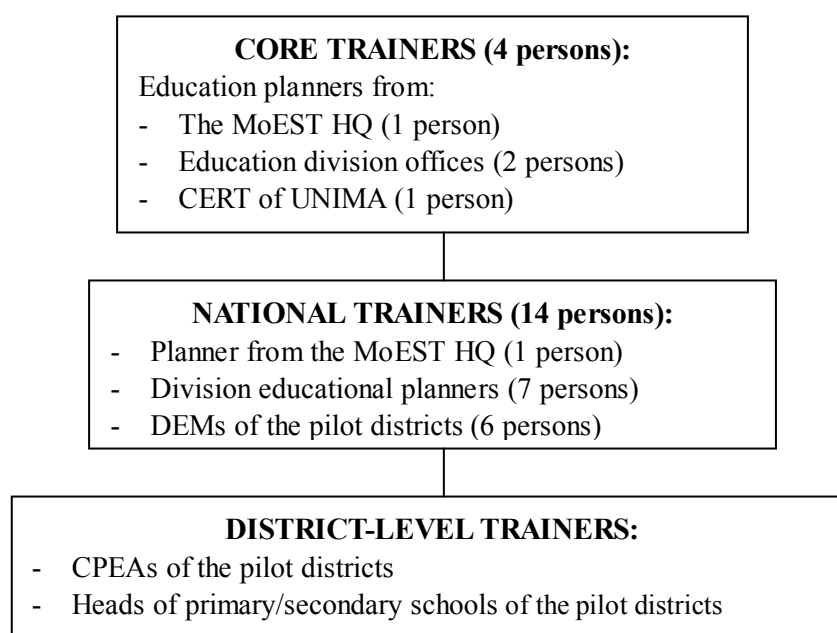(5) Transparency Maps generated from NSO data and drawn up by Project Team

- *Population by Enumerating Areas*
- *Roads, Rivers, Forests, etc.*
- *School Locations*

3.1.4   Training Structure and Staffing

The training structure was developed, with some minor revisions later, in the planning stages of the Project from October to December 2000. There were three levels of trainers, Core Trainers, National Trainers and District-Level Trainers for pilot districts as shown in Figure 3-1 below. The persons filling the positions of Core and National Trainers changed throughout the duration of the Project, as at least three trainers left their posts for further education abroad and one returned. New District Education Manager (DEMs) with university degree were appointed and later there was turnover of DEMs because of retirements and shifts in their position assignments to other districts. Likewise, some Coordinating PEAs changed positions and locations.

The National trainers were all trained during the Trainers' Training workshops February 19-24, 2001 and the district level trainers were trained in the pilot district training June 4- 15, 2001. The non-pilot district persons trained were not considered "trainers", but rather as "trainees," although they went through essentially the same training programs in two batches, first for persons from 11 districts November 30 – December 11, 2001 and second batch for 16 districts January 28- February 8, 2002 . All the workshops were held at the Malawi Institute of Management (MIM) in Lilongwe, which was an efficient use of technical support resources, and provided the kind of non-destructive environment conducive to productive work and opportunities for very important interchange and sharing among participants.

Figure 3-1   Operational Structure and Staffing in Micro-Planning Training

CORE TRAINERS (4 persons):
Education planners from:
- The MoEST HQ (1 person)
- Education division offices (2 persons)
- CERT of UNIMA (1 person)

NATIONAL TRAINERS (14 persons):
- Planner from the MoEST HQ (1 person)
- Division educational planners (7 persons)
- DEMs of the pilot districts (6 persons)

DISTRICT-LEVEL TRAINERS:
- CPEAs of the pilot districts
- Heads of primary/secondary schools of the pilot districts

The Core and National Trainer structure and staffing remained the same for non-pilot districts, but the number of district level trainees in the 27 non-pilot districts was reduced as a matter of efficiency to 3 (three) persons per district rather than the 6 (six) participant trainer/trainees in the 6 (six) pilot districts. Trainees for the non-pilot districts were district education managers (DEMs), coordinating PEAs, and directors of district planning and development.

The roles of the trainers were as follows:

(1)   Core Trainers:

The first level was comprised of a core team of four senior trainers. These trainers were responsible for training national level trainers and for overseeing the whole training program as well as the development of the district plans. These trainers had experience in training, planning and research. Three of the trainers had relevant training in the area of planning from IIEP as well as computer database access competency. Two of the trainers left the Project for graduate training in the United States after the Pilot District training and were replaced by two Division Planners who had been trained in the Trainers' Training and pilot district training workshops.

(2)   National Trainers:

14 National Trainers were trained to conduct training in the districts. Along with the Core Trainers, they oversaw the preparation of the district development plans as well as the implementation of the demonstration projects (see Chapter V). This team was comprised of one central level planner, seven division planners and six DEMs from the pilot districts. One central level planner departed the Project after Trainers' Training workshop for further graduate work at the University of Malawi.

(3)   District-Level Trainers:

There were three District-Level Trainers in each pilot district, making a total of 18 in the six pilot project districts. The 3 (three) District-Level Trainers were comprised of the CPEA and one school head each from a secondary and primary school located in the pilot districts. These three trainers were directly responsible for training in their respective districts. They worked closely with the Core Trainers as well as with the National Trainers. During their training in the Pilot District workshop in June 2001, they were joined in the second week by two District Assembly staff, the Director of Finance and the Director of Planning and Development who participated in the later stages of DEP development and received micro-planning and DEP training, but were not classified as trainers.

In the Pilot and non-Pilot training workshops, the Core and National Trainers played important roles in making presentations in plenary sessions such as providing instruction on the content and uses of the database for analysis and decision making (Unit II) and how to develop each of the steps in the DEP formulation process (Unit III). Their expertise in making such presentations and providing instruction expanded and improved with each workshop, especially with regard to facilitating the ability of the Project to deliver substantial DEPs for all 33 districts. Their involvement helped to insure, as well, that there was a strong sense of ownership in the Project's results and re-enforced their understanding of their roles in the future to make results sustainable through follow-up activities by them.

3.2   Implementation of Micro-Planning Training

Prior to starting each workshop described below, officials from the Ministry and JICA provided opening remarks or were present supporting the purposes and objectives of the Micro-Planning Project. After welcoming ceremonies, each of the training programs went immediately into the training curriculum, in Unit I, which spent a half-day in plenary session presentations to help trainees understand the definition of micro-planning. A backdrop presentation was given for district planning within a national policy of decentralization from the Decentralization Secretariat. Also, trainees learned about the purposes and objectives of the Micro-Planning Project and the training program.

3.2.1   National Trainers' Training (One Week in Lilongwe)

The Trainers' Training workshop took place from February 19-24, 2001 at the Malawi Institute of Management (MIM). The training workshop for National Trainer s' Training was organized and structured as follows:

Following opening ceremonies, the training was arranged into instruction related to each of the three training *Manual* Units, as follows:

Unit I: *Introduction to Micro-Planning.* Presentations were made on micro-planning in the Malawi context of decentralization and an overview of the DEP process. The sessions were all in plenary with opportunities for trainers and trainees to ask questions.

Unit II: *Data and Tools for Micro-Planning.* Presentations included the EMIS database and other database DEP processes for district level planning and explanations of the analytical tools needed to assess and identify priority needs and conditions. The Unit was covered partially through presentation by a Core Trainer or MoEST staff, who used local illustrations and group discussion to deliver material.

The presentation was followed by group work to have trainers become familiar with the planning database scope and content and to have advisors and Core Trainers further explain how to use the indicators as analytical tools. For the Trainers' Training workshop only, other international development partners were involved in the delivery of this Unit. They were thought to be conducting closely related planning projects, which were generating data and analytical tools, such as GIS and other mapping techniques. However, these sessions did not prove as fruitful as expected and were dropped in subsequent workshops.

Unit III: *Formulating the District Education Plan.* Presentations were made on the following the seven steps to make a plan, which included:

- assessment and identification of needs and conditions in the district;
- identification of strategies to meet needs;
- identification of activities to implement strategies;
- establishment of targets over a three year period to be met by the strategies;
- identification of human and physical resource needed to implement strategies;
- costs and sources of support for human and physical resources;
- development of an implementation plan which identifies strategies, activities, outputs, persons and agencies who are responsible;
- consensus building with local stakeholders.

Unit III was primarily group-work involving teams of trainers using a simulated district database to make needs analysis and formulate strategic plans. Plenary sessions were used to make presentations on each of the plan formulation steps on such things as Activity Based Budgeting (ABB) and how to build consensus. A sensitivity training session was led by an experienced community consensus trainer used by the Decentralization Secretariat in training members of District Assemblies.

The trainers were only able in the short training period to have some hands-on experience in putting a DEP together, but the time was insufficient to go into appropriate depth with respect to each of the above steps. They expressed satisfaction with the training, indicating in their evaluation that they felt prepared to lead training in their districts.

The trainers' training was judged to have been successful in reaching its objectives. The training resulted in the Project having a cadre of Malawi trainers ready to work with a district level planning team in the next phase of the Project to be carried out in May and June. This phase was to provide training for district level planners and key persons and actually produce a DEP for each pilot district at the end of a two week workshop in June at MIM. The core and national trainers believed they could do this as a consequence of the trainers' training workshop. Of major significance was the fact that the February trainers' training program was conducted mostly by Malawian presenters and group leaders and it was carried out through a hands-on teaching and learning approach. Trainees were trained using authentic data from one of the districts and completed the training by outlining an actual draft DEP.

3.2.2 Micro-Planning Training

(1)   Pilot District Micro-Planning Training

When the Project Team completed the first phase of training of the National Trainers, it had laid the groundwork for expanding the training to the six pilot districts. Pilot Districts Micro-Planning Training Workshop was held in June 2001. The product of the workshop was to draft a District Education Plan (DEP) to be submitted ultimately to the District Assemblies (DAs) in accordance with the decentralization policy. This workshop began June 4 and ended June 15. The six pilot districts participating in this phase of training were Dedza, Mangochi, Mchinji, Nsanje, Thyolo and Nkhata Bay. The Workshop was opened by the Minister of Education, Science and Technology, Dr. George Nga Mtafu, M.P., showing an indication of the increasing interest and respect now being given the Project by the Ministry.

The objectives of this Micro-Planning Training Workshop in the pilot districts were to:
1) develop the capacity at each pilot district for education officials and others involved in the local planning process to do micro-planning and produce DEPs in the future on their own;
2) produce at the end of district level training a draft DEP in each of the six pilot districts to be considered favorably by each of their district stakeholders (educators, administrators, public officials, community and political leaders) and district assemblies;
3) develop a sense of ownership of the DEPs by the district education offices and local stakeholders in each of the pilot districts;
4) develop the capacity of local educational officials to plan at district level by upgrading their skills in the use of educational and socio-economic data and school mapping in order to: assess, continuously, needs and gaps in

resources; devise improvement strategies to address needs; establish development targets; cost development strategies on a three year schedule Medium Term Expenditure Framework (MTEF); and develop implementation and action plans;

5) develop the capacity at district level for education officials and others involved in the local planning process to be capable of promoting and negotiating their plans with their stakeholders to obtain support for implementation of their plans; and

6) assist in the identification of potential demonstration projects to be carried out between August and December 2001.

In May, immediately prior to the Workshop, the Project Team was involved in developing a database for planning for each of the six districts. The EMIS 2000 data had to be translated into useful school performance indicators by the Project Team. Data were compiled by gender, district and in some cases by zone in order to assist trainee planners in assessing the extent to which stakeholders' perceived needs and planned improvement strategies were backed-up by hard data. School performance indicators, such as pupil to qualified teacher ratios, average textbook to pupil ratios, national examination pass rates, pupil to latrine ratios and gender sensitive data, and other data were all invaluable calculations to be employed in analyzing the extent to which there were district level problems with respect to access, quality, equity, relevance, management, planning and finance.

The collection of data and information prior to the Micro-Planning Training Workshop in June was of vital importance to the production of pilot district DEPs. The DEP was dependent on available EMIS at the national and local levels, data from NSO, demographic data, socio-economic data and information collected through the Project. School mapping information being developed by MoEST in collaboration with other international partners in Malawi was, to a lesser extent, also useful.

The performance indicators are all part of the policy objectives of the *PIF*. However, PIF does not set local objectives. The PIF expresses national goals and objectives and the DEPs had to be related to these objectives. The local district level database had never been developed and computerized and the data being collected through the national EMIS for three years was and is not yet well-verified. The production of a database by the JICA Team for each pilot district, including key performance indicators, was a major task, as there were many errors in data that needed to be corrected and verified. Similarly, the GIS maps expected to be produced by the school mapping component of the Project through other international development partners were not yet completed and verified. Because much of the EMIS data were found to be inaccurate or

inadequate. Trainees, in some instances, reviewed their own copies of the district original documentation for the census submitted to the EMIS office in MoEST. Also, it was found that the units of analysis for NSO data collection did not coincide with the EMIS ones. Education districts do not necessarily coincide with administration districts or zones with traditional authorities (TAs). Also, some districts had been split creating new districts since the publishing of NSO data. It was, therefore, difficult to use data on education together with demographic data for the same unit.

The Pilot District Training began with one day pre-planning stakeholder consultation meetings held in each of the pilot districts either on May 31 or June 1, 2001. These meetings were designed to obtain stakeholders' ideas as to what the priority educational development and improvement needs were in their respective districts. Each of the DEMs (ADEO in one district) of the six pilot districts, who were trained through the national trainers' training, together with CPEAs organized the pre-planning meeting with stakeholders in each of their districts. Representatives at each meeting included teachers, PEAs, school heads and other administrators at school and district levels, members of District Assemblies. In some cases, a District Commissioner, a Director of Planning and Development (DPD), businessmen, a Community Development Assistant (CDA), persons from NGOs and other community organizations, clergy, school committee and PTA members were surveyed and invited to the meetings.

Prior to the meetings, the stakeholders in each pilot district were asked to complete a survey questionnaire to identify their opinions as to primary and secondary school improvement constraints and development needs; what should or could be done about meeting the needs; who should carry out actions to meet needs; what were the recent accomplishments or achievements in the district to make improvements. At the meetings, stakeholders discussed the same issues above in groups organized around primary and secondary levels. A total of almost 200 stakeholders attended the meetings in the six districts.

The identified needs were analyzed in the two week Micro-Planning Training Workshop in Lilongwe in June to determine the extent to which needs identified were supportable by district data and information. The needs, then, were put to an objectivity test by the district planning team selected to participate in the Workshop. After the draft DEPs were completed, the stakeholders were re-assembled for a "stakeholder feedback meeting" to review them and offer input as to the extent to which they were supportable plans.

These stakeholder consultative meetings served as a means of sensitizing the trainees at the Micro-Planning Training Workshop on the need to recognize the opinions of their stakeholder constituencies. The stakeholder lists of priority

development and improvement needs for each pilot district were brought to Lilongwe to the Workshop. These lists were the starting point for the process leading to DEP formulation. The process involved the analysis of local or district priority educational needs. Stakeholder involvement is discussed more thoroughly in Chapter IV.

When the Micro-Planning Workshops began in Lilongwe on June 4, district planning teams were organized into the six pilot district personnel composed of the District Education Managers (DEM) or Assistant DEM (ADEM), if there were no DEM, Coordinating Primary Education Advisor (CPEA), a primary school head teacher and a secondary school head teacher. In the second week, a Director of Planning and Development (DPD) and a Director of Finance (DF) from the District Assembly office joined the teams. The Project Team members, Core and National Trainers were added to each group, as well. The full teams, including technical advisors and national/core trainers numbered approximately ten persons each.

As noted earlier, the curriculum was organized into three major Units, as with the Trainers' Training Workshop in February. The time allotments for the three units were:

Unit I: Introduction to Micro-Planning (one-half day)

Unit II: Data and Analytical Tools for Micro-Planning (one day)

Unit III: Formulating the District Education Plan (7 and a half days)

Each team member was supplied with the *Training Manual,* educational (EMIS) and socio-economic data (see 3.1.3. above for detail). The *Manual* was supplemented by data and information brought with them from their own districts, copies of the PIF and a summary of the PIF, one computer for each team for writing the DEP, a calculator per team for generating indicators, a flip chart and stick-on slips for wall placement to facilitate group discussion and analysis. Trainees used the *Manual* as a basic reference and guide to materials, tasks and learning activities.   .

Emphasis was placed on group work in Unit III, actual plan formulation, and upon writing and drafting the four Chapters of their own DEP. The DEP formulation followed a four Chapter format explained more fully in Chapter IV of this Report and reflected in the training *Manuals*. The main Chapter headings were:

Chapter I: Introduction

Chapter II: District Socio-Economic and Educational Profile

Chapter III: Stating Policy Objectives, Strategies, Indicators,

Targets and Resource Needs
Chapter IV: Implementation Schedule

The full description of the format above is in the following chapter (Chapter IV) of this report, which describes what kinds of things should be written in each DEP Chapter. At the heart of each DEP, however, are the tables (#3 and #4) which display all the key information and data to support each policy objective, strategy and activities to carry out the strategies and implement them. These tables can be easily read by technicians and lay people, as well, to understand very quickly what the DEP sets forth as priorities. The also show what will be done to address needs; how the strategic improvements will be implemented by what kinds of activities; and what those improvements will cost. The DEP chapters, where appropriate, were split into sections dealing with the needs and strategies for primary and secondary education and district-wide.

The trainers had two opportunities during the workshop to present work on their respective DEPs to the other districts in plenary sessions. These presentations gave DEMs and CPEAs the opportunity to experience and learn something of what criticisms they might encounter when they returned home to present their DEPs to their local stakeholders. They benefited, also, from the inter-change from other districts on the strengths and weaknesses of their Plans. The content of the DEPs produced in the workshop are discussed more fully in Chapter IV.

During the Workshop, the Project offered a three hour beginners' workshop on how to work with computers during the weekend. Although it was a voluntary and very basic training, most of the trainees participated. Most had never used a computer before and so the training was important in stimulating their interest in using computers at the district level for a variety of tasks.

The workshop evaluation results reported and discussed on the final day of the workshop rated group work very high and gave somewhat lower ratings on plenary presentations. The "learn by doing" methodology was rated very successful in having participants acquire needed knowledge, skills and competencies and facilitated their being able, within time constraints, to draft a substantive DEP. Low marks were given for the quality and accuracy of EMIS data provided, indicating that they needed better information upon which to base their Plans. They expressed strong feelings that the workshop had given them a much greater appreciation for data in planning and management.

Although the venue of MIM was criticized by some participants for its isolation, the facilities and services provided received good marks. Some indicated that the isolation was an advantage in that they had fewer distractions. They expressed strong appreciation for the technical advisors/trainers, MIM facilities and

secretarial support provided by the JICA project in being able to accomplish a major set of planning tasks in a very short timeframe.

The workshop concluded with a look at the next phases of the Project, non-pilot district DEP/micro-planning training and development and implementation of demonstration projects (covered in Chapter V of this Report). Participants in the workshop had been asked during the final day to suggest demonstration projects for their districts related to their DEPs. Their ideas ranged from building classrooms, improving facilities for district offices, and other infra-structural projects, which had obvious time and financial constraints, to the need to improve local and national EMIS database in terms of accuracy and utility and improve the knowledge, skills and competencies of local persons to use data for decision making. Finally, certificates of participation were given to each trainer.

During the week of June 17, each district office organized a one-day follow-up meeting for the stakeholders who participated in the stakeholder consultation meeting in May/June to present their drafted DEP. The persons involved in the formulation of the draft DEP received comments and suggestions for changes from stakeholders and revised their drafts, as necessary the day following the meeting with stakeholders. This activity and its outcomes are explained more fully in Chapter IV.

The Micro-Planning Training Program was successfully accomplished with the completion of the DEPs and the implementation of the demonstration projects (See Chapter V) in these districts. The DEPs were submitted to the respective local district assemblies in July and August.

(2)   Non-Pilot District Micro-Planning Training

Following the successful completion of micro-planning training in the pilot districts, the Project was now in a position to design a slightly modified version for training in the remaining 27 non-pilot districts of Malawi. Because the number of non-pilot districts to be trained was so large, it would be impossible to train all the key personnel at once, as it was done for the Pilot Districts. Therefore, it was decided that the training for the remaining 27 districts would be best carried out in two batches: one batch of 11 from the Southern Region and a second batch of 16 districts from the Central and Northern Regions. The first batch was trained in a ten-day workshop between November 30 and December 11, 2001. The second batch of 16 will be trained between January 28 and February 8, 2002.

The first batch of eleven districts included: Balaka; Machinga; Zomba Urban; Zomba Rural, Blantyre City; Blantyre Rural; Mwanza; Chikwawa; Chiradzulu; Mulanje; and Phalombe.

The second batch of 16 districts included: Chitipa; Karonga; Rumphi; Mzimba North; Mzimba South; Mzuzu City; Likoma; Kasungu; Nkhota Kota; Ntchisi; Dowa; Salima; Lilongwe City; Lilongwe Rural East; Lilongwe Rural West; and Ntcheu.

It was further decided that the Workshops would be conducted again at MIM in Lilongwe because of the availability of adequate training facilities.

The resources for the project were now having to be stretched to cover a much larger number of districts. Therefore, the number of district level persons participating in the training from each district was reduced from six to three persons, namely: DEMs (formerly called DEOs) and CPEA for two weeks and the Director of Planning and Development from the DA for the second week of training only. As with the training for the pilot districts, the training for non-pilot districts was carried out by the Core and National Trainers and the Project Team.

It was evident to the Project Team that the training program and process formulae used to produce DEPs in the six pilot districts would work equally well for non-pilot districts. The objectives and the teaching and learning techniques were the same, especially those which emphasized a "learn by doing" approach to instruction.

The major activities in the non-pilot Micro-Planning training and DEP development were:

1)   Kick-Off Workshop

As was the case with the pilot district micro-planning phase of the Project, this new initiative with regard to non-pilot districts began with a Kick-Off Workshop on Micro-Planning in the Non-Pilot Districts held on September 17, 2001 at MIM, Lilongwe. Participants in this Workshop were the DEM or district education officials from all 27 non-pilot districts, as well as the Project's Core and National Trainers. The meeting was opened by the Director of Planning Division of MoEST, and was led by Core Trainers. The purpose was to inform participants about the Project, its accomplishments with pilot districts in developing DEPs, and, through group work, have them respond to a set of questions, namely:

    a)   Why have a District Education Plan?

    b)   What planning activities take place within the district?

    c)   What are the major constraints to district level planning and how could they be addressed?

    d)   What are the main training needs in the area of district level planning?

The groups reported back in a plenary session. They, then, were instructed as to responsibilities to circulate, collect and summarize a questionnaire for their district stakeholders sent to them before the kick-off meeting. As is noted later in this section, responses to the questionnaire were used as an important resource in the Micro-Planning training workshops for non-pilot districts and as a means of gaining grassroots opinion as to the needs of the district, and its accomplishments, and to obtain suggestions for addressing the identified needs (see 5.1.3. for more details).

2)   Data Collection and Support

Although, much time was devoted to the collection and analysis of massive sets of data for the pilot district training program, much of these data were not used successfully in the development of the DEPs. To save time and to ensure that the data available for the non-pilot district training were appropriate, it was agreed that there should be a more selective and a smaller database of EMIS and other data to support the production of the DEPs for the non-pilot districts. The zone level data were collected directly from the districts by the DEMs, using data checklists for primary and secondary education prepared by the Project Team. The data were focused on district level 2000 school census data and were used to generate the key performance indicators for the workshop for both batches of districts which participated in the November/December and January/February workshops. Ratios, rates and averages for the indicators were derived for raw data related to:

Access: Number of schools; number of pupils (primary) and students (secondary) by gender; number of classrooms; numbers of teachers by qualification and gender.

Equity: Number of dropouts by gender; number of repeaters by gender and number of teachers by gender derived above under access.

Quality: Examination performance at PSLCE, JCE and MSCE; number of qualified teachers; number of textbooks (Math, English and Chichewa); and, number of desks.

The MoEST brought a relevant list on unit costs for major expenditure items to complete the budgeting exercise required for the DEPs.

As a further aid to relating DEPs to the PIF, a worksheet was developed for the second batch training which summarized the PIF goals and objectives, leaving space next to each for each district to record its current status with

respect to each objective, making it possible to easily calculate district gaps between their status and the PIF. The worksheet seemed to assist teams in doing their analyses more quickly and with more precision than had been true in the pilot district workshop.

A socio-economic data profile sheet by district was developed by the Project Team from information provided by NSO. The information was compressed into a brief, one page profile that was easily read and understood. The purpose was to provide the district education officials with necessary community environmental background as part of the DEP.

In order to facilitate an understanding of the DEP format and content, a template and a copy of one of the pilot district DEPs was provided to trainees in advance. However, the trainees were cautioned that the each DEP must be reflective of the local educational conditions and that Plan should be credible to local supporters of the DEP. Because of the larger number of districts involved, the district planning groups were well supported with secretarial assistance. They had access to several computers to do the necessary word processing. Templates for the required Tables were also provided to simplify work and to make final DEP production more efficient.

3)   Stakeholder Survey

There were insufficient resources to conduct stakeholder meetings before and after the Micro-Planning workshops, as was done with the Pilot Districts. However, as an alternative, the DEMs of the non-pilot districts were asked to conduct a very important survey prior to each of the non-pilot Micro-Planning workshops of district level stakeholders. Stakeholders were to provide their opinions with regard to what they considered to be the most significant educational achievements in their districts since 1994; who has contributed to the improvement of education in their respective districts; what they considered to be the key problems facing education in their respective districts; and how they think these problems could be best addressed?

In addition to providing valuable qualitative data on such issues relating to PIF strategic objectives of access, quality, equity, and management, the questionnaire provided a useful and inexpensive mechanism for stakeholder consultation. Time was provided at the Micro-Planning Training Workshop for the trainees to tabulate and summarize the results of the questionnaire by PIF strategic objectives.

Through this stakeholder survey summarization process, participants were

sensitized to what their local constituents thought were the major issues and problems to be addressed in their DEPs. They used this information and understanding as the starting point for identifying their own DEP strategic objectives and for developing strategies and implementing activities to overcome deficiencies and for setting priorities. The workshop stressed, as well, the need for the DEMs and the district planning teams to take their draft plans and vet them with their stakeholders after their workshops. This is a part of the local team marketing and consensus building process to have the Plans considered by their District Assemblies. If the District Assemblies and local stakeholders approve these DEPs, then they are more likely to support their implementation.

4)   Micro-Planning Training and DEP Production Workshop

As noted above, because the training experience of the pilot districts was deemed to be successful, the workshop training program for the non-pilot districts was very similar to the program conducted in the June training workshop. Similarly, the three Units in the Micro-Planning manual were used again, but with small revisions based upon previous experience with their use in the pilot district training. The expectation was that in ten days of concentrated work in a slightly more compressed timeframe with a streamlined database each district planning group would produce a finished draft of their DEP before returning home to vet it with local stakeholders and District Assembly officials.

While the three training Units were only slightly edited for this training of both batches, the schedule and activities of the program were modified, placing more emphasis on group work for the formulation of the Plan (Unit III), writing of the four Chapters. The schedule of activities and tasks was sped up slightly, as well, in order to get group work on Unit III started earlier in the ten day period (see Training Schedule in Appendix-II). By the afternoon of the first day, the district planning groups were at work on writing Chapter I. In the second day they were already working on Chapter II, writing a district socio-economic profile. Writing of Chapter II was completed by the end of the 4th day. Writing of Chapter III started on the 5th day and ended on the 9th day. The 10th day was spent on editing the draft DEPs prepared during the workshop.

5)   Evaluation

On the afternoon of the last day, a plenary was held to discuss follow-up activities with the DEPs in the districts and what the trainee follow-up responsibilities would be. An evaluation was conducted for the Workshop

and the results reported and discussed. The evaluation was extremely favorable with respect to the instructional processes used, i.e. "hands on," "learn by doing," group work, but ratings were less enthusiastic about plenary presentations. They found that their knowledge level regarding things like the PIF and budgeting and about how to go about planning and writing a DEP grew greatly during the workshop. They believed that they were well-prepared to defend and promote their DEPs to their stakeholders. The issue of the isolation of MIM was not as critically assessed as had been true with the pilot district participants, as trainees found that they gained from the associations with trainees from other districts through informal gatherings. The facilities were highly rated.

The evaluation discussion was followed by the award of certificates and a closing ceremony.

CHAPTER IV   FORMULATION OF DISTRICT EDUCATION PLANS

4.1   Approaches to DEP Formulation

As explained in the previous chapters, the District Education Plans (DEPs) were the main outcome of the micro-planning training program.

4.1.1   Relevance to PIF

The formulation of the DEPs was supportive of the goals of *the PIF* in a number of respects. First, the DEPs address the key educational issues identified for attention by the PIF.   Thus, the problems identified by the district teams as well as the policies and strategies for addressing them follow the seven PIF thematic areas of access, equity, quality, relevance, management, planning and finance.

Second, in preparing the DEPs, district level staff were required to use the PIF targets as the bench marks towards which they would strive with regard to the strategies identified to address the key educational problems applicable to their respective districts. This meant that the DEPs would not specify targets that were not recommended as the appropriate norms by the PIF. For example, it may have seemed realistic for some districts to target standards below the PIF goals as with regard to recruiting teachers possessing a JCE certificate. Since those with higher qualifications were in short supply in their districts, facilitators of the training programme explained that this would not be acceptable as the PIF advocates for a secondary school certificate as the minimum qualification for potential teacher recruits.

Third, in analyzing and prioritizing the key education problems, district level staff was provided with a working document that summarized the PIF objectives, performance indicators, PIF national goals and the period by which they needed to be achieved. They were then to indicate their respective district's current status on the indicators and goals where they had supporting data and where the goals were applicable at the district level. The calculation of the gap (the difference between the PIF goals and the district status) was to be expressed in terms of data where available and in verbal terms where applicable. This analysis formed the basis for setting district priorities and was the basis for the remainder of the DEP. Annex-III shows the work sheet used for this PIF related analysis for the primary and secondary education sub-sectors.

To ensure that the PIF norms were respected during the formulation of the DEPs, in addition to the work sheet, district level officers were also provided with the PIF document, which they used during the analysis of their respective district

situations. In addition, the project prepared an abridged version of the PIF, which was distributed to all district level officers involved in the preparation of the DEPs.

4.1.2 DEPs in the Context of Decentralization

The decentralization policy motivated the micro-planning training program including the preparation of the DEPs. The most important goal of decentralization is not only devolution of the decision making process on finance and administration but also to bring about increased efficiency and effectiveness of the education sector as a whole. Thus, successful implementation of decentralization calls for effective micro-planning practices that lead to smooth and efficient implementation of educational activities at the local level.

With the introduction of the decentralization policy, some authority and responsibilities held by MoEST and the education divisions are being delegated to the districts. It is now District Assemblies (DAs) that will coordinate the preparation of the DEPs and prepare the budgets directly with the Ministry of Finance (MoF). There is an urgent need for both human and physical capacity building to enhance district-level educational planning. It is in this context that this Project focused on human capacity building at the district level and in the development of DEPs.

Among other aims, the micro-planning training program that supported the development of the DEPs was meant to back the current GoM decentralization policy and reinforce the implementation of *the PIF*. Under the Decentralization Act of 1998, each district is required to prepare its own District Development Plan (DDP). Within the district, each sector, including education, is expected to develop its own sectoral plan. The resultant DEP has, however, to fit within the overall GoM education goals and targets for education development as spelt out by the *PIF*, the GoM's blue print for educational development in the country and the *Poverty Reduction Strategy Paper (PRSP)*. The DEP should also fit within the framework of the respective DDP.

The DEPs support the GoM decentralization policy in other ways. First, they make possible a focus on the real concerns of the local people. Second, they highlight the needs of the district to the central Government. Third, they give some guidance to the DA on ways to improve education provision in their respective districts. Fourth, they provide a justification for support by the central and local governments, local communities, international development partners, NGOs, religious groups and other education partners. Finally, they offer a

mechanism for equitable distribution of education resources. In short, the DEPs give districts increased control over their own development agenda.

Objectives of DEPs: In the context of decentralization, the objectives of the DEPs are fourfold. In the first place, they are aimed at providing a medium-term 3-year strategy for the district education program and 1-year action plan. Second, DEPs will improve coordination of the various educational interventions in the district. Third, the plans will present a mechanism for monitoring and evaluating district education progress. Fourth, the DEPs will promote popular participation of the various stakeholder groups in the district's education at development.

4.2   District Education Plans (DEPs)

4.2.1   Pilot Districts

The six pilot districts first developed DEPs. The main training workshop to develop the DEPs was held from June 4 to 15, 2001 at the Malawi Institute of Management (MIM). The various workshops and training activities are detailed in the previous chapter. Each of the six pilot districts was able to complete a draft DEP during this workshop. A sample of the DEPs prepared through the workshop is in Appendix-IV.

(1)   The Role of stakeholders consultation in DEP formulation

In addition to training on the subject of educational planning in general and micro planning in particular, the process of developing the DEPs was supported by a well organized system of consultations with education stakeholder groups at both the local and national levels.

(2)   Consultation with stakeholder groups in the six pilot districts

The actual process of preparing the DEPs started with consultations involving education stakeholders in each of the districts. These consultation meetings were held in May and June at the respective district headquarters. At least 30 representatives of the various education stakeholder groups were invited to these meetings. These included: district and zonal education officials; primary and secondary school teachers; non-state educational providers, namely religious organizations, NGOs and private entrepreneurs; members of school committees and PTAs; district level administrators including the district commissioners; directors of planning and development; directors of finance; district social welfare officers; representatives of the business community; religious organizations; and politicians namely, local members of parliament and local councilors.

Prior to the meetings, a questionnaire was sent out to those invited to the consultative meetings. The invitees were requested to bring their completed questionnaires to the consultation meetings. During these meetings, in addition to the completed questionnaires, a discussion guide was used to gather the views of stakeholder representatives on important areas of education in the district. Both the questionnaires and the discussion guide solicited stakeholder views on what they consider to be the major: educational achievements in their respective districts since 1994; educational problems (for both primary and secondary education) and ways of addressing them; and organizations/individuals who have contributed to educational development in their respective districts.

The results of these stakeholder deliberations were then summarized prior to the Micro-Planning Training Workshop, where they were to be used during the development of the DEPs. The district summaries were organized around the themes of access, equity, quality, relevance, management, planning and finance in keeping with the PIF thematic areas.

(3) Feedback consultations at the district level

A second consultative stage involved returning to the districts to share the draft DEPs prepared during the Micro-Planning Training Workshop with the stakeholders, who had been consulted prior to the workshop regarding their views on educational achievements and problems in their respective districts. These consultations were held on June 19. The same participants in the pre-micro-planning workshop consultations were invited to these meetings. During these meetings, DEOs and/or CPEAs provided an overview of the draft DEPs before the sessions broke into group discussions. The DEPs were then revised to take account of the feedback from these meetings.

(4) Consultations during a MoEST/JICA plenary workshop

Following the feedback from the stakeholders, the DEPs were presented to a MoEST/JICA plenary workshop comprised of district educational representatives and senior administrators from the MoEST headquarters and JICA representatives. This meeting was held on June 28, 2001 and provided the opportunity to share the key recommendations of each DEP and to gauge the extent to which these recommendations were feasible and reflective of the national educational targets as set out by PIF. In August 2001, finalized DEPs were presented to the Secretary for Education, who has shared them with other senior MoEST officials.

(5) Meeting with district assemblies

A final stakeholder consultative stage involved returning to the districts to share the draft DEPs prepared during the Micro-Planning Training Workshop with the

District Executive Committees (DECs) and the district education committees. These consultations, which took place in the month of August 2001, provided the opportunity for the DECs and technical education groups to receive input into final versions of the DEPs but more importantly to approve them as representing the official position regarding the education sector of their respective districts. This was a particularly important step, as the districts would have to be responsible for all the stages of DEP implementation including sourcing for some of the resources needed to make this possible. It was only after this stage that the DEPs would be published and disseminated widely to interested and relevant education partners.

4.2.2 Components of DEPs

Major elements and components of the District Education Plans (DEPs). The six DEPs are organized into four main chapters, namely:

Chapter I. An introduction/background chapter;

Chapter II. A district socio-economic and education profile chapter;

Chapter III. A policy objectives, strategies, indicators, targets and resources needs chapter; and

Chapter IV. An implementation schedule chapter.

Box 4-1 shows the various sub-sections of the DEPs.

Box 4-1 Contents of the District Education Plan (DEP)

Contents of the District Education Plan (DEP)
Chapter I. Introduction
1-1 Rationale for the DEP
1-2 Role of Education in District Development
Chapter II. District Socio-Economic and Education Profile
2-1 Socio-Economic Conditions
2-2 Education Provision
2-3 Major Educational Achievements
2-4 Education Problem and Priorities
2-5 Educational Resources and Finance
Chapter III. Stating Policy Objectives, Strategies, Indicators, Targets, and Resources Needs
3-1 Policy Objectives
3-2 Strategies
3-3 Indicators
3-4 Targets
3-5 Resources, Costing and Budgeting
Chapter IV. Implementation Schedule
4-1 Implementation Schedule
4-2 Administrative Structures
4-3 Monitoring and Evaluation

(1)   Chapter I: Introduction

The background Chapter I comprises two brief sections: (a) rationale for the DEP; and (b) role of education in the development of the district. The rationale section (a) explains the reasons for having a DEP including its objectives. These objectives are put in the context of major Government policies on education as elaborated in official policy documents such as The *PIF* and *The Medium Term Expenditure Framework (MTEF)*. The section on "the role of education in the development of the district" (b) gives a brief and more general overview of the role of education in the development of the district as well as of the general district development challenges that education could address. These challenges are different from district to district although many of them are similar. For example, some of the rural districts highlighted the role of education in agricultural development while some urban districts emphasized the possible contribution of education to the development of the informal sector. On the other hand, the lake region districts may have expressed value in education's role in the development of the tourism industry. All district DEPs stressed the role of education in promoting improvements in health and nutrition and in empowering women to participate in the economic development activities. In virtually all of them there was also reference to the role of education in enhancing capacity for political participation.

(2)   Chapter II: District Socio-Economic and Educational Profile

Chapter II is organized into five sections, namely: (a) socio-economic conditions; (b) education provision; (c) major educational achievements; (d) key educational problems and prioritization; and (e) educational resources and finance. The socio-economic conditions section (a) includes a brief description of the district's geographical location, demographic, economic, and cultural and other relevant social issues. The aim of this section is to highlight the factors that impact upon education provision in the district. In preparing this section, district level officers used the district social economic and education profiles prepared through the Micro-Planning project and those prepared by the Decentralization Secretariat. Section (b) describes the structure of the district education system covering the primary and secondary education sub-sectors. The section provides data on numbers of schools/institutions by zone and type/sponsor, etc; enrolments by gender, zone, etc; teachers by gender and qualifications; teaching resources or materials; the district education management system; and related data. In some cases, there is a description of how the district education system relates to the national system and other supporting national institutions including teacher training, national examinations and the curriculum. Indicators in the

EMIS and the district profiles were used as basic references to describe school conditions in the district.

Section (c) on major educational achievements highlights the extent to which there has been progress in the areas of access, equity, quality, relevance, management, planning and finance. The landmark year is 1994 when free primary education for all Malawians was declared. With regard to access, most districts referred to the expansion that came with the declaration of free primary education in 1994 and to the building and rehabilitation of more schools and the opening of more private schools. In the area of equity, most districts pointed to increased participation of girls in both primary and secondary education following the intensification of social awareness campaigns and the introduction of bursary schemes for girls.

In the area of quality, most DEPs stress that: schools are now staffed with more qualified teachers, Teacher Development Centers (TDCs) have been built in all zones, supply of teaching/learning materials has improved and to related developments for both primary and secondary education. Other quality related developments that are relevant for secondary education included the conversion of Distance Education Centers to Community Day Secondary Schools (CDSSs) and the provision of library books to most schools. At the secondary level, another quality-related achievement is the upgrading of secondary school teachers through training conducted at the Domasi College of Education and the Secondary School Teacher Education Program (SSTEP). With regard to relevance, the DEPs mainly mentioned the review and implementation of the new curriculum.

On management, most DEPs refer to the orientation of primary and secondary school head teachers and deputy head teachers on management skills, the training of school committees on school management and the standardization of secondary school fees. In the domain of planning, all the DEPs refer to the training of school, zonal and district staff on the collection and use of data. As a result, some DEPs point out that in their respective districts the system of collecting data at the school and zonal levels has improved as all head teachers submit returns to PEAs on a monthly basis. The DEPs also point to progress in the area of education financing. The main development here is increased involvement of local communities in supporting education through contributions of labor and building materials. At the secondary school level, another achievement is that most parents have accepted cost sharing.

Section (d) on the key educational problems facing the district begins by describing the most important educational challenges facing the district based on the seven themes listed above. This is the most important section in the Chapter

and in subsequent development of the DEPs as it is the basis and justification for the DEP strategies, indicators and targets listed in the PIF. To arrive at these challenges, the analysis of the district situation was based on data gathered from education stakeholder groups, available EMIS and NSO socio-economic data and primary data from the district education offices. The problems identified were then prioritized according to those needing the most attention and resources. The prioritization was based on calculating the gap between the district situation and the nationally set PIF targets as shown in Table 4-1 below which is extracted from UNIT III of the training manuals prepared through the project. Please also refer to the Gap Analysis Worksheet shown on Appendix-III.

Table 4-1   Format used in Analyzing district education priorities

a) Inter-District Analysis

Key Problems	Indicators	PIF Goal	National Average	Gap	
				PIF-District	Average-District
Primary Education					
1. Girls' enrolment is low	Boys' NER minus girls' NER is 25%.	0%	10%	-25%	-15%
2. There aren't sufficient classrooms	Pupil/classroom ratio is 90:1	80:1	119:1	-10	29

b) Intra-District Analysis

Key Problems	Indicators	PIF Goal	District Average	Gap	
				PIF-Zone	Average-Zone
Primary Education					
1. Girls' enrolment is low	Boys' NER minus girls' NER by zone is Zone x: 10% Zone y: 25% Zone z: 5%	0%	10%	Zone x: -10% Zone y: -25% Zone z: -5%	Zone x: 0% Zone y: -15% Zone z: 5%
2. There aren't sufficient classrooms	Pupil/Classroom ratio by zone is Zone x: 110:1 Zone y: 80:1 Zone z: 130:1	80:1	119:1	Zone x: -30 Zone y: 0 Zone z: -50	Zone x: 9 Zone y: 39 Zone z: -11

Following this gap analysis, areas needing the most attention were then identified. In the area of access, low enrollments of the relevant age cohorts were seen as the most problematic areas for both primary and secondary education. Under quality, most DEPs focus on the problems of inadequate qualified teachers, classrooms, desks and teaching/learning materials.

For equity, the most common problems identified are high repetition and drop out rates for girls at both the primary and secondary school levels, low participation of girls in secondary schools, limited educational opportunities for the disabled and uneven distribution of teachers between urban and rural areas and within specific rural zones. The main problems in the area of management are limited community participation in school management, poor administration of schools, poor discipline among learners and teachers and high teacher absenteeism, among others. With regard to planning, the main problem is that of use of limited or no use of data for making important educational decisions. In the area of school finance, the most common problem identified by most DEPs was limited community participation in resource mobilization.

In addition to the analysis of the gap between the district status and the national goals, which then leads to an identification of the areas needing the most urgent attention, some districts also did a zonal analysis. This analysis yielded information on the zones within a district, which deserved attention with regard to given education problems. Thus, some DEPs have shown that the problem of inadequate teacher qualification is more one of distribution across zones as is the case with that of female teachers and the teaching/learning materials.

The final section of this chapter – education resources and finance - (e) gives some indication of what human and physical resources could be mobilized to address the key educational problems identified after an analysis of the district education situation as well as the possible sources of these resources. Possible sources of support cited by all the DEPs include the Government, international development partners, NGOs, religious organizations, business interests, parents and local communities. The DEPs also indicate the use to which available funds are put. For example, most government resources are used for the purchase of fuel, maintenance of motor vehicles, paying for electricity, water, and telephone bills and consumables. Those provided by donors, religious organizations and NGOs are mainly used for capital developments, provision of teaching/learning materials and training.

In this sub-section, the DEPs further specify the types and numbers of the human and physical resources available in their respective districts. Human resources listed in most DEPs include the District Education Manager (DEM), the Assistant District Education Manager (ADEM), the Primary Education Advisors (PEAs) who are allocated to each zone, numbers of teachers in the entire district primary and secondary schools and that of support staff at the district and school levels. Depending on the district, the physical resources may include the motorcycles used by PEAs for advisory, supervision and inspectorate

work, typewriters and duplicating machines. Some districts vehicles and computers.

(3)   Chapter III: Stating Policy Objectives, Strategies, Indicators, Targets and Resource Needs

This chapter attempts to explain how some of the educational problems identified and prioritized may be tackled. This is done under five main topics summarized in tabular form in Table 4-1 of the DEPs under the following sub-headings: (a) policy objectives; (b) strategies; (c) specific activities; (d) indicators; (e) targets; and (f) resources, costing and budgeting. A completed sample template used for summarizing this chapter is shown on Table 4-2 below.

Table 4-2   Template for Completing Chapter 3 of DEP

Policy Objectives	Strategies (in order of priority)	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
1. Equal access to primary education for children of primary school age	1.1 Social awareness campaigns	1.1.1 Prepare materials for community awareness campaigns. 1.1.2 Give guidance to all teachers on community awareness campaigns. 1.1.3 Identify community organizations or NGOs to execute the campaigns with the Local Assembly. 1.1.4 Conduct community awareness campaigns.	- No. of campaign meetings - NER	70 meetings 65 %	- Fuel for DEO and PEAs -Campaign materials	300,000 7,000	✓	✓	
	1.2 Building more schools/class-rooms where they are needed	1.2.1 1.2.2 1.2.3	- Number of schools and classrooms built - Pupil/ classroom ratio						
	1.3 Improving, renovating and maintaining existing schools	1.3.1 1.3.2 1.3.3							
2.	2.1	2.1.1							

The policy objectives section (a) lists the key policies to be pursued in priority order (this differs across districts) with regard to the key problems identified in Chapter II Section (d). In all cases, these policy objectives closely correspond to those identified nationally through the PIF under the themes of access, equity, quality, relevance, management, planning and financing.

The strategies section (b) lists the measures needed to achieve the identified policy objectives. The specific activities (c) are the relevant actions to be taken to achieve the identified strategies in chronological order.

Under the indicators section (d) the DEPs specify the evidence to look for in determining the extent to which the stated targets are being met for each strategy and the appropriate indicators for verifying the achievement of these targets at the district level. The targets section (e) indicates benchmarks to be reached within a three-year (2002-2005) time period.

The section on resources (f), costing and budgeting, provides information on human, physical and financial resources needed to successfully implement the given strategies. This section also spells out the types of funding for those strategies that require financial inputs and those that do not. This section further identifies the human, physical and financial inputs required for each activity as well as their funding sources; national, local and others.

(4)   Chapter IV: Implementation Schedule

The chapter is organized into three parts, namely: (a) an implementation schedule section; (b) an administrative structure section; and (c) a monitoring and evaluation section. The implementation schedule section specifies the strategies identified as priorities; the relevant target groups (beneficiaries)*;* specific activities; time frame for implementing each activity; measurable indicators for gauging the extent to which set targets are being met; expected outputs of the specific activities undertaken; department and officials responsible for implementing specific activities; and required monitoring and evaluation activities.

In this chapter, the DEPs further specify the administrative structures that are responsible for the various aspects of plan implementation. Finally, the implementation plan specifies the monitoring and evaluation activities for determining the extent to which set targets are being reached as well as for identifying and addressing problems and adjusting plans and targets in a timely fashion.   The expectation is to use the results of the annual DEP evaluations to guide modifications to the DEP's targets and strategies as well as for budget allocations for the following year.

A section that lists the key areas of implementation for each DEP prefaces the Chapter. For example for Mchinji, one of the pilot districts, these are:

(a) Primary education - construction of new classroom blocks, teachers' houses, procurement of desks and teaching furniture, capacity building for all stakeholders on gender participation and HIV/AIDS intervention in schools, good school management, and high drop-out and participation rates;

(b) secondary education - construction of classroom blocks, teachers' houses, laboratories and provision of teaching/learning materials for CDSSs; upgrading of under-qualified teachers; improving participation of girls; and capacity building for various stakeholders on issues ranging from management to planning;

(c) district-wide activities, such as: HIV/AIDS, transport networks, insecurity, child labor, poverty, community mobilization and pre-school and adult literacy.

The template for completing Chapter IV is shown in Table 4-3 below.

Table 4-3 Proposed Format for the DEP Implementation Schedule

Implementation Strategies in Order of Priority	Target Group (beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		'02/ 04	'03/ 04	'04/ 05	Implementer	Manager	
1.1. Social awareness campaigns	Local community/pupils	No. of campaign meetings	10	30	30	1.1.1 Prepare materials for community awareness campaigns.	▬			PEAs	DEO	PEAs report to DEO after meetings in their respective zones.
		NER	55 %	60 %	65%	1.1.2 Give guidance to all teachers on community awareness campaigns	▬			PEAs	DEO	
						1.1.3 Identify community organizations or NGOs to execute the campaigns with the Local Assembly.	▬			PEAs NGOs/ Teachers	DEO PEAs	
						1.1.4 Conduct community awareness campaigns.	▬▬▬	▬▬▬	▬▬▬			
1.2						1.2.1 1.2.2 1.2.3 1.2.4						

4.2.3 Non-Pilot Districts

Similarities and differences between the pilot and non-pilot DEPs. In view of the fact that preparation of these plans was not part of the original agreement with JICA, the plan was initially to develop skeleton DEPs for the non-pilot districts. However, MoEST insisted that these DEPs should not be any different from those of the pilot districts as this would disadvantage the most districts. Thus a decision was taken to prepare them in the same way as those of the pilot districts. As result, they are exactly the same as the non-pilot DEPs from the point of view of content and structure.

The DEPs of the pilot and no-pilot districts are also similar with respect the areas identified for action. Thus for both the pilot and non-pilot DEPs, the major needs identified for both primary and secondary education relate to low enrolments and quality (inadequate numbers of well-trained and competent teachers and very poor and often non-existent or poorly distributed infrastructure, classrooms, desks, books, laboratories, etc.). Likewise, the low status of females in the education system is an endemic concern in most of the districts, especially reflected in very high dropout rates. Poor community relations were also highlighted in the plans, which called for activation of school committees and PTAs. Expanded teacher training activities, community awareness campaigns to reduce dropout and attack reproductive health problems (i.e. HIV/AIDS spread) and improvements to infrastructure dominate strategies to address needs and the problems identified.

The Chitipa DEP, one of the non-pilot districts, has identified the following policy objectives for primary and secondary education. For primary education the policies identified are to:

1) Improve access to primary education for all school going age (6-13 years) population;
2) Establish and maintain minimum standards for the provision of quality basic education;
3) Improve school management by involving local communities and other stakeholders;
4) Encourage the enrollment and retention of girls, children with special needs and other disadvantaged groups;
5) Improve the implementation of the new curriculum;
6) Improve the planning capacity at the district, zone and school levels; and
7) Improve the mobilization and efficient use of financial resources.

For secondary education the policy objectives are to:

a) Improve schools infrastructure to minimum operational standards for the provision of quality education to all secondary going age population including the disabled;

b) Improve access to secondary education for the secondary school going age;

c) Improve participation of girls, the disabled and other disadvantaged groups in secondary education;

d) Ensure the strengthening of secondary education administration and involvement of education stakeholders in school management;

e) Implement a curriculum that promotes an all round education;

f) Promote collaborative financing of secondary education and efficient use of available resources; and

g) Strengthen planning capacity at the district and secondary school levels.

Third, based on the experience of the pilot districts, DEPs of the non-pilot districts could be said to be more specific and better articulated due to the improved quality of analysis of the difference between the district situation and the PIF national targets (gap analysis) and because the non-pilot district DEPs were more systematically and clearly presented than was the case with the pilot districts.

4.2.4 Chapter III and IV of Non-Pilot District DEPs

Table 4-4 (3.1 in the DEP) summarizes and highlights an example of the relationship between policies, strategies, activities, indicators, targets, human and physical resource needs, costs and funding sources for the Chitipa Primary education sub-sector while Table 4-5 (4.1 in the DEP) then summarizes the implementation schedule for secondary education for the same district. In Chapter IV, the Chitipa DEP identifies the main areas of implementation for primary and secondary education. For primary education, these are: construction of new classroom blocks, teachers' houses and toilet blocks, procurement of desks, capacity building for head teachers, PEAs, PTAs, and school committees in school management, data collection, analysis and use for planning purposes and enhancement of the participation of the girl-child in education. For secondary education the key areas of implementation are: establishment of new CDSSs, construction of new classroom blocks, laboratories and toilet blocks, upgrading of under-qualified teachers, capacity building for head and deputy head teachers, heads of departments and PTAs on management and planning needs and equitable distribution of female teachers.

Table 4-4   DEP Example: Chitipa District Education Plan (DEP) - Primary Education (Period 2002-2005) (1/4)

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
[ACCESS] 1. To improve access to primary education for all school going age population (6-13 years)	1.1 Build new schools including facilities for the disabled where necessary and teachers' houses	1.1.1 Mobilize community 1.1.2 Sites identification 1.1.3 Molding bricks 1.1.4 Collect bricks, sand and quarry stones 1.1.5 Procure building materials 1.1.6 Construct new school blocks and teachers' houses	- No. of new classrooms built - Pupil/classroom ratio - Teacher/house ratio - Pupil/desk ratio reduced from 10:1 to 3:1	- 120 new classrooms built - Pupil: classroom ratio reduced - 66 teachers' houses built - 12,000 desks	- Tendering committee - Building committee - DAT members - Contractors - Desks	K39, 000,000 K49, 500,000 K48, 000,000	✓	✓	✓
	1.2 Encourage private sectors to open more private primary schools	1.2.1 Conduct campaign meetings 1.2.2 Assist on procedures on establishment of a private primary schools	- Gross enrollment rate - No. of private primary schools established - Net enrollment rate	- No. of schools built - About 2% increase in private primary schools	- 50 participants - Stationery - Fuel - Refreshment - Allowance	K51, 275	✓	✓	✓
[QUALITY] 2. To establish and maintain minimum standards for the provision of quality basic education	2.1 Improve administration inspection and supervision of primary schools	2.1.1 Train head teachers and school committees in managerial skills 2.1.2 In-service training for PEAs and head teachers on inspection and supervising skills 2.1.3 Provide teaching and learning resources 2.1.4 Maintain motor bikes and vehicles	- No. of head teachers and school committees trained - No. of PEAs trained - No. of teaching and learning materials bought - No. of motor bikes and vehicles maintained - No. of motor bikes and vehicles purchased	- 160 head teachers trained - 11 PEAs trained - 166 school committees trained - 1 vehicle maintained - 11 motor bikes maintained - 1 motor vehicle bought	- Head teachers - PEAs - DEM staff - Fuel - Allowance - Refreshment - Maintenance of 11 motor bikes - Procurement of 1 vehicle	Training K39, 200 Resource persons K47, 700 Maintenance of motor bikes K1, 320,000 Procurement of 1 vehicles K2, 800,000	✓	✓	✓
	2.2 Lobby MoEST to train more teachers	2.2.1 Lobby MoEST to train more teachers	- No. of teachers			(MoEST)	✓		

Table 4-5   Example of Implementation Schedule: Implementation Schedule of Chitipa DEP - Secondary Education (Period: 2002-2005) (1/4)

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
[QUALITY] 1.1 Lobby MoEST to train more secondary teachers	Teachers Students	No. of teachers trained Student/teacher ratio	34	34	34	1.1.1 Consult MoEST	—	—	—	DEM	EDM Division planner	Consultation meetings Reports
1.2 Improve teaching of science	Teachers Students	No. of laboratories built	5	5	5	1.2.1 Consult MoEST to construct labs in CDSS	—	—	—	DEM	EDM Division planner	Consultation meetings Reports
1.3 Improve distribution of teaching and learning materials to schools	Teachers Students	No. of textbooks distributed Student/textbook ratio	333	333	334	1.3.1 Lobby MoEST to buy and distribute teaching and learning materials to school	————————			DEM	EDM Division planner	Reports
1.4 Improve inspection and advisory services	Teachers PEAs	Frequency of regular inspection Supervision reports	15	15	15	1.4.1 Lobby MoEST to ensure regular inspection and supervision	—	—	—	DEM	EDM EMAS	Inspection Reports
1.5 Orient heads and heads of sections on new curriculum	Teachers Students	Improved teaching method Improved pass rate at JCE and MSCE	15	--	--	1.5.1 Consult schools on areas of difficulty in the curriculum 1.5.2 Identify resource persons 1.5.3 Identify venue and orient the teachers		—		DEM	EDM EMAS	Inspection Reports
1.6 Maintain and renovate classrooms	Teachers Students	No. and % of classrooms maintained	8	6	6	1.6.1 Establish maintenance committees 1.6.2 Train the members	—	—	—	Head teachers	DEM	Reports

CHAPTER V   DEMONSTRATION PROJECTS

5.1   Summary from Inception Report Until the End of Progress Report II

The Project included implementation of demonstration projects in the six pilot districts with augmentation between April and November of 2001. This was to coincide with the Project Team's second visit. The outline of demonstration project activities were:

(1) Formulation of Demonstration Projects: This occurred during the first two-week training program involving the six pilot districts. In plenary session, participants identified key areas of interest where pilot activities would complement their planning. Upon returning to their home districts, each site prepared one or more costed proposals for the demonstration projects in which they were interested and submitted them to the Project Team.

(2) Selection of Demonstration Projects: The Project Team identified two projects from among the proposals generated and assigned four districts to one (Improving School Census Capacity or EMIS) and two districts to the other (In-Service Training for School Managers or INSET).

(3) Official Agreement: In September MoEST and the Project Team agreed on the budgetary arrangement based on the demonstration plans prepared by each pilot district. This was followed by each district completing a costed and detailed implementation plan.

(4) Baseline Survey: Based on the nature of the demonstration projects, a baseline survey instrument was constructed and surveys were conducted by DEMs, PEAs and cluster heads. Separate surveys were constructed for the two different demonstration projects – INSET and EMIS. About 30% of all participating schools were surveyed. Results of the survey are reported on pages 33 through 35 of Progress Report II.

(5) Training Programs and Materials: Training was designed throughout September and October of 2001. Once materials were prepared utilizing a learning-by-doing approach, district trainers were selected and trained.

(6) Training: Three representatives from each of the six districts received computer training from October 29 to 31, 2001 in Lilongwe and conducted by a local computer training company, Afcor. EMIS demonstration project training took place from November 2 to 11, 2001 while INSET training was divided into two separate sessions held on November 7 to 9, 2001 and again on December 2 to 9, 2001. Computer training covered basics including Windows, word processing and spreadsheets. EMIS training was built around the school census questionnaire and focused on the reasons and methods for accurate data collection. The INSET program centered on issues related to what makes an effective school, how to keep accurate

records, and how to keep attendance registers. This training was conducted in the districts and conducted by core, national and district trainers for EMIS and district, zonal and cluster staff for INSET.

5.2   Post Demonstration Survey

One key lesson learned involved the baseline survey. The baseline survey was designed as a self-report form raising questions as to the accuracy of the information collected. It was recommended that a new form be designed for conducting the post demonstration survey, a suggestion that was implemented. Unfortunately, it is not possible to compare results of the baseline survey directly with those of the post demonstration survey. The new survey was constructed, however, to make comparisons between pre and post demonstration activities.

5.2.1   Survey Procedures and Instruments

It was possible to follow the same procedure with both types of demonstration projects – EMIS and INSET – although there was variation in the types of information that was being captured. Procedurally, each demonstration project yielded quantitative and qualitative results. Thus, it was necessary to design collection tools that reflected data that could be culled from documents (quantitative) as well as data that needed to be gathered through focus group interviews and observations (qualitative). In preparation for the survey, a manual was prepared for training surveyors in the procedure for implementation. (see Appendix-V for guide contents).

In both demonstration projects five primary and two secondary schools were sampled. The data collection instruments were divided into two parts. The first part contained quantifiable information based on questions asked by a surveyor. In the case of INSET a form was used to compare the number of attendance registers used in 2001 with 2002. This information was acquired by asking teachers directly.   In the case of EMIS the school data compared the accuracy of school data in 2000 and in 2001 to determine accuracy levels in each year. The surveyor then summarized observations and conclusions concerning each school in the second part of the data collection instrument.   This information was then summarized on District Summary Forms. Forms are shown in the appendix.

The focus group interviews for the two demonstration projects were similar to each other. In the case of the EMIS, two target groups were interviewed separately – staff of the district education office (7 participants) and teachers/head teachers (10 participants). In the case of the INSET survey, these same two groups were selected with community representatives comprising a third group (7 participants). Forms used for the focus group interviews are

shown in the appendix. The guide for surveyors contains an explanation for how to conduct a focus group interview and its purpose.

The survey teams were chosen from the pool of core and national trainers. A total of 12 were chosen, two assigned to each district. There were fours steps in the procedure:

(1) Conduct focus group interviews in each of the six districts.
(2) Complete a quantitative data sheet of the demonstration project.
(3) For EMIS conduct school visits to verify and compare school census data.
(4) For INSET conduct school visits to assess the impact of training on record keeping.

After the completion of the data collection, all instruments were organized by district and brought to Tokyo where the Project Team organized and evaluated results which appear in the following paragraphs.

5.2.2   Results and Interpretation of Post Demonstration Project Data

The following pages contain data summarized from the field reports provided by the surveyors. The first set of three pages contains INSET demonstration project data while the next four pages summarize information for the EMIS program. The narrative information has been shortened from the actual responses found on the data collection instruments. A summary of these results may be found on the pages located immediately after the summary reports (Tables 5-1 and 5-2, p93-p102).

(1)   Results and Conclusions Concerning Data Collection and Reporting

It is important to understand the strengths and weaknesses of the baseline and post demonstration survey implementation first in order to put results in the proper perspective. Given that the size of participating units was small across the six districts, it was possible to visit and observe, manage and supervise, and train an adequate number of surveyors to collect a significant amount of data from different groups of stakeholders at the school, zone/cluster, and district levels. This was a major strength as was the positive attitude of surveyors and participants alike.

With any programs, limited resources such as funding, time, and untrained personnel, cause problems to arise. Six concerns are of particular importance affecting the veracity of the conclusions that might be drawn. These are outlined as follows:

(1) Variation in surveyor abilities has created many of the problems shown below. A total of 12 were trained in the focus group interview and other data collection techniques as presented in the guide that was distributed as part of training. The focus interview requires significant training; otherwise, various errors crop up. Given the limited nature of the training provided by

the Project Team, it was expected that variations would creep into the findings.

(2) It may be noted by reviewing the data summary tables above that some data are not available for two districts since forms were not submitted. Also, because attendance registers were not distributed to many schools in Thyolo, limited data were available for which conclusions could be reported. Finally, in Dedza many spaces were left blank in the section requiring inspection data for registers. Thus, some conclusions could not be drawn or in some case conclusions were based on limited data. Overall, these missing pieces of information detract from the conclusions that can be drawn.

(3) Ideally, the design of the baseline and post demonstration surveys should be the same. This makes it easier to compare results of both surveys. After completing the baseline survey, it was decided that a new survey needed to be constructed for the post demonstration. If similar surveys could have been used, respondents would have provided information as they knew it at the time. To compensate for lack of information, the post demonstration survey asked respondents to recreate what procedures were followed before the demonstration project and then again after the demonstration project. The tendency of the respondents in this approach is to make the pre demonstration activities and post demonstration responses more polarized than possibly occurred in reality. There is a tendency to want to show greater gains than were actually achieved. The extent to which this occurred cannot be measured.

(4) This previous point brings into question the issue of using self-report data. The focus interview is structured to limit the errors that result in self report data. If the interviewers are not experienced they may accept respondents' views more readily without questioning them in detail. This leads to results that exaggerate findings. Interviewees may want to support the project by demonstrating greater gains than those actually achieved.

(5) Several techniques can be employed in qualitative analysis. The focus interview is one. A second involves conducting observations. This technique was used in a limited way when surveyors reviewed individual attendance registers. This technique could have been used more to substantiate the comments made during the focus interview. This takes time, and therefore, funding which was not available. Thus, it is necessary to rely more heavily on results of the focus group interview without being able to triangulate results with another form of data collection in many cases.

(6) Probably, the most important shortcoming has to do with the timeframe. The demonstration projects have the ultimate goal of sustaining targeted attitudes and behavior changes. In the case of INSET, better use of data, especially data collected from registers was the intended outcome. The EMIS project was to develop better utilization of data collection, recording, and reporting techniques. For change to be measured, time is needed. In the case of the two demonstration projects, very limited time

was provided to practice new behaviors. Demonstration projects lasted no longer than several weeks. This problem was compounded by having conducted the post demonstration survey very soon after the demonstration projects were terminated. It is possible that resulting behavior changes assessed in the survey may be only temporary and after a time, participants may revert to previous behaviors. To measure the sustainability of behavior change it would have been necessary to wait at least six months after demonstrations began. To increase the possibility for behavior to change in the first place the demonstrations should have lasted over a longer period. Thus, demonstration projects should have lasted for a longer period of time and then the post demonstration survey should have been conducted six months later so that a measure of sustainability could have been derived.

Even with such limitations addressed, the data yields considerable information about the demonstration projects. Each demonstration project is discussed separately below.

(2)   Results and Conclusions Concerning INSET Demonstration Project

The purpose of the INSET demonstration project was to train school managers in management of school records and then improve collaboration with the community. The project targeted primary and secondary school heads and community representatives. To achieve this, training materials were prepared; computer training for staff at the DEM office was conducted; facilitators trained; and head teachers and community representatives trained. As outcomes, an increased number of permanent registers were to be used by teachers resulting in timely and accurate data; communities were to be involved more in using data to learn about their children and to cooperate with teachers in improving learning environment; and accurate information was to help school managers in planning and decision making.

With respect to registers, data for Nkhata Bay suggests little change in the number in use while in Dedza there was a significant increase in the number in use. Since the survey was conducted soon after distribution, it was not possible to assess through observation how teachers were using the new registers. It was necessary to rely on the focus interview to find out what stakeholders were saying about registers. Three different focus group sessions were held – with representatives of the district office, head teachers, and community members. Their impressions of training and use of data and registers is as follows. No comments were made directly about use of attendance registers. Instead both districts report increased use of different data collection tools at the school level such as log books, registers and visitor books. The three groups of stakeholders validate each other's responses in a number of ways. They state that accuracy of records has been increased and that records can be used to improve the relationships between the school and community. Stakeholders state that relationships, once adversarial, are now cordial. Accurate record keeping is

given as the reason. Good records are used to improve communication between school committees, head teachers and teachers.

Some of the new behaviors that were mentioned include the following. School heads are more organized; head teachers are requiring teachers to keep accurate records updated daily, weekly and monthly depending on the type; head teachers plan to check records regularly and require deputies and section heads to do the same; decision making has been simplified and based on the data resulting from record keeping; attitudes of all stakeholders have been positively changed; records are helping with distribution of resources; school committees are making positive suggestions to improve schools; roles and responsibilities have been clarified and communities now see the schools as belonging to them.

Such comments are highly encouraging and most significant is the change in the relationship between the school and community. Once communities become involved in the roles prescribed here, they contribute significantly to educational quality improvement. This is supported by research in other countries. Also, by involving communities, teachers are more likely to sustain behaviors because community members now know what questions to ask, holding teachers more accountable. To verify that comments are actually being implemented, a follow-up by district personnel and PEAs/cluster heads need to be made and behaviors observed. Such visits will not only verify sustained behaviors but also reinforce project activities. Also, these results are directly attributed to training.

Dedza did not submit the form that quantifies data concerning funding and other numbers; therefore, it is not possible to generalize about these data. The Nkhata Bay report suggests that a significant portion of the allocated budget was not utilized but no explanation was given. In contrast, the district focus interview results state that the targeted budget was spent as planned. There is no explanation for this difference, but it does show that self report and separate data collection often yield contradictory results. All three training programs were conducted on schedule. Two PEAs did not attend the facilitator training while all 168 heads and deputies and all 168 community members did attend training. This is encouraging.

District personnel reported that training was effective. Trainers were well trained, materials were relevant, and the group teaching methodology helped achieve understanding. The main criticism that keeps appearing is that insufficient time was provided. This often happens because planners underestimate the amount of time to implement a learning-by-doing type training program.

Computers appear to be in use in both districts. Three staff from each district have been trained for multi-tasks and the computer is being used for accounting, record keeping, and word processing. The concern here will be when the computers and peripherals need servicing. Will the district office have a budget

for repair and replacement? There is no doubt that as personnel become more adept at computer applications there will be demand for more time on the computer. Given that there are multiple users at each site, this will likely happen soon.

The major concern here is sustainability. The groundwork has been established as part of the demonstration project, and all have stated in the focus group survey what reflects the intended outcomes both in attitude and behavior. Community involvement gains its own momentum which should help sustain the effort. It is the responsibility of the district, and PEA/cluster heads to monitor continued record keeping and community involvement. The project is not in a position to verify sustainability of attitude and behavior change outcomes.

(3)   Results and Conclusions Concerning EMIS Demonstration Project

The purpose of the EMIS demonstration project was to build capacity related to data collection, interpretation, use and management; establish a school registration system; and strengthen data collection and management capabilities for the 2001 school census. Targeted stakeholders included DEM staff members, and primary and secondary head teachers and their deputies. To achieve this, training materials were prepared; computer training was conducted; facilitators were trained; head teachers were trained; 2001 census forms were completed; zone/cluster level forms were designed and then completed; and a District Statistic Bulletin was to be prepared by the district office.

One measure of overall success was to construct a measure of accuracy and compare accuracy levels before and after the demonstration project. This was done by asking participants completing a school level questionnaire and responding to certain questions related to accuracy. Then, accuracy was presented as a percentage. When subtracting percentage of accuracy between 2001 and 2002 one could estimate the change.   Results of this exercise were mixed.   Across the four districts, three districts indicated increases in accuracy while the fourth actually reported a decrease in accuracy (+31%, +14%, +9%, and –2%). This was unexpected since the prediction would have been a significant increase of accuracy closer to the 31% indicator. No explanation can be given as to such disparity. It is possible that the measure was misunderstood by respondents; the technique was not valid; or, that in fact these measures do reflect the reality of the situation. Responses in the focus groups do not support these numbers. They suggest what was predicted – a significant increase in accuracy. By comparing quantified information with results of the focus group one can see a contradiction in results.

In fact, support of the approach used in the EMIS demonstration project was highly positive. The technique required that school heads bring data to training

sessions. Heads, PEAs and cluster heads were then to complete the census reports; use a school level summary sheet to organize data; work with PEAs/cluster heads to aggregate data to that level on zone/cluster summary sheets; and then pass to DEMs. District personnel were to aggregate data for the district at a later date creating a district level bulletin that summarized census data. In some cases, copies of summaries that were passed to higher levels were kept at the level they were prepared so that they could be used for various purposes. Of the three districts reporting on zone/cluster summary reports, only Mchinji did not complete the activity. It submitted two of the 10 required citing insufficient time to complete the task. Mangochi and Nsanje completed 20 and five respectively or 100% summary reports targeted for completion.

The two focus groups – district personnel and head teachers – were unanimous in identifying this group data collection and reporting approach as highly effective. They reported that head teachers were involved in data treatment, not just passing information to the next level; DEMs could use information to challenge district assemblies to help education; attitudes toward data collection were more positive since participants understood the reason for collecting data. Stakeholders reported that schools and zone/cluster staff could use results to identify educational needs, allocate resources, prepare budget estimates, post teachers, keep registers up to date, coordinate activities in schools, and overall decision making. These comments suggest that the EMIS demonstration project had a high positive impact on attitude and behavior.

Concerning how the demonstration project plan was prepared, each district reported some differences in their perception. Some thought the demonstration project was designed by the Project Team/MoEST while others thought that district personnel designed the demonstration project and then modified by the Project Team/MoEST. They all agreed that PEAs/cluster heads were trained as facilitators who then conducted training of school heads and PEAs/cluster heads on how to complete school census and summary forms.

Each district had different comments in describing how budgets were used. The comments ranged from stating that spending occurred as planned to spending did not occur as planned. Specific comments suggested that it was necessary to use budgets in unanticipated ways. This included hiring an outside person to prepare the district bulletin; paying additional allowances so that private secondary school heads could participate; problems in renovating a computer room; and having more schools participate than planned. Problems were solved by shifting funds across line items and raising additional funds from outside sources. In one instance, confusion in communication between the Project Team and a district resulted in renovation going forward that was not approved. This was eventually resolved but pointed to the need for establishing a

clear approval system for unanticipated expenses. Mchinji reported underutilizing its budget for training, but no explanation was provided.

Head teachers reported positive impact in use of attendance records. They noted that accurate and complete use of the registers results in multiple applications of data. Results can be used to explain poor student performance; provide information on dropouts, aggregate differences between girls and boys across a number of criteria; identify specific problems; improve planning; assist in counseling; conference with parents; identify data patterns; and reduce transfer registration problems. Heads stress the need to use them on a daily basis. One interesting outcome is that teachers use of registers to call out student names to check attendance has reduced the attendance rate. Overall, registers have helped improve links between school staff, parents and students. Head teachers were concerned they will not have a sufficient number of permanent registers for the future and have requested more while secondary schools would like them designed for their purpose. Of the three reporting use of attendance records, Mchinji reported underutilizing the number of attendance records provided by the project. The other two districts reported 100% utilization.

Pertaining to training, the group approach with task orientation proved highly effective. It fostered considerable discussion among participants and they learned from each other. Facilitators proved effective in their role and provided assistance to groups. The methodology reinforced why data is important and how to collect and record data. Summary forms were new and proved to be helpful in aggregating census data at different levels. Several problems were identified. Participants wanted three sets of each form with carbon paper so they could retain a set for their own use in addition to passing copies to zone/cluster and district. Summary forms required heads to perform calculations and more time was needed to do this. Some heads found calculations difficult and needed time to practice. Some trainees traveled long distances creating somewhat of a hardship especially when local accommodations were not paid. In the three sites where the last survey instrument was completed most training was reported to have occurred on schedule. In almost all cases the targeted number was trained while in one case two more were trained than planned.

Districts reported the following about using the computers donated by the project. In three districts, computers were reported to be in regular use while in the fourth district lack of electricity prevented use. The three sites reported multiple applications of the computer including word processing, data storage and retrieval, and accounting. Several people including PEAs have access to the computer and it was reported their jobs were made easier as a result of having access to the computer. The quality and accuracy of output was reported to have increased by using the computer.   No specific problems were reported at these three locations. One would infer that the computer training program helped

district personnel in providing the skills necessary to use the computer for multiple applications such as word processing, spread sheets for reports preparation, correspondence and data management.

(4)   Wrap-up

Although the two demonstration projects had different approaches, results suggest similar outcomes across a number of domains. Most of the responses were positive and in support of using different tools such as attendance registers, data summary sheets, and computers to increase efficiency and accuracy of data. Building on this, results that were generated from these various tools can be used to build linkages among stakeholders. This improves such processes as communications, decision making, consensus building, reporting, and problem solving. Negative results center on such issues as inadequate time, not anticipating certain expenses, using a survey approach that may be suspect, and short timeframes for demonstrations so that sustainability is not a part of measurement. Nevertheless, there is much here to build on in future activity.   It is necessary to focus on attitude change and behavior change if the educational system is to be improved. Both demonstration projects focused on this as a primary output. The ultimate outcome has yet to be determined.

Table 5-1   Data Summary – INSET Demonstration Project

Measures	Nkhata Bay	Dedza
1a. Number of attendance registers used in 2001	61	10
1b. Number supplied in 2002	73	56
1c. Number currently in use	65	45
2a. Observations about attendance registers	Most schools have not calculated monthly average. Supply of new registers has contributed to improvement in updating registers.	General improvement in how registers are maintained according to head teachers.
2b. Changes in how registers are used	Almost all schools visited have opened all record books, but entry into books has not started.	Almost all schools had temporary registers that were not taken seriously
3a. **DEM Office**: Project implemented to plan	Zonal training was done differently because 3 PEAS went to MIE for MSSSP training so training was provided a week before; 3 zones were split because of geography. Still, training was a success.	Activities were implemented according to schedule. Schedule was distorted because some workshops started later.
3b. Budget spent to plan	Budget was spent according to plan.	Budget was spent according to plan.
3c. Was the computer useful?	Two officers are assigned to use computer for the following purposes: data entry for breakdown of staffing , enrollment, and physical infrastructure; monitoring report for INSET; word processing for administration. Workload has been eased. Most other officials now want to be trained.	Used for processing information by DEM, accountant and typist. Used for enrollment figures and staffing in zones.
3d. Was training useful?	Useful and adequate because facilitators were well able to train trainers; adequate practical work was given to trainers; training materials were adequate and useful; proper teaching methodology was employed Insufficient time was allotted to complete training.	Useful and adequate. Well handled by trainers. Head teacher: Training needs met; however, some trainers were not as effective as needed.

Measures	Nkhata Bay	Dedza
4a. **Head Teachers:** Training met needs	The following was achieved: Record keeping and management up to date; registers are well maintained by teachers; general improvement in school management such as discipline and community involvement; JICA registers are now in use.	Needs met and making a difference. School committees know their role; conflict between school committees and school management eliminated; approach reminded head teacher of importance of record keeping; demonstrated responsibility to administrators and community.
4b. Training changed record keeping	Training changed record keeping. In the past only a few records were kept such as log books, attendance and visitor books. Now all required record books are being kept. They are updated regularly and record management has improved. The deputy head can now see the log book and the community has access to records.	Helped school heads be more organized and shows them what records should look like. Teachers knew what records to keep in the past but had a problem in keeping and updating.
4c. Training improved accuracy	Training acted as a reminder to check constantly accuracy of records. Most schools update on daily, weekly and monthly basis depending on the record type. Responsibility is spread across head and deputy head teachers, and department or section heads.	Records are more accurate than before including records of enrollment and dropout. Training helped change attitude.
4d. Training changed record use	Records now used to admit form 1 students. Decision making has been simplified for example by suspending students after cross-checking punishment book. Discussion with school committees improved for example by using records to identify absentee problem. Community and head teacher use records for distribution of learning materials.	Helped to influence decision making such as book requirements. Records are used as tools in exploring problems with school committees.
4e. Changed relationship with community	In the past relationship between head teacher and school committees was negative and heads were blamed for mismanagement. Now, community heads can meet with school head and relationship is much improved. Community now approaches the school with constructive ideas. For example free firewood has been offered to a school by a community member.	Community and head teacher relationship has improved significantly. In the past there was conflict and the community did not know what was going on in the school.

Measures	Nkhata Bay	Dedza
5a. **Community:** Training meet community needs	Training improved the way communities work in schools: clear committee job descriptions; have prepared their own records and have access to school records; they now monitor what teachers are doing in the classroom and what materials are being used; better relationship with teachers.	Improved knowledge of school management and their roles in management; better understanding of school issues; removed the typical approach of hand picking committees and providing no training.
5b. Training helped role of community	Community now realize they own schools and they have a role to play in construction and maintenance. Committees have become productive by taking over committee/PTA leadership from teachers. Adversarial relationship with teachers now cordial.	Removed conflict between teachers and community by clarifying roles. Now the relationship is warm. There is a need for more training.
5c. Training helped in record keeping	Limited use of record keeping tool has increased and now more effective use: solving absenteeism problem; retrieve school property from teachers; and show history of the school. Community now views many different records.	Now community knows what records are available and that they have access to them. The community has an increased interest in seeing records.
5d. Changed relationship with head	Clarity in knowing roles of stakeholders. Now work together to meet school goals and objectives. Committees now work effectively and sincerely in development projects. This change has not occurred in all schools and follow-up is needed.	Relationship has improved because knows how the system works and their role. More training is needed.
Target Versus Actual	**Target** **Actual** **Difference**	**Target** **Actual** **Difference**
1. Budget: Baseline survey Comments	34,200 15,440 18,760 Money not available on time to buy refreshments.	This form was not submitted.
Facilitator Training Comments	66,710 47,418 19,292 No explanation provided.	NA
Zone/Cluster Training Comments	502,740 427,581 75,159 No explanation provided.	NA

Measures	Nkhata Bay	Dedza
2. Schedule: Baseline Survey	September October on schedule	NA
Facilitator Training	November 7 November 10 on schedule	NA
Zone/Cluster Training	December 12 December 12 on schedule Some minor variation in scheduling due to minor issues at sites.	NA
3. Number of Trainees: Trained Facilitators	15 13 2 Peas not trained	NA
Number Trained in Cluster/Zone: Head/deputy	168 168 no gap	NA
Community	168 168 no gap	NA
4. Attendance Records in Use in Primary	Information not available.	NA

Table 5-2   Data Summary – EMIS Demonstration Project

Measures	Mchinji	Mangochi	Nsanje	Thyolo
1a. Ave. % Accuracy in 2000	61	51	27	37
b. Ave. % Accuracy in 2001	92	49	41	46
c. Ave. % Change in Accuracy	31	-2	14	9
2a. How was data collected 2000	Head teacher completed census with little consultation. In few cases teachers were asked to summarize.	No idea or understanding of the process. Heads simply collected information from teachers.	Teachers were not involved. Some data collected from parents. Some data improvised by collecting from old records. Chiefs were sometimes consulted.	Process was not planned. Form completion was treated like it was a test, not information for decision making. No explanation given to why data was being collected.
b. How was data collected 2001	More consultations and use of school records to complete census.	Heads still collect registers from teachers.	First training for teachers. Teachers assisted heads and deputies worked at TDC to aggregate data. Data also gathered from 1999 and 2000 forms. Also did physical counts to collect data.	Adequate time to research. Briefing was organized and enough time given to collect data. Facilitators provided guidelines. The process was systematic.
c. Summary of changes	Records are now being kept by schools.	Procedure seems to be unchanged.	Heads consulted data sources prior to group exercise at TDC. Training increased relevancy of exercise. Heads worked together to complete reports.	Advance provision given for the questionnaire. Adequate time to research and determine the true situation. Completing work in groups helped solve problems resulting when individuals complete.

Measures	Mchinji	Mangochi	Nsanje	Thyolo
d. Use of attendance registers	To track attendance and get reason for absence; collect additional pupil information; provides analysis through monthly averages.	Updating daily. Used for distribution of teaching/ learning materials. Able to check on absence students.	Every school using registers. Using all columns in registers allows user to explain academic performance which helps interviews with parents. All were correctly completed. Helped to distribute materials. Secondary teachers not happy with primary registers.	5 or 7 respondents had no registers. The other 2 are following use as stipulated in the register.
3a. District education staff: who prepared plan	JICA Team and MoEST HQ team. DEM, accountant, desk officer, PEAs and District Assembly were consultant. Stakeholders had full knowledge of the plan. Planned contingencies allowed for unexpected activities.	District core team prepared plan with no involvement from key educators such as PEAs. Method was not good because some things were overloaded due to lack of consultation.	Project prepared by team from district office and refined by division and JICA team. DA notified and PEAs/cluster heads were trained as facilitators. They trained school heads. Well planned and all involved were trained.	CPEA and PEAs involved in design and field implementation. All school-level stakeholders consulted and included in implementation. District assembly also involved. Recommend using the same process.
b. Compare budget to plan	Slight variations included hiring someone to assist in production of district bulletin; additional expenses resulting from delayed questionnaires or those needing to be redone.	Not spent according to plan because: private secondary schools not included so funds were cut to other schools so they could attend. Nothing in budget for register delivery. More support was needed than given to monitor budget.	Budget spent as planned. Over budget on fuel and computer room while under budget on other items. Problem to make up shortfall. Rusty pipes caused over spending and confusion between JICA team and district on approval.	Spent according to plan with some changes in line items. More schools participated than planned so additional funds solicited from other sources. Account too busy to participate. Delegated to CPEA and ADEM. Did not affect results.

Measures	Mchinji	Mangochi	Nsanje	Thyolo
c. Demo's impact	Perceptions and actions changed: Head teacher treats data rather than passing it along and kept at school level for future use. EMIS now in use for identifying need, allocating projects, budget estimates, teacher posting. AECs use data as backup for development plans. Other sectors see problems with education. PEAs have easier time to collect data, and now can analyze data and summarizing district data.	Changed attitude of head teachers on data upkeep. Summary sheets allowed schools to summarize relevant data. Register upkeep is beginning to resurface now that they are provided. Data now in use for decision making by teachers. Coordination exists from schools, zones to office. Able now to interpret data from bulletins. Able to challenge politicians with support from data.	Schools use registers to get better data; teachers know absences on daily basis and other information while heads use to distribute materials. Heads can advise teachers on handling absences. Zones/clusters have more accurate data. They can spot obstacles quickly with accurate records. Can identify change in patterns and seek explanations. District gets data quickly and used to distribute materials and teacher posting. Gaps can be revealed and salary mistakes.	School heads and deputies see importance and collecting accurate data. Those not involved handled by PEAs and are oriented. More stakeholders understand importance of accurate data and can monitor progress and setbacks. Schools with registers have readily available data easy to interpret. Teachers doing better recording job. Other schools improvising registers and improving data collection. Some schools are over or underestimating data.
d. Effectiveness of training	There should have been 3 sets of data summary forms with the materials so the schools could keep one. Training yielded understanding of how and why data is collected serving to change how the deal with data. Needed more time for zonal training. Group work very effective. Everyone participated. Lots of discussion.	Partially helpful; It seems to have improved data upkeep. Trainees were able to grasp content due to teaching method; however, not enough time provided for practice. Especially true for PEAs to learn how to calculate.	Assisted PEAs and heads to conduct certain calculations to make data more meaningful. Heads learned how to use for decision making and where to get information. Materials were adequate and practical. Well explained although some heads had difficulty with some calculations.	Materials adequate and using more than one facilitator good idea. Not enough time to compete questionnaires. Some participants had to travel long distance. Group work very effective. Consensus building very good. Groups addressed issues not covered in plenary sessions. Facilitators provided much assistance.

Measures	Mchinji	Mangochi	Nsanje	Thyolo
e. Computer usefulness	Made data management easier and was available for more people to use. Now easier to keep records, to retrieve and report information, quality of work increased. It is being used for accounts, word processing, teacher personnel records.	It is key to the upkeep of data and analysis. Using for all kinds of word processing. Data is being processed as well (through spreadsheets?).	Very useful in providing 2001 summary. Also keep accounts and teacher information by school making it easy to track death and transfers. Kept in DEM office with access by PEAs. Improves communication with division. Phone line is dead/needs repair.	Not in use lately. Not enough capacity by DEM to operate. Prepared room has no electricity. Have input data summary from questionnaires and nothing else.
4a. Teachers: Demo impact	Data is seen as important for use by teachers to request materials and teachers. It helped to explain problems. Data is available at once so it does not waste time. Also used with community to secure additional resources. Head teachers see the need and complete forms more accurately. Also they can have available to use with different interest groups.	Now appreciate need to keep accurate data. Data now updated daily and kept in the head teacher's office. It has helped to simplify work. Helped with distribution of teachers across zones. Teachers can now check on absenteeism. Helpful in class management to check progress and distribution of materials.	Schools have record of data sent to districts. Registers allow heads to see daily results and monthly data compilation is easy. Helps to distribute materials. Can now see dropout, transfer and absentee data in register. Enrollment pattern identified. Difficult to falsify data. Student addresses now available and class time made later due to long travel distances. Teachers don't leave registers at home. Age range per grade can be seen. Data used in PTA meetings decreasing absentee and dropout.	Since registers were not provided to many schools data has not been collected so changes cannot be monitored. Zones receiving more accurate data. No feedback from the district. Some impact on local stakeholders (not explained). Teachers understand importance of accurate data.

Measures	Mchinji	Mangochi	Nsanje	Thyolo
b. Impact on attendance records	They are seen as having multiple purposes if properly completed. They can help explain poor student performance. Uniformity makes it easy to aggregate results. They provides new types of information such as dropout data for girls in the district helping to point out specific problems.	Teachers update daily. Students are proud to have names called from register and attendance has been increased. It has helped in all kinds of planning. Assist in counseling when child fails exam. Teachers able to follow up on absenteeism. Need more of them. And for secondary schools.	Parents can be advised. Temporary registers seen as personal tool of teacher while register seen as school property. Teachers follow up with absentees by contacting parents. Patterns can be identified. Teachers can provide individual help. Reduces transfer registration problems.	Permanent registers will improve data collection. Many problems with temporary registers including them being lost. (The interviewer speculates on impact; however, with so few schools using them, unable to substantiate observations).
c. Effectiveness of training	Needed more census books. Not enough time provided for training. Some presenters were not confident enough and needed assistance. Participatory approach was useful. Group work was very effective. Participants used their experiences in discussion.	Adequate materials but not enough time for practice especially calculations. Many gaps on questionnaires because heads had trouble understanding PEAs Need a clear and simple manual with guidelines and practical. Need training on other types of records.	Helped call attention to necessary calculations for school, cluster, district calculations. Trained heads on how to analyze data and where to get information. Clear purpose of training. Group work effective methodology since shared information helped fill gaps. More time needed to complete census.	Teachers and heads were given enough time to compute and analyze data accurately. Materials not always adequate. More people attended in some cases so materials were stretched. Group work allowed participants to learn from each other. Problem was PEA communication to heads. Some heads were not notified of requirements. They did pick up from other members who were better prepared.

Target Versus Actual	Target Actual Difference	Target Actual Difference	Target Actual Difference	Target Actual Difference
5a. **Budget:** Baseline Survey Comments	36,000 27,750 8,750 none	30,895 30,176 450 overestimated fuel costs	23,300 23,300 none	This form not provided
5b. Facilitators' Training Comments	24,060 22,000 2,060 none	39,230 41,705 2,475 photocopy costs included.	25,000 24,987 13 none	Ditto
5c. Zone/Cluster Training Comments	480,900 389,830 91,080 Other zones are big	416,390 414,870 1,520 misc. funds used for other than planned	252,000 248,361 3,639 50,000 used to rehab computer room	Ditto
6a. **Schedule:** baseline survey Comments	Sept. 01 Nov. 01 late start Late submission of PEA reports	mid Sept. Sept. 24 on schedule	Sept. 9 Sept 30 close Successfully conducted	Ditto
6b. Facilitator training Comments	7-8 Nov. 8 Nov on time none	Nov. 5 Nov. 5 on schedule	Nov. 5-6 Nov. 6 on schedule	Ditto
6c. Zonal training Comments	Nov 9-13 Nov 10-13 on time none	Nov. 5/26 Nov. 9 on schedule	Nov. 7-8 Nov. 8 on schedule	Ditto
7a. Number of facilitators trained Comments	13 13 0 none	18 20 2 more number of zones increased	10 10 0 none	Ditto
7b. Number at zone/cluster trained Comments	400 395 5 all head/deputy head teachers	233 233 0	232 232 0 none	Ditto
8. Statistical Bulletins prepared Comments	10 2 8 time factor	20 20 0	5 5 0 sent to division, Hg, JICA, DEM	Ditto
9. Primary attendance records used Comments	712 1,831 1,119 UNICEF had supplied only from std 1-4 but JICA supplied 1-8	0 2,000 2,000 only temporary registers were in use before project.	0 622 622 more required due to high enrollments	Ditto

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CHAPTER VI   EVALUATION

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6.1   Evaluation

6.1.1   Project Objectives

The main objective of this project was institutional strengthening of the central, divisoinal and local management of Malawi's primary and secondary education sub-sectors. More specifically, the Project aimed at capacity building in the areas of planning and implementing education development plans at the district level. To achieve this objective, the project adapted four main strategies, namely:

a) Formulation of a collaborative and sustainable organization structure for the development of the primary and secondary education sub-sectors with GoM and in collaboration with international development partners, local/international NGOs, and civil society;

b) Use of an implementation strategy that strove to improve the beneficiaries' understanding of the value of local-level planning based on effective data management;

c) Upholding and respect for local needs and potential and promotion of community participation in the planning and implementation of all the Project's activities; and

d) Generation of practical outputs that point out future ways of improving the primary and secondary education sub-sectors by taking advantage of the support being rendered by other development partners.

Pursuant to these objectives, the Project consisted of four main components, namely: planning and establishing a training system in micro-planning; conducting training and micro-planning (preparation of district-level education development plans) in 6 pilot districts of the decentralization project (See Location Map); implementing demonstration projects in the pilot districts; and training and micro-planning (preparation of district-level education development plans) in all other districts in Malawi. In this sub-section, the performance of the Project is assessed from the points of view of: (1) its effectiveness in attaining its objectives; (2) the efficiency with which available project funds and time were used; (3) the quality of its outputs and their relevance for Malawi; (4) the extent to which its benefits were equitably distributed; and, (5) its impact on Malawi's education system.

6.1.2 Effectiveness

There is strong evidence to show that the project was highly effective in strengthening the institutional capacity of MoEST. This was made possible through the various micro-planning training workshops and demonstration projects implemented through the project. Table 6-1 shows the main outputs of the project that relate to its institutional strengthening objective.

Table 6-1   Project Training Accomplishments

Project Activities	Outputs	No. and % of Female
Production of training materials	Training manual (Units I, II & III); PIF Summary; socio economic profiles; educational indicators; and maps	Not Applicable
Training of national trainers	14 Education officials (1 Planner from HQs; 7 Division Education Planners; and 6 District Education Managers of the Pilot Districts)	3 (21%)
Training district level staff on micro-planning (pilot districts)	30 officers from 6 districts (5 per district – CPEA; 1 primary & 1 secondary school head; Director of Finance; and Director of Planning and Development)	10 (16%)
Training district level staff on micro-planning (non-pilot districts)	81 officers from 27 districts (3 per district – DEM; CPEA; and Director of Planning and Development)	13 (16%)
Training of local level staff (EMIS)	1,322 zone/cluster and school level staff	330 (25%)
Training of local level staff (INSET)	499 zone/cluster and school level staff and community members	125 (25%)

A total of 125 MoEST national, division, district level officers and officers from DAs were trained through the micro-planning training workshops. They included 1 central level officer, all the 7 division planners, all 33 District Education Managers (DEMs), all 33 CPEAs, 6 primary school head teachers and 6 secondary school head teachers (Primary and secondary head teachers were not included in the micro-planning training for the non-pilot districts). Through these workshops, they were trained on the use of data for planning and in particular on the development of a District Education Plan (DEP). The main output of these workshops was a draft DEP by all the 33 districts. Local stakeholders and district assemblies consider these DEPs to be of sufficient depth and quality. Moreover, those trained through the workshops, indicated through workshop evaluations, that they are now more confident of using data for planning as well as of defending the DEPs they prepared among the various stakeholders. In addition, they added that the training improved their capacity to convert raw data into indicators, to employ indicators and data in analyzing

needs and problems and to use these tools in developing and documenting their DEPs. The fact that all DEPs called for the strengthening of local and national EMIS as a strategic objective for improving management and planning is other evidence on the extent to which the training program did stimulate desired results.

Training was also accomplished through the training activities of the demonstration projects in the six pilot districts. The two demonstration projects, which focused on the strengthening EMIS and the management of school records (INSET) trained a total of 1,322 educational staff from the district, zone and primary school levels. The INSET project trained further 398 community representatives in a bid to strengthen school-community relations with regard to school record keeping. The two projects involved training on the implementation of actual development of projects identified from those listed in the respective DEPs. They were comprised of a number of components, namely: preparation of project proposals including budgets, conduct, management and monitoring of the demonstration project activities and the management and accounting for the demonstration project budget. District staff also contributed to final project evaluations and in the case of EMIS produced summary school, zonal and district level bulletins.

As with the micro-planning training, trainees evaluated training for the demonstration projects to have had a positive impact on the improvement of those systems. Furthermore, capacity in planning and management between district, zonal and school level officers of the six pilot districts was also enhanced. Due to time and resource constraints, the other 27 districts were not able to participate in demonstration projects. Thus, they were limited to only conceptualizing in their respective DEPs development strategies, which may become future projects for implementation. But even for the six pilot districts, the demonstration projects' effectiveness in producing desired results may have been limited by the time and resources allocated to the two projects.

6.1.3 Efficiency

The project was implemented according to its planned schedule despite the fact that the key condition of having the school-mapping component completed before the launch of this Project in November 2000 had not been achieved. To ensure that project activities were not delayed due to lack of school census data, the project team had to carry out its own survey. In addition, a postal questionnaire focusing on educational problems and achievements was administered with the hope of maximizing data collection and appreciating more the problems of each respective district as seen from the perspective of stakeholders. In the case of pilot districts, face-to-face discussions and

interviews were conducted among the various stakeholders on their views on the education situation in their respective districts. In addition, trainees were requested to bring basic district level data to the micro-planning workshops.

It is also to the credit of the Project that additional activities were accomplished within the original project budget and time schedule. The most expensive of these activities was training and production of DEPs in 27 non-pilot districts. Cost-effective use of available resources was also enhanced by the use of MIM in Lilongwe for all the training workshops, a factor that led to savings in time and financial resources. The original plan of conducting micro-planning training in the pilot districts would have been much more expensive. Similarly, savings were realized with the use of project prepared training materials as opposed to using imported ones which would have been much more expensive to procure. Efficiency was also enhanced by the optimum use made of local resource persons with regard to the scheduling of project activities, the preparation of training materials, the conduct of micro-planning training workshops and for the monitoring of field activities. Their better knowledge of the country's education system as well as of the logistics involved in the implementation of project activities helped to cut down on project expenses.

But there were reasons for, and incidences of inefficiency. In the first instance, the selection of the pilot districts using the UNDP criteria increased the costs of training, as two of the districts were located quite far from where the Project Team was operating from. Related to the location of the pilot districts, two of the six were situated very near Lilongwe, a factor that contributed to a skewed distribution of project benefits, particularly insofar as this related to the demonstration projects. Also expensive were some incidences of facilities and equipment management with regard to the demonstration projects and lack of effective technical communication with some districts. In addition, there were delays related to getting some of the external services accomplished on time as evidenced by the time it took to have school registers printed by a local printing firm.

The project did also incur higher expenses than anticipated especially with respect to payments for allowance, accommodation and transportation for trainees, which should have been covered by the GoM according to the original agreement between GoM and JICA. Another unanticipated cost, which was borne by the project related to the rental of office space and procurement of office furniture. Again, MoEST was meant to meet these costs by providing office space at the Ministry, but did not. Inefficiency also resulted from the fact that with the employment of new DEMs in all districts; some of those trained under the project were assigned different responsibilities that had nothing to do

with planning and management. In a sense, they will lose the opportunity to use learned planning skills in the most appropriate context and their training may be seen as a case of wasted resources. Also, some of the newly assigned DEMs were assigned after training occurred and were therefore not familiar with the objectives of the Project.

6.1.4 Quality and Relevance

Overall, trainees, MoEST and JICA found the Project to be of high quality and to have responded to Malawi's educational planning needs. Outside of MoEST, the Project was seen to be consistent with the GoM decentralization policy. Thus, the training program incorporated this aspect and was always the first topic trainees were introduced to. Besides, during the training program, the Project team made efforts to collaborate with the Decentralization Secretariat and the District Assemblies to ascertain that training objectives remained synchronized with those of the government policy on decentralization. In fact, the very development of district education plans is the best manifestation of the Project's furtherance of the goals of decentralization. In actual fact, during the training related to the development of DEPs, a senior officer from the Decentralization Secretariat gave a presentation on the GoM decentralization policy while showing how education and the DEPs would fit in the new structure. In addition, relevant resource materials prepared by the Decentralization Secretariat were made available for the use of trainees.

At a more practical level, it has been demonstrated that the Project has contributed positively to efforts by government to decentralize educational and other government functions at the district level. The demonstration project evaluations showed that the EMIS and INSET topics were very relevant to the needs of the districts to improve their record keeping for developing a local EMIS useful to local planning and management down to the school level. These evaluations further showed that the training involved expanded the local administrator's capacity to collect and manage data. They rated the experience as high in terms of quality and relevance.

Relevance of the training program was further enhanced by the system of local stakeholder consultation with regard to the preparation of DEPs. The six pilot districts' pre and post micro-planning training workshops for stakeholders were judged through workshop evaluations to have been a critical ingredient in developing DEPs. This is because the grassroots consultation process made possible the inclusion of the problems identified by stakeholders as well as the means for addressing them in the DEPs. Stakeholder views were also reflected in the revised pilot district DEPs. Although the non-pilot districts did not use face-to-face stakeholder meetings to identify needs and suggest solutions as was

the case with the pilot districts, all 33 districts conducted a survey of stakeholder opinions as the basis for their DEPs. These opinions and subsequent analysis and documentation of district needs were compared to the PIF goals and objectives to assess the gaps and deficiencies of each district with respect to the national PIF goals. Trainees indicated that this experience opened their eyes to the challenges they have to overcome if education in their respective districts is to be of desired quality and relevance.

The organization of the training program did much to enhance its quality and relevance. First, its implementation was very carefully planned with every step showing a logical progression from one stage to another. Thus, training did not commence until training needs had been identified through interviews with relevant stakeholders and after a review of previous training programs in Malawi. Included in the training content were all the key elements of data collection, analysis and use for planning and management. The program also exposed trainees of the pilot districts to the use of computers for data analysis, storage and disseminating education data.

Second, the selection of trainers was done after close consultations with MoEST. The qualifications and experience of potential trainers were the key factors determining their selection. Thus, three of the four core trainers have received training from the International Institute for Educational Planning (IIEP). The other core trainer holds a Ph.D. in the area of educational planning as does the leader of the counterpart team, also one of the core trainers. Likewise, most of the 14 national trainers hold at least a Bachelors degree with two having postgraduate qualifications in education. One of them has trained at the IIEP. Furthermore, the current crop of DEMs, 27 of who benefited from the micro-planning training hold a university degree in keeping with the current MoEST expectation of future DEMs. They were thus able to comprehend the training content better than a few of those from the pilot districts who have only secondary level education. Among the district trainers however, were coordinating PEAs and heads of schools who had modest educational qualifications. This was also the case with regard to the demonstration projects. Nevertheless, their pairing with the more academically and professionally qualified colleagues helped in mitigating the negative consequences of their relatively limited academic preparation. In any case, their practical experience on the ground was a definite plus to the quality and relevance of the training program.

Third, the training materials used reinforced the quality and relevance of the training program. These materials were produced locally through the Project after much consultation with the local core trainers who vetted their quality and

relevance for the Malawi setting. Moreover, these training materials were hailed as simple, practical and user-friendly tools for educational planners. In addition to these materials, the project did also avail both the long and shorter versions of the *PIF* to trainees in order to ensure that they related their DEPs to the national educational goals and targets as stated in the *PIF*. Trainees were provided with their respective districts' EMIS data to ensure that their plans were based on the actual district situation. However, there were problems of inaccuracies and incompleteness with much of the EMIS data available for the training. This problem was somewhat alleviated by the fact that trainees brought their own primary data to the workshop and by the availability of the data collected through stakeholder consultations.

The quality of the 33 DEPs produced through the Project shows some unevenness with some DEPs being clearer in presentation, better documented with data, and more realistic with respect to strategic objectives. The weaknesses are however minor and all the 33 DEPs are of sufficient depth, quality and relevance to be considered favorably by stakeholders and district assemblies. If they had not met the tests of quality and relevance, the stakeholders at the local level would not have favorably received them. The DEPs are also regarded highly at the national level with respect to quality and relevance, as they are being held up as a model for other sectors to follow in contributing to District Development Plans (DDPs). It is due to this recognition that MoEST is insisting that DEPs should be the blue prints for future education developments in the districts.

6.1.5 Equity

The project has also contributed to addressing the issue of equity, which is a major current GoM concern. This has been accomplished in a number of ways. First, micro-planning training was carried out for all districts of the country. Thus the approach of this project was unlike that of most others that limit themselves to selected districts. This is so because MoEST insisted that limiting the benefits of the project to only the six pilot districts would disadvantage the country's other 27 districts. As a result all the 33 districts of Malawi have had their DEMs and CPEAs trained in planning and all districts have a DEP. There is as sense in which such blanket coverage of all administrative districts could be said to be unequal especially where small districts received the same treatment as large ones. For example, there were cases of one educational zone districts while other districts comprised of more than ten educational zones. A more direct form of inequity relates to the fact that more training was conducted in the pilot districts where demonstration projects were implemented.

Although an effort was made to address the issue of gender equity, the project was not entirely successful in this regard. This is especially the case with regard to the selection of core and national trainers. The initial group of core trainers did not include a single woman. However, two women later joined this core trainers team in place of two male trainers who enrolled for graduate studies in the USA. The same gender imbalance characterized the national and district level trainers. The training workshops were overwhelmingly male, as trainees were chosen due to their position in the districts. Thus out of 117 district trainees from the 33 districts of the country, only 23 (19%) were female. This was not however unexpected given that most high-ranking officers in government not just MoEST are mostly men due to historical imbalances related to female access to formal education opportunities. This is particularly the case in higher education where females represent just about 20% of the enrolled students. As one goes down the education and occupational ladders however, female presence is more significant. Thus out of 1,821 trainees of the demonstration projects 455 (25%) were female.

Aware of the equity implications of female under-representation in education and high ranking occupations, all the 33 DEPs address the issue of gender imbalance in access and retention in the education system in the policy objectives and strategies relating to gender equity. Other types of equity that are addressed by the DEPs are those related to unequal access to educational opportunity and retention between rural and urban children, the physically disadvantaged and the poor. Also addressed in this section of the DEPs are inequalities relating to the distribution of qualified and unqualified teachers and with the uneven distribution of other education resources, including funding and facilities.

6.1.6   Impact and Sustainability

Reports from a variety of stakeholders attest to the extent to which this project has had a positive impact within and outside of Malawi's education sector. In Malawi, education is the first sector where all districts have prepared their sector plans. As a result, the DEPs are being used as a guide for the other sectors. They are also being used as the main contribution for the education sector in the District Development Plans (DDPs) that are in the process of being prepared in the whole country. In this way, the DEPs are having a particularly significant influence on the country's decentralization policy. The senior officers of the decentralization secretariat have acknowledged this fact. Within education, MoEST and development partners have committed themselves to using the DEPs as the guide for future educational investments in all the country's districts. Already DfID has made this commitment to MoEST and other donors are

expected to follow suit. Donors are also using the *PIF* summary developed through the Project to disseminate government policy on education and others who are involved in school registration related projects are keen on using the attendance registers forms supplied by the Project but developed by UNICEF.

Evaluations of the micro-planning training workshops and demonstration projects by trainees clearly indicated that their knowledge base, skills and competencies related to planning processes, including collecting, managing, interpreting and using data, increased greatly through the training and demonstration projects. As indicated earlier in this report, those trained under the Project have already started practicing the skills learned and are using some of the products of the Project. For example, some DEMs are using the DEPs to solicit funding for some of the education programs listed in their DEPs. Others are using the evidence provided by the DEPs to make a case with their local leaders on why some areas within their districts may deserve more attention than others. The computer training conducted through the demonstration projects has likewise resulted in the use of the computers supplied through the Project for data management and dissemination. Communication between the pilot districts and MoEST has also improved with the supply of fax machines to the six pilot districts.

The evaluation by participants of the Micro-Planning Project clearly showed that their professional capacities as planners and managers were positively impacted upon by the Project. The involvement of stakeholders and district assembly members in the DEP development processes was a key to producing DEPs, which were met with approval and support by those groups and subsequently at the national level. The DEPs have the potential of laying out a well-documented development agenda at the district level and when brought together as a 33-district mosaic of needs and strategies could be used as part of the basis for a national education plan. The DEPs are a bottom-up approach to planning, which now can be joined creatively with the national planning process to form a much more powerful national agenda for educational development that is in the firm control of Malawians.

Finally, it is worthwhile to point out that the reputation of the Project has spread beyond Malawi. The Government of Zambia has requested JICA representatives to brief them on the project components with a view to replicating it there. Outside of Africa, the experience of the Project in Malawi has influenced the production of training materials for a JICA supported project in Indonesia.

One last point relates to sustainability. The impacts discussed above are those that have occurred in the short-term. Longer-term impacts often represent sustained behavior change. It is expected that the Project's long- term impact

will be sustained for a number of reasons. First, the Project has trained a competent team of core and national trainers who can continue the required training of divisional, district and local level officers. Second, these trainers have a kit of training materials developed through the Project that they can use for ongoing training on issues related to planning. Third, due to the active involvement of Malawians in all stages of the project, starting with its design, there is left behind a team of planners that is thoroughly familiar with all aspects of the program and that can therefore spread and sustain its message in the next several years. Fourth, local level officers using locally available data that they were familiar with did the formulation of the DEPs. This improved both their understanding and internationalization of the process and eventual product to the extent that they should be confident and capable of implementing related future initiatives. Fifth, the involvement of relevant district level officers in both the training and approval of the DEPs should promote support of their implementation. Finally, MoEST and collaborating development partners have committed themselves to implementing the DEPs in the respective districts and to the development of a national education development strategy revolving around the policies and strategies listed the 33 DEPs, a move that will ensure use of the main Project outputs, namely, the District education plans.

6.2 Lessons Learned and Recommendations

6.2.1 General Organization of the Micro-Planning Component

1) Lessons Learned

Four main lessons can be drawn from the experience of organizing the Project's training program. The first relates to the value of involving stakeholders in all the critical stages of the project cycle. Consultations on the various project activities were made a regular feature of the project through the Project's Technical and Steering Committees and the core trainer team. The core trainer team and the Technical Committee provided professional advice that was critical in aligning the Project with other ongoing programs of the MoEST. The Steering Committee on the other hand provided guidance on policy related matters, including collaboration with other development partners. This linked the Project and the technical/professional wings of MoEST. Unfortunately, technical committee meetings were not as well attended as one might have wished while meetings of the Steering Committee were less frequent than originally planned.

A second lesson relates to the need for involving local professionals in the planning and implementation of project activities including the scheduling of events, the preparation of training materials, conduct of training and

implementation of demonstration projects and their evaluation. Such counterpart involvement contributed to their support of the project's objectives and its acceptance by MoEST, to the quality and relevance of its outputs. Also helpful was the fact that the composition of the core counterpart team, one headquarter staff and two division planners, was key to the success of the Project. It improved understanding of the three levels of education management, namely, central, divisional and district. In fact, local counterpart personnel contributed to countering any incidences of laxity that may have been experienced at the various management levels as well as assuring continued interest in the Project. Moreover, the tripartite arrangement whereby a collaborative relationship between the Project Team, national resource persons and the JICA education expert promoted a cordial working relationship which quickened the pace of project implementation.

Third, having a clear structure and clearly spelt schedule of Project activities, which was very closely adhered to by all those involved in project implementation, did contribute significantly to superior time management and successful completion of relevant project activities. It also helped that roles of the various resource persons and MoEST officials were clearly spelt out. Likewise, the fact that the Project Leader updated MoEST on the Project's mode of operation, timing of major activities and the expected results, which schedule the Project stuck on, had a major positive influence on the organization and management of the Project. Ultimately, having clearly defined roles and responsibilities for the experts and nationals, schedule of activities and a procedural structure, did promote fruitful teamwork and efficient time management.

Finally, it needs to be stressed that the formation of the Core Trainers and the Project Team were very effective to implement this Project smoothly and efficiently. The leader of the Core Trainers has the strong leadership in the Planning Division of MoEST and has a Ph.D. in education planning and a member of the Core Trainers understands the capacity of the education officials and has a Ph.D. in education planning as well. They have a mutual-trust relationship and good communication with the Director of Education Planning, Principal Secretaries and Secretary for Education, Science and Technology of MoEST, which contributed to the Ministry's better understanding and cooperation in implementing the Project.

The Project Team members of Japanese specialists and US and Kenyan education specialists created a strong team formation with quality management, expertise, experience, communication and knowledge transfer. The Team includes a Japanese team leader who is a participatory development specialist

and good at project management, two US education specialists with a Ph.D. or a Ed.D. and with lots of experience in similar projects, a Kenyan education specialist with a Ph.D. who already had experience in working with MoEST of Malawi and was involved in PIF development, a Japanese education economist with a Ph.D. who has lots of experience and expertise in working education projects supported by multi-lateral donor agencies, and a Japanese education specialist who has experience in teaching in secondary schools in African countries and in conducting participatory development activities in the rural areas in Malawi.

2)   Recommendations:

a) Recipient countries need to be involved in all stages of Project implementation, especially the design stage. Such involvement should be comprised of frequent consultative meetings around relevant advisory and implementing structures. Regular consultations minimize resistance to the goals of the Project and enhance implementation because of the sense of ownership that is promoted by this process.

b) At the professional level, it is imperative to have a management structure around some kind of tripartite arrangement comprising the Project Team, the national team and the local donor representation. Such an arrangement contributes to promoting timely and focused accomplishment of project objectives.

c) It is obligatory to have a clear Project timetable to which all those involved agree to adhere. Such a schedule should be unambiguous concerning the responsibilities of the parties involved. Relevant schedules and allocation of responsibilities may need revising based on the situation on the ground.

d) The leadership qualities of Project Team Leaders should be ascertained before their appointment to these responsibilities. Whereas seniority and appropriate professional qualities are necessary conditions in a third world environment, other key traits to look for are ability to appreciate other peoples' cultures, humility, superior community relations skills, respect by colleagues not just management and hard work.

6.2.2 Training Programs

(1)   Training Organization

1)   Lessons Learned

Six main lessons emerge out of the training organization's experience. The first relates to the deep involvement of Malawian counterparts in decision-making associated with all aspects of the training program. Their informed participation resulted in a training package of high quality and one more relevant to the Malawi situation. Even more significant is the sense of ownership of the project

among Malawians that was promoted through this approach. One of the key reasons for the success that this Project turned out to be was the close collaboration of the international and national counterparts during the program's training activities.

A second lesson relates to the use of The Malawi Institute of Management (MIM), a central and well-equipped venue close to MoEST and the Project's office as the training venue. The use of this well-resourced facility meant that resources could be commandeered more easily from both the MoEST and the Project office. Trainees could also share more systematically their specific district experiences and more was accomplished as trainees and trainers were operating away from their workstations and had the opportunity to work at nights and over the weekends. Moreover, the excellent conference facilities available at MIM allowed for the best possible use of group sessions, drafting of write ups on flip chart sized papers or boards and for independent and private consultations with different trainers and facilitators. Nevertheless, some trainees complained about the isolated location of this venue, a factor, which may have contributed to reduced motivation among some of them.

Third, the combination of theory and practice (learn-by-doing) approach proved quite beneficial because trainees had more time to reflect on what they had leaned before using it during the writing of the DEPs. In addition, they had the opportunity to ensure that what was included in the DEPs came from actual data and their practical experiences in the field.

Fourth, adequate preparations were made in advance for all the programs' training workshops, including that for the demonstration projects. In addition to going through the programs schedules, resource persons also discussed their presentations in advance and were urged to have these presentations prepared before the training started. This expectation was the same for the external resource persons who were invited to give presentations on topics which the Project Team members did not think they were qualified enough to handle.

Fifth, the use of a cascading mode of training proved effective in reaching a much larger number of MoEST staff than would have been possible with an institutionalized approach. This was much more the case with regard to training for the demonstration projects. It was nevertheless recognized that this approach may have contributed to the dilution of quality as one went down to the local level.

Finally, it was recognized that the training workshops could have done with more time. Although, it was possible for all the districts to complete writing their DEPs in the ten days available for the training, there was a lot that was rushed. As a result, some gaps in the draft DEPs were only completed after the

completion of the training workshops. Similarly, the time available for the computer training was very limited.

2)   Recommendations

a) A strong counterpart team that is identified on the basis of their capability and interest in the project at hand needs to be involved in all aspects of the implementation of any given development project.

b) Depending on the availability of the necessary workshop resources, training workshops should be held in central locations in the case of projects with a national coverage and divisional or district headquarters for divisionall and district level ones, respectively. Such venues are more likely to be popular with trainees if they are located within easy access of basic social amenities.

c) To the extent possible, an authentic learn-by-doing approach should be used in training programs that bring together an experienced and mixed group of participants.

d) Planning for training workshops should be done in advance and those to be part of the training need to rehearse their expected contributions in time to be able to make any necessary adjustments.

e) Depending on the level of available resources, at least four weeks of micro-planning training would be required to do a good job of DEP development and training in the use of computers for data analysis, storage and use. However, because a continuous four weeks of training may be impractical for a variety of reasons, it may be a good idea to have split sessions of two weeks apiece.

(2)   Training of Trainers

1)   Lessons Learned

The project relied very heavily on Malawi trainers who were selected after much consultation with MoEST on the basis of their qualifications for this project. Going through MoEST helped the Project Team win the continued support of government especially with regard to freeing the local counterparts to participate in the Projects' activities.

Second, the extensive use of Malawi personnel in all aspects of the training program strengthened the sense of ownership of the Project among the Malawi counterparts who were the key presenters in plenary sessions and leaders of the discussion groups. Malawian counterparts learned from this as well as from their involvement in other aspects of the training including the development of training materials. As a result, they were in a position to perform their training responsibilities more confidently and are well matched to guide similar future initiatives.

Third, during the training sessions, Malawian trainers were well placed to respond to queries from the trainees in an informed manner. But there was also much to be gained from the project arrangement whereby international consultants worked closely with this team of locals, both teams learning from each other. The working relationship between the locals and international experts was further strengthened by the many opportunities for informal get-togethers that the project made possible.

2)   Recommendations

a) Selection of local counterparts should be done with the maximum level of rigor and in consultation with the recipient governments to ensure that the most competent locals are deeply involved in such projects.

b) MoEST and partner organizations should strive for mixed teams of international and local experts as a way of ensuring relevance and effectiveness of project implementation.

c) It is important to pay careful attention to the issue of allocation of roles between local counterparts and international experts to ensure an optimum working relationship. Modalities on the points of intervention by international experts should also be clarified well in advance and revised on the basis of need.

d) Opportunities for socializing with local counterparts help to reduce the possibility of mistrust between the two parties, which is often the cause of the failure of many a development project.

e) Depending on the target population, a combination of an institutionalized and cascade models should be used for training programs of this nature.

(3)   The Training of District Level Officers

1)   Lessons Learned

Limiting trainees to those directly involved in district education activities enhanced the possibility that the contents of DEPs would reflect local contexts and promote a heightened sense of ownership of the DEPs. As a result, district education officials are better placed to defend the DEPs in their respective districts as well as to sell them to potential sponsors of education projects. However, the pairing of DEMs with officers from planning departments of the District Assemblies (DAs) proved valuable when it came to prioritizing needs and budgeting for the identified projects. Planning officers seemed to be better versed in planning and budgeting issues having had relevant experience and training. And as with the education officials, they were more likely to support the appreciation and funding of DEPs than if they were not involved in the process, which resulted from their preparation.

Third, the opportunity provided through the workshops for sharing knowledge between education personnel of varying qualifications and district planning officers, was helpful in breaking any possible barriers of communication between the district education managers and junior officers on the one hand and between education officers and officials from the district assemblies on the other. Besides, the blend of personnel from different disciplines and experiences during the training provided trainees with the chance to appreciate the positive aspects of teamwork. Nevertheless, there were some difficulties in getting trainees to proceed at the same pace especially because the level of expertise and leadership in the pilot districts varied significantly. This shortcoming not withstanding, in most cases the method of grouping DEMs with lower level officers promoted synergy in the collective process of producing DEPs.

Finally, a lesson could be drawn from the experience of having trainees with different qualifications for the micro-planning workshops for the pilot and non-pilot districts. Whereas, trainees of the pilot districts included primary and secondary school heads, those of the non-pilot districts did not. There were strong and weak points in both cases. The training process for the non-pilot districts may have gone faster; however, it lacked the diversity of opinion of the pilot district workshops. Head teachers brought with them practical experience on the school level which enriched the quality of the inputs that went into the pilot district DEPs.

2)   Recommendations

a) Where there is some leeway in deciding on potential trainees, the selection process should be done carefully to ensure that those selected are equal to the task. However, where a combination of candidates with varying backgrounds is inevitable, the selection process should be done in such a way that those selected can compliment one another's strengths.

b) Training programs of this nature should use participatory approaches to the extent possible, as this is one way of ensuring that individual competencies are not sacrificed, as is often the case with methods dominated by the lecture method.

c) If resources are available, a diversified group of trainees should be invited to training programs of this nature as the different experiences add much to the quality of both the process and outputs of training programs.

6.2.3 Training Materials

(1) Micro-Planning Training Manuals

1) Lessons Learned

The Project developed a 3-unit Micro-Planning Training Manual, which provides step-by-step procedures on how to develop the District Education Plan. It also contains the background information on micro-planning in Malawi context and the use of data for decision-making. During the Project, the manual was proven to be effective as a simple, practical and user-friendly planning tool for education officers even with little experience in planning.

The manual was developed through a close collaboration with the local counterparts and experts, whose valuable comments made it relevant for training in the Malawi context. Field-testing was another essential part of developing the manual. The manual went through 4 (four) iterations of field-testing with some improvement made after each training. Thus, the final version is said to be well tested and in its final format.

2) Recommendations

a) For the manual to be further utilized effectively, it is important for the Planning Division of MoEST to take full responsibility in upgrading and utilizing it as an essential part of the micro-planning training program or as a planning guide on its own. It is also recommended that more copies be provided to each district so that PEAs and other stakeholders can improve their understanding of the planning process and take a more active role in updating and renewing their DEPs. The manual should also be handed to newly appointed DEMs and CPEAs, preferably with adequate planning orientation.

b) Although the Manual was tailor made to fit the context of Malawi, the training program and the manual could be applied to other countries with some modification. In this respect, it is desirable that JICA would take an initiative to introduce the Project in the countries where similar training might be of benefit, especially in the neighboring countries of Malawi, and if possible implement appropriate projects by making use of the experiences gained in Malawi and the programs and materials developed by the Project.

c) For the development of any materials it is essential to have inputs from local counterparts and experts, who are familiar with the target's experiences and level of understanding. Moreover, field-testing, if possible, should also be done before finalizing the material.

(2)   Strengthening of School Census and EMIS

1)   Lessons Learned:

Availability of reliable data is a prerequisite to planning at every level. It was found that the existing MoEST EMIS database was in many instances incomplete and in error to be used with needed confidence, which caused a serious problem for the training program. As errors could have occurred at different levels and there were no means to verify or correct the data before the training, trainees were asked to bring available data from their own districts and to replace some of the faulty EMIS data where possible.

As the existing EMIS does not generate most of educational indicators (pupil teacher ratio, pupil textbook ratio, pupil classroom ratio, etc.) it was necessary for the Project to prepare some basic indicators prior to the training. It was found that EMIS did not include all the necessary data for the calculation of even very important indicators such as drop-out and repetition rates. Further, the calculation of net enrolment rate (NER) was not straight forward as the school going age population was not included in population census data from NSO[1].

Lack of an effective record keeping system at the school level was another problem contributing to the weakness of EMIS. Participants of the micro-planning training, who were often involved in data keeping and collection but rarely in decision making, recognized the importance of reliable data for planning. Once they understood how data might be used and why they needed to be accurate, their attitude to record keeping and data collection and management changed significantly. As chosen topics for demonstration projects, record keeping at the school level and collection and management of data at the zone/district level were recognized an essential to improving the quality of additional data, which is the basic material of planning.

2)   Recommendations:

a) In order to improve the accuracy and reliability of data, a practical and uniform record keeping system should be introduced at the school level with clear guidelines. It is essential to train a number of key personnel in each school such as school heads, their deputies and section heads, so that they in turn can train and influence the other teachers. Such training should also include aspects of how to collect, store, manage and use data at the school level as well as why accurate data is important to schools.

b) Though it is important to strengthen EMIS at all levels, accurate and up-to-date data management at the school, zone/cluster and district levels

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[1] Primary school going age is 6 to 13 in Malawi while NSO uses the age ranges: less than 1; 1-4; 5-9; 10-14; etc.

should be given priority in the context of micro-planning. As the Project implemented training as one of the demonstration projects, capacity building in school census and EMIS at the school, zonal and district levels should be included in a possible next phase of the Project.

6.2.4   Preparation of District Education Plans (DEPs)

1)   Lessons Learned:

A number of lessons were learned from the experience of developing the DEPs. The first relates to the methods used in gathering data and the format of the DEPs. The concept of stakeholder consultations and feedback meetings worked extremely well, giving the key district people a sense of grassroots participation in the formulation of the DEPs. This supports sustainability for those district development activities identified in the DEP because of the sense of ownership that results from such a consultative approach. The consultative method may further promote broad based support with regard to DEP implementation as well as its monitoring and evaluation. With regard to the DEP format, the use of the same template eased the process of writing the DEPs and resulted in documents that are comparable in terms of content, organization around uniform themes and targets and plan time frames.

Second, use of data at every stage of DEP preparation enabled district level officers to better appreciate its value as the basis for informed decision-making. In the process of using different sets of data for plan development, trainees learned to appreciate some of the strengths and weaknesses of the available data as well as which data sets are more suited for which areas of policy development. Such an appreciation is likely to promote the collection of reliable and accurate data for use in schools, zones, and districts as well as the ability to know what data are good for what purposes and at what stages. The approach can also enhance the confidence of trainees in using data to defend their respective DEPs. Moreover, the chance to use the *PIF* for guiding recommendations for their respective districts provided them with a further opportunity to know its content and understand its recommendations. This is significant given that the *PIF* remains the official blueprint on national education development for the foreseeable future.

Informed use of data and local consultations further enabled trainees to be better placed to identify areas of priority attention in their respective districts as well as within districts and to identify solutions unique to the respective localities. Despite the many similarities in the problems facing the districts as well as in the strategies identified for addressing them, there were important differences in the size and scope of problems across districts and education sub-sectors. The

DEPs are also much more detailed with regard to the identification of strategies for addressing some of the educational problems facing the respective districts. The experience of localizing the development of DEPs also brought to the fore the reality that the targets set by the *PIF* may not apply to some localities and that there may be need for reviewing these targets.

Trainees were also better placed to come to terms with the fact that a plan is as good as the resources available for implementing it and that it is therefore necessary to prioritize planned activities in the face of limited resources. It was further recognized that even within districts, zones and schools, some regions, institutions and pupils and teachers might need more attention than others.

Finally, the whole process of plan development did much to demystify the notion of a plan as something only central personnel, highly learned persons and representatives of international development partners are capable of writing and that this process requires lots of time. District and divisional level officers who went through the process of DEP preparation are also in a better position to plan for their own districts in the case of DEMs, zones in the case of Primary Education Advisors (PEAs) and schools in the case of head teachers. And as revealed by the workshop evaluations, they are also likely to be more confident in guiding their staff; are better placed to train and advise those not as knowledgeable; can better plan for their districts; and are better equipped to implement and evaluate district, zonal and school level education programs.

## 2)	Recommendations:

  a)	Widespread consultations with all education stakeholders need to be an integral element of any process of developing and implementing educational policies and plans to ensure their successful implementation and sustainability.

  b)	A common approach to training from the point of view of methodology and content, is likely to be more effective in promoting a common approach to dealing with educational problems which are more or less similar for most districts of Malawi and for identifying strategies of addressing them.

  c)	Given that availability of accurate and reliable data improves the acceptability of education plans, MoEST should strive to promote a system of collecting reliable and accurate data, which originates from the school and district levels.

  d)	In addition to emphasizing the value of having planned activities be guided by available resources, it is important to open trainees to other avenues for soliciting supportive resources as well as on mechanisms for harnessing such support.

  e)	To ensure that the wealth of planning data contained in the DEPs is not lost, MoEST and international development partners need to invest in supportive

follow-up actions. Thus, possible future collaborative projects need to incorporate a component on DEP implementation focusing on the training of relevant officers to market the DEPs, to fund-raise for the programs identified by them, to evaluate and monitor them as needed and to update them accordingly.

6.2.5 Social Campaigning

1) Lessons Learned

Social campaigning is the means by which those beyond the stakeholders who are specifically involved in a project are given information about new behaviors they need to practice. Under the decentralization movement, every person in the nation has an opportunity to interact with the educational system in a new way. The project focused on certain stakeholders who align with the intended project outputs. However, there is a much larger group of beneficiaries for which the project needs to inform, educate and communicate (IEC). By implementing a social campaign or IEC program, it is likely that a greater number of stakeholders will involve themselves improving education in new ways. This should be an intended project impact.

To increase the level of success, the Project Team did conduct some IEC activities. A concerted effort was made to involve other donors in formal meetings and informal visits to each other's offices. Information was shared so that an attempt was made not to duplicate efforts. Second, as part of development of district education plans, the six pilot districts were given forms and specific instructions to meet with stakeholder groups before and after training. The purpose of these meetings was to gain information from stakeholders about educational problems in the districts and then to disseminate information about the plans that were developed so that final changes could be made. This was not done in the balance of 27 districts due to cost. Instead, questionnaires were sent to each DEM office and staff and the DEM was asked to organize a survey on stakeholders to complete the questionnaire prior to attending training in Lilongwe. Third, government officials not directly involved in the project were invited to a number of workshops and meetings held in Lilongwe and in district capitals. Fourth, the INSET demonstration project invited community members to a training session to be part of decision making for school management. Little else was done directly by the Project Team to implement either a top-down or bottom-up IEC program. This was beyond the scope of the project.

2) Recommendations

a) It should be considered by JICA or other development partners including in

its project design a mechanism for the project implementing team to include IEC in its implementation plan. The guidelines should explain that bidders should discuss; how they will conduct IEC activities targeted at different levels of the system (from national to local levels); who will be the targeted stakeholders at these levels (government officials, parents, community leaders, teachers); and the methods expected that will be used; and impacts expected with IEC as part of the project (news releases to papers to reach all stakeholders across the nation, community socialization sessions to educate local community members).

b) If an impact analysis is conducted by MoEST and JICA for this project sometime in the future, they may wish to consider including a workshop on how the different levels of government can include IEC as a technique to improve participation by stakeholders in improving education in schools and at the district level.

c) MoEST and development partners should consider funding research on the topic of IEC and have its findings presented to all social sector groups. The contracted researcher will be responsible for recommending how IEC should be involved in future projects to improve impact and sustainability of outcomes.

d) In their inception reports, project teams should identify target audiences, define messages that each audience is to receive, and ensure the broadest use of media including public meetings at community through national level, news releases, posters and billboards, radio and TV, and surveys.

6.2.6 Demonstration Projects

1) Lessons Learned

Although the EMIS and INSET demonstration projects were essentially skills transfer training projects whose intended outcomes were related to using various tools to increase the effectiveness of education delivery, one should not lose sight of the fact that quality improvement was the underlying intended outcome. Both projects relied on computer training and specialized training to either collect and summarize accurate data or use attendance registers as tools to involve community members. Quality outcomes are, therefore, related to improving essential processes such as good communication leading to problem identification, planning, and problem solving. Although each demonstration project focused on different approaches, they arrived at similar results as suggested by the surveys. They used more accurate data to bring communities, students, teachers and head teachers together in more positive working environments to identify and solve problems using data. Second, they improved vertical integration between the primary and secondary schools, the zone and cluster heads, and district personnel creating a vertical linkage. Finally, the

district staff said they were able to use information to work with district government to acquire additional resources and create enabling conditions for schools to succeed.

The lesson here is very simple. It is possible to focus investments on critical inputs such as attendance registers, data summary sheets, computers and other tools; provide essential training to key personnel who can train appropriate stakeholders; and set intended outcomes that foster essential linkages horizontally and vertically across the educational system. The demonstration projects can serve as simple models that use limited resources efficiently to improve the quality of education.

Implied in the above statement is the need to provide appropriate tools. If a project is to be sustained, provision for an on-going supply of tools is necessary. It was surprising to see the extremely important role attendance registers played in both EMIS and INSET. These are multipurpose books that, when used properly, provide a variety of information about students. The projects demonstrated that such a tool is essential for improving community relationships; reducing absenteeism and dropout rates; establishing standardized procedures in schools; making school transfers easier and reliable, and for many other applications. The effectiveness of the absence register to impact on a number of educational outputs cannot therefore be underestimated.

One reason the demonstration projects were seen as successful is that appropriate skills training was provided to those responsible for implementing the demonstrations. There was a unanimous expression of support for the learning-by-doing approach where actual products were completed by schools in a group setting. Hopefully this group learning model will become generalized so that school heads will work in groups to complete a variety of tasks such as establishing school and zone/cluster procedures that lead to quality improvement; develop needed tools; and discuss joint plans that lead to sharing of scarce resources. The lesson learned is that effective training is relevant to the need and provided when needed. As a by-product, training can help build work teams that could lead to new working relationships and become institutionalized processes. For example, teachers and community organizations could establish work teams built around absence registers. School heads and deputies could schedule monthly meetings to develop new ways to improve the use of data and standardize reporting processes. Some funding would be needed to cover the costs of these types of professional development meetings but could be covered by in-service training funds.

The computer is an essential tool for processing data that comes from the schools through the zones and clusters. The Project has demonstrated that

multipurpose training can lead to multiple uses of the computer so that district offices can increase efficiency as well as use computer outputs for reports, accounting and simple correspondence. Unfortunately, problems with computers don't materialize until they begin to show wear. This tests the ability of the users to find ways to acquire spare parts, secure maintenance services and additional training, and expand uses such as email and internet access. It is anticipated that an important lesson will be learned in the near future and that it will be difficult for district offices to maintain computer technology, let alone update technology, in the not too distant future. This will be an unfortunate outcome if unrepaired computers fall into disuse.

It is necessary to make conjecture as to outcomes because the timeframe of the demonstration and post demonstration surveys was too short. Further, the results were based primarily on focus group interviews, a technique that needs to be conducted by well trained surveyors. A more effective means of handling this would have been to extend the length of time for the pilots to allow attitudes and behaviors to be practiced and reinforced. Then, a balanced evaluation involving focus group surveys and observations should be conducted at least six months after the completion of the pilots. This would allow sufficient time for districts to work without the support of the project, and surveyors would be able to assess what processes, technology, and tools were still being used.

2)   Recommendations

  a) Combine the training for both EMIS and INSET, along with a more in-depth basic computer applications unit, to create a single training module that includes the community. A combination of the elements of both programs could become a powerful quality improvement mechanism that integrates the use of various tools and technology with processes that lead to better communication, planning and decision making. This would assist in linking school level stakeholders.

  b) Design an attendance register for secondary education and then develop a budget that puts registers in the hands of every teacher every year along with the training in how to use the registers effectively. To be able to reach all teachers, the training designed in the above recommendations must use a cascading model where trainers are developed in each district who train cluster heads and PEAs to distribute registers and, in turn, train school heads who are to train teachers in their schools.

  c) Provide a budget to each district for the purchase of new computers every three years; for purchase of supplies and peripherals; for training; for maintenance; and for a dedicated phone line so that an email system can be instituted between MoEST and the districts. This would complete the linkages from school, to cluster/zones, districts, division and the national

office. Eventually, districts should have dedicated computers for EMIS, accounting and general use (three separate computers). Also, in the medium term, thought should be given to how to provide EMIS computers to cluster heads and PEAs. This would allow them to computerize data received from individual schools and forward to districts electronically.

d) An impact analysis should be conducted before January 2003 to determine what tools, technologies and processes were still in use that are attributable to the demonstration projects. An appropriate methodology should be employed and surveyors trained again on proper implementation.

6.2.7 Project Monitoring and Evaluation

1) Lessons Learned

There are two levels of M&E that need to be considered – project implementation level and as a project output and impact on stakeholders within the project. At the project level, the purpose of the M&E process is first, to monitor by comparing the plan within the inception report to actual outcomes in terms of timing, finances, and staffing. The question that is answered is whether the Project Team has conducted project activities on time, within budget and using the staff that was nominated. Evaluation needs to be conducted comparing the intended outputs and impacts to those actually achieved. In other words, has the Project Team achieved what it said it would achieve as measured by the project outputs and impacts. At the second level, stakeholders are to practice comparing their district education plans to actual plan implementation. Stakeholders are then to evaluate their plans' successes at intervals such as every six months if affordable; otherwise, an annual review is necessary.

In the case of the former, the Project Team used the mechanisms required by JICA that state that two progress reports and a final report be prepared and results reported to technical and steering committees in formal sessions and to JICA directly. This system has been tested over the years and needs little comment other than it is highly effective. The same is true for monitoring project outputs. In these same documents and meetings, the Project Team reports on what has been achieved and not achieved or modified in comparison to plan. The system, however, is weak when it comes to evaluation of project outcomes. Outcomes represent, for the most part, attitude and behavior changes that are sustained as a result of the project. The concept of sustainability suggests that the combination of inputs and processes used by the Project Team lead stakeholders to choose new ways of conducting themselves. In this project, the results were to lead stakeholders to implement district plans, collect more accurate data, involve community members in planning and decision making, and others. The question arises as to how one measures whether such outcomes

have been sustained. Stakeholders have been observed practicing such behaviors during the project but what is to sustain these practices once the project team departs?   How does MoEST or JICA know that stakeholders will continue these practices? At present, no system is in place to conduct such a sustainability or project impact analysis.

A similar problem arises at the stakeholder level. Each of the 33 district education plans contains an M&E component; however, only a limited amount of time was dedicated to covering M&E during the two week training sessions. For stakeholders to understand and conduct M&E activities, they need to practice them. Time did not permit such practicing. Although it is known that some of the 33 districts have submitted DEPs to their respective councils and that many have been approved, the Project Team will not be able to determine how districts will monitor and evaluate the implementation of the first year of each plan. Further, during the two demonstration projects – INSET and EMIS – various skills training was provided related to computer use, accurate data collection, use of attendance registers, and community participation. Although all outputs were achieved, almost all on schedule, once again, the Project Team is not able to determine the outcomes or impacts of these demonstration projects. The same shortcoming in project design exists meaning there is no system currently in place to conduct an impact or sustainability analysis.

2)   Recommendations

a) MoEST and development partners including JICA should consider redesigning the project M&E system emphasizing sustainability and prepare a standardized mechanism for conducting a sustainability analysis six months to one year after the project ends.   If a next phase of a project is being planned, one of the first tasks of the new Project Team for Phase 2 should be to conduct such an analysis. If a next phase is not contemplated, it is recommended that a new set of M&E guidelines be attached to requests for proposals so that bidders explain how the M&E system will be implemented. JICA should consider providing an additional budgetary line item for the project to conduct a sustainability analysis six months to one year after project completion.

b) Within a project, a training program should be implemented with stakeholders on how to conduct an M&E program with the output of such a program to be an M&E plan that will be implemented by counterparts. JICA may wish to develop a standardized training module that is adapted by each Project Team on a development study to be used by stakeholders.

c) Incorporate results of such impact analyses in the design of new projects as well as disseminate results to registered consulting firms so they may learn about what works and what doesn't.

6.2.8 Partnerships with Other Projects and Programs

1)   Lessons Learned:

The experience of working with other donors in Malawi has resulted in two main lessons for this Project. The first is that where donors had resources and inputs relevant to this Project, they were quite willing to share their experience with this Project. Thus the Project was able to benefit from some of the projects of other donors active in the Malawi education environment, among them DfID, USAID and DANIDA. However, their participation in this Project's activities, including briefing meetings of the Steering Committee to which they were invited was not active enough, perhaps due to the limited donor staffing in the field offices.

Second, it was learned that basing the launching of any project on the expected completion date for another partner's Project might not be a good idea. This is particularly the case where there are no guarantees or mechanisms for enforcing a specific schedule. Implementation of this Project was to commence after the completion of a joint DfID/CIDA/DANIDA School Mapping project, which was meant to provide the data needed by this Project. By the time this Project commenced, the school-mapping component had not started. As a result, this Project's Team had to improvise a mechanism for ensuring that it had the data it needed to commence its activities. The lesson here is that the implementation of any given project should not be tied to one supported by a donor with whom the Project in question has no written contract.

Third, donors are more likely to be interested in collaborating with projects that make their job easier and where government makes an effort to promote such cooperation. For example, donors investing in Malawian education are keen on using the DEPs to guide their investments in districts where they are active because they may find the job of needs prioritization already done for them. In a sense, the opportunity provided by the Project's Steering Committees for sharing information on the availability of the DEPs contributed to generating interest in their use by MoEST and other development partners.

2)   Recommendations:

 a) The leadership of any given project and of relevant ministries needs to promote shared ideas with the major educational partners as a way of identifying areas and means of possible collaboration. This would reduce possible duplication of efforts around limited resources.

 b) International development partners sponsoring projects should make efforts to participate in joint donor review meetings and to aggressively market their own agenda at these areas. Part of the marketing should involve an

indication of how other partners could complement their own activities.

6.2.9 Administration and Finance

(1) Linkage between Planning and Financing

1) Lessons Learned:

At present planning is conducted without sufficient consideration of resource availability. Planning efforts in data generation and management, target setting and action plan preparation are not matched by a similar effort in the realistic costing and prioritization of activities in reference to projected resource availability. Activities are prioritized to achieve desired, medium-term education targets in access, equity and efficiency.

2) Recommendations:

  a) Priority education activities must be further prioritized in relation to the availability of capital and recurrent expenditure. In view of fund availability adjustments in initial planning is very likely required and priority activities may need to be implemented in phases over a longer period.

(2) Technical Competence and Interactions among Education and Budget Officers

1) Lessons Learned:

Most officers in DA secretariats were transferred from District Commissioner's Offices. They have very limited capacity in technical knowledge and skills required to carry out the new mandate of decentralized planning and management. The new mandate requires close communications and interactions among education and budget officers in the formulation of education plans, the costing of these plans, and the estimates of forthcoming funds from various sources. But their work is largely compartmentalized in their own areas.

2) Recommendations:

  a) The next phase of the micro-planning project should give high priority to raising district officers' capacity in the estimate of realistic costs, forecasting of available resources, and preparation of activity-based budgets.

(3) Devolution of Responsibilities and Authorities to DAs

1) Lessons Learned:

The devolution of selected education sub-sectors including primary education to the DAs is broadly stated in the Decentralization Act. The detail of

responsibilities and authorities devolved to local government, and of steps and procedures available for DAs, school and local community to manage assigned responsibilities are still to be clarified. Responsibility cannot be carried out successfully without the provision of necessary authority, and detailed steps and procedures.

2)   Recommendations:

a) Responsibilities and authorities assigned to central and local offices should be clearly defined and made known to all concerned as soon as possible. MoEST is understood to be working on this issue in consultation with MoF, DLG, DAs and other stakeholders.   If technical assistance is required, the next phase of the micro-planning project is suggested to include support to MoEST in the clarification of functions.

(4)   Devolution of Education Services to Local Authorities

Achievements – GoM commitment to decentralization and *MTEF* based budgeting; took actions to modify and introduce new measures; the *PIF* for education and DEP preparation done

Issues – Synchronization of DEPs with other sector planning; DAs' limited capacity in planning and financial management, constraining plan implementation; need for coordination among aid agencies in primary education; too many studies and reviews led by aid agencies; program prioritization but no strategic prioritization

This note has briefly reviewed the recently introduced decentralization policy and *MTEF* as key instruments for development planning and implementation. Their implications for district-level budget planning in primary and secondary education are significant, as well as for related capacity building for officers both at the national and local levels to fully understand and be able to adopt the concept and approaches being introduced under decentralization and *MTEF*. Main implications for further knowledge and skills are summarized below.

(5)   Integration and Cooperation

Decentralization and *MTEF* require horizontal and vertical relationships and cooperation among different sectors and levels of government, as well as integration of development policy, strategy, programs and financial resources. In fact, *MTEF* is the instrument aimed to bring together all the elements of policy, strategic and financial planning over a medium-term, and to have these planning activities to be conducted with the bottom-up participation of people.

Under the new direction of government, responsibilities of Department of Local Government, MoF and MoEST have to be clearly defined in setting priority

activities and budget ceilings, disseminating the information, and reviewing/ adjusting/generating a final draft budget estimate before it goes to Parliament. In this context, relationships among these department and ministries, and between the central and local offices need to be clearly streamlined and understood by all offices concerned.

Further, at the local level, an education development plan has to be well prepared to be included in an integrated district development plan and to gain support of the district assembly. Another important integration is called for in recurrent and capital budget planning. To increase the feasibility and sustainability of investments, their implications for the incremental recurrent budget should also be analyzed and estimated.

(6)   Forecasting and Incorporating Different Financial Resources

Discrepancies between approved and actual budget allocations have been an issue despite detailed efforts to prepare ABBs. There are several important reasons for this problem. First it is linked to some deficiencies in the revenue forecasting model and MoF has been attempting to improve the methodology. Two is related to the forecasting of off-budgets such as various funds generated from external aid agencies. In recent years, external support to basic education has increased. But, the flow of funds has been slow or unpredictable, due largely to the absorption capacity of implementing agencies. Another issue is that while GoM has introduced ABBs, costing and financing arrangements under externally assisted projects do not correspond to ABBs which makes it impossible to incorporate in budget planning.

Contribution of local communities to basic education, and the role of the private sector and cost-sharing with households especially in secondary education are being encouraged. The level of these contributions is on the rise, but there is an issue of how to project and include them in the budget process.   This is an area where improvements are needed both at the central and local levels.

(7)   ABB vs. Line Item Budget

Under MTEF district offices have begun to generate activity-based budgets so that they can monitor where priority activities are funded for implementation. ABBs also allow for budget adjustments when needed on the basis of strategic priorities. MoEST and other line ministries are to aggregate these ABBs and produce a consolidated ABB for each ministry. However, for the accounting purpose there have been instances where ABBs were converted to line item budgets, which made activity-based adjustments and monitoring impossible.

In brief, there is a clear need for the enhancement of knowledge and skills of both central and local officers, in this respect, seminars and workshops have

been organized for different groups of officers, such as for sector managers and planners and for finance and account officers. Considering the main goal of MTEF and decentralization (i.e., the integrated and bottom-up development approach), occasional joint sessions for sector managers/planners and finance/account officers at the local level, with participants from central offices such as MoEST, DDLA and MoF seem to bring about a high pay-off.

CHAPTER VII   CONCLUSIONS AND RECOMMENDATIONS

The Micro-Planning Component of the National School Mapping and Micro-Planning Project in the Republic of Malawi (the Project) aimed at institutional strengthening of the central and local administration systems of the primary and the secondary education sub-sectors. The Project was expected to contribute to the promotion of the GoM decentralization policy through the supportive education programs identified in the Education: Policy and Investment Framework (PIF).

The objectives and coverage of the Project were quite a challenge for MoEST and JICA because both parties had limited experience in carrying out this type of development project focusing on capacity building of the central and local level education officials as well as education plan formulation revolving around a bottom-up approach. The Project's participatory development approach was organized as follows:

(1) *With the government officials*. This revolved around effective communication and collaboration between the technical and professional personnel of MoEST and the Project Team in planning, implementing, monitoring and evaluating all Project activities;

(2) *With the stakeholders*. The focus here was the promotion of stakeholder participation at all stages of District Education Plans' (DEPs) preparation with a view to improving stakeholder ownership of the Project as well as the sustainability of the benefits of the training program; and

(3) *With the other international development partners*. The Project maintained a close link with other development partners by inviting them to the Project's Steering and Technical Committee meetings and to the micro-planning training workshops. The Project also promoted a spirit of information exchange with these partners.

As is shown in "Chapter VI: Evaluation and Recommendations", after almost 2 years of collaboration between MoEST and the Project Team, the Project produced some practical and effective accomplishments. The main outputs of this cooperation were: a well-trained micro-planning trainers' team consisting of MoEST planners and district level officers; micro-planning training program and manuals; and 33 draft DEPs prepared by district level officers. Furthermore, through the micro-planning training workshops and those of the demonstration projects, the Project contributed to improving the capacity of central, division, district and zone/cluster level education officials, from all the country's education districts to better appreciate the need to use data for planning and management and their role in planning education in the context of the government decentralization policy.

Despite the numerous efforts by MoEST and international development partners in addressing the key problems facing the Malawi education system, there are still some major challenges to be addressed if the education offered to Malawians is to be of acceptable quality and relevance. A recent article in the *Nation*, one of the country's leading newspapers, illustrates this. On March 12, 2002, the *Nation*, carried the following message: *"Results disaster: Out of 61,856 candidates who sat for the MSCE examination, 50,713 failed to make the grade, representing a pass rate of 18.01% 47,218 JCE candidates passed the exam out of 82,530, representing a 57.21% pass rate. The MSCE pass rate has been declining over the years with 33% registered in 1996, 28% in 1997, 16% in 1998, 13% in 1999 and 20% in 2000."* This Project has contributed to addressing this challenge by putting together a capable and committed team of education planning personnel at the central and the local levels. This team is prepared to be an active and positive driving force in the development of the education sector by using the skills learned through the Project in collaboration with national, divisional and local stakeholder groups.

In order to support the sustainability of their growing willingness and leadership in education planning at the central and district level as well as to expand the capability and enthusiasm developed by the Project, the Project Team strongly recommends that MoEST take appropriate follow-up measures to ensure that the precious outputs of this Project have long-term sustainability. In this regard, MoEST may need to:

(1) Review the DEPs prepared through the Project with a view to developing a national education strategy revolving around areas which are outside the mandate of the DEPs including: curriculum improvement; qualitative and quantitative development of teachers; textbook distribution; and an identification of the key national education policy priorities and the development projects that should enhance their implementation;

(2) Continue to provide firm leadership related to the coordination of educational stakeholder groups and international development partners and to the marketing of the DEPs prepared through the Project. In this connection, it is also necessary for MoEST to ensure that a development budget is allocated to districts under the newly introduced decentralized system to support the implementation of the DEPs.

(3) Secure the micro-planning training system established through the Project, such as a training team and a training kit and provide leadership related to the reviewing and updating of DEPs by district-level education officials on an annual rolling basis;

(4) Implement demonstration projects in selected districts based on the strategies identified in the DEPs as this would contribute significantly to cultivating the ownership of the DEPs by district-level officers as they collaborate with international development partners in implementing their plans.

Finally, the Project Team wishes to express its appreciation for the excellent cooperation received from MoEST, division, district and local level officers and other stakeholders with whom it worked. In order to secure and extend the Project impact, the Project team greatly appreciates MoEST's strong leadership in promoting the development of education in Malawi.

APPENDIXES

APPENDIX I:

MICRO-PLANNING TRAINING MATERIALS

Unit I

Unit I: Introduction to Micro-Planning

Micro-Planning Training Manual

The National School Mapping and Micro-Planning Project

MoEST OF MALAWI & JICA PROJECT TEAM

Micro-Planning Training Manual

Micro-Planning Training Manual

Unit I: Introduction to Micro-Planning

Unit II: Data and Tools for Micro-Planning

Unit III: Formulating the District Education Plan

Table of Contents

I Unit Overview in the Context of Malawi

Micro planning in education fits within the context of the current government *decentralisation policy* based on the Local Government Act of 1998. The *policy* provides for the establishment of local governments as the basis and framework for the *devolution* of functions, responsibilities, authority and resources to the districts. Among other functions, the district assemblies are to develop district development plans covering all the major development sectors. Under this arrangement, each sector such as education will be expected to prepare its own plan, which fits within the overall *District Development Plan (DDP)* and the recently approved national educational *Policy and Investment Framework (PIF)*. District assemblies will also coordinate and implement local development projects as a way of facilitating the exploitation of the potential of local communities to contribute to the country's development.

This unit explains the concepts and processes of educational planning in the context of Malawi's *decentralisation policy*. It highlights the benefits of *decentralisation* and local level planning (*micro-planning*) and emphasises the importance of involving local constituencies in processes of educational decision-making.

II Unit Objectives

- Provide a Malawi context for *school mapping* and *micro-planning*; and
- Provide an overview of the Project, the micro-planning and school mapping process and on the expectations for the workshop.

III Key Terms

- Decentralisation
- Devolution
- District Development Plan (DDP)
- District Education Plan (DEP)
- Macro-planning
- Micro-planning
- Medium Term Expenditure Framework (MTEF)

- Participatory Planning
- Policy and policy-making
- Policy and Investment Framework (PIF)
- Poverty Reduction Strategy Paper (PRSP)
- School Mapping

IV Knowledge Content 📖

A. Basis of Education Decentralisation

The goals of the Government of Malawi in moving toward *decentralisation* are to:
1. Promote community participation in all matters related to national development;
2. Enhance coordination of development efforts; and
3. Alleviate poverty.

The above goals are to be realised through a process of gradual:
1. *Devolution* of administrative and political authority to the district level;
2. Integration of government agencies at the district and local levels into one administrative unit;
3. Moving the centre of implementation of plans from the central government to districts;
4. Assignment of functions and responsibilities to the various levels of government; and
5. Promotion of popular participation at all decision-making levels.

Figure 1. What decentralisation is <u>not</u>
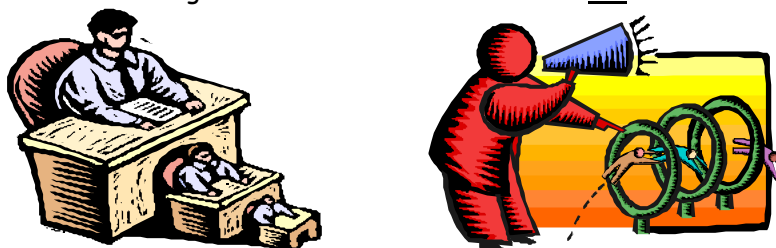
B. Goals of Education Decentralisation

In keeping with the goal of *decentralisation*, the Government will promote the gradual *devolution* of educational decision making to the local authorities. There are a number of benefits that go with *decentralisation*.

### 1. Improvement of educational access, equity, quality and relevance

This is likely to be achieved through:
- Mobilising non-governmental resources for education;
- Improving the quality of inputs to schooling;
- Matching curriculum content to local needs;
- Promoting innovativeness of educational programmes;
- Widening the range of educational choices available to students;
- Widening access to quality education especially for historically, economically and geographically disadvantaged communities; and
- Increasing the outputs of schooling.
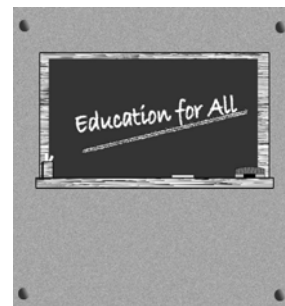
National Goal

2. Improvement of the performance of the education system in service delivery

This could be accomplished in a number of ways, including:
- Enhancing the efficiency of resource allocation and utilisation;
- Promoting relevance of education in accordance with the needs of the labour market;
- Enhancing the use of information related to issues, problems, and recent education innovations; and
- Allocating and reallocating educational resources on the basis of need as activity-based budgeting advocated by *Medium Term Expenditure Framework (MTEF)*.

3. Improvement of the standing of local governments

This is possible in a number of ways, namely:
- Widening the local resource base and therefore the capacity for delivering education services;
- Getting the central level and national politicians to be more responsive to local interests; and
- Redistributing political power by reducing the power of central actors while enlarging that of local actors.

District field official

4. Improvement of the standing of the central government

The benefits of education *decentralisation* to the central government include:
- Shifting some financial and administrative responsibilities to the other actors;
- Relieving the central government of unnecessary bureaucratic headaches;
- Increasing the political legitimacy of the central and local governments; and

- Promotion of transparency in government operations.

C. Educational Planning

The Meaning of Educational Planning

Educational planning is the process through which educational issues are analysed and policies are generated, implemented, evaluated and redesigned. The process of educational planning entails a series of overlapping events in which a variety of people and organisations with diversified perspectives and interests are involved. Planning in Malawi consists of 5 main processes, namely:

1. Formulation of the *District Education Plan (DEP)*;
2. Adoption of the plan by the District Assembly and Parliament;
3. Implementation of the *DEP*;
4. Evaluation; and
5. Subsequent *policy* cycles (see figure 2).

Figure 2. Conceptual Framework for Education Planning in Malawi
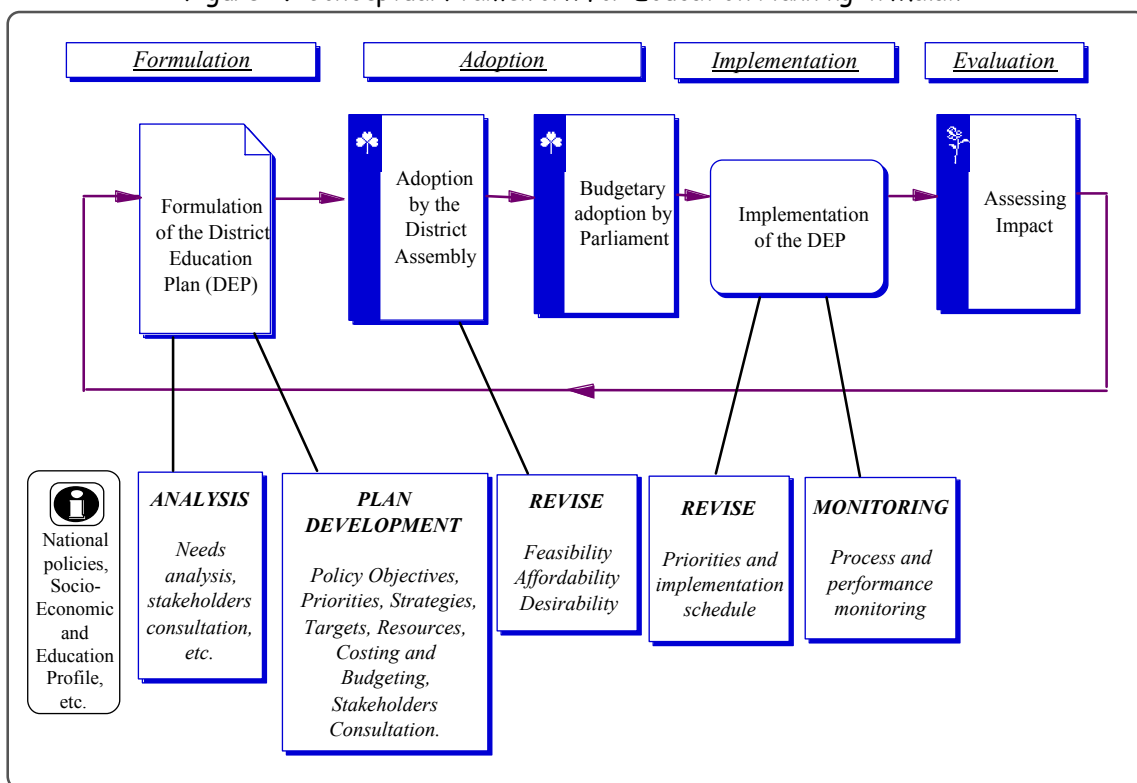
Education Plan

An educational plan is a written strategy or strategies for the education sector. Based on an analysis of the national or local context, a plan specifies policies, strategies, targets and the resources needed to achieve the stated *policy* objectives. There are three main types of plans; long-tern, medium-term, and short-term. Long-term plans cover a period of 5 to 15 years. The *PIF* represents an example of a long-term plan, covering as it does a period of 12 years. A medium term plan is normally for a period ranging from 3 to 5 years. In the case of Malawi, the *Medium Term Expenditure Framework (MTEF)* which is organised around a period of three years and which governs the MoEST budgeting process represents an example of a medium-term plan. A short-term plan would be based on a year's cycle. Schools and districts often operate on the basis of annual plans.

It is possible to distinguish between two main levels of planning, national (*macro*) and local (*micro*).

1. National plans describe a country's national educational policies. In many countries, plans cover durations ranging from 3 to 5 years. However, the recent Education *Policy and Investment Framework* document (*PIF*) covers a period of 12 years - 2000 to 2012. The process of preparing a national plan is also referred to as *macro-planning*.

2. A local level plan addresses the educational needs of units below the central level, be they region, district, zone or any other administrative units for which they may have been written. The district assemblies are now in the process of developing the District Development Plan (DDP). Six districts (Nkhata Bay, Mchinji, Dedza, Mangochi, Thyolo and Nsanje) have developed District Education Plans (DEPs). The remaining districts are in the process of developing DEPs. It is anticipated that by March 2002, all of Malawi's districts will have developed DEPs. The process of preparing local or district level plans is what is normally called *micro-planning*.

It is important to explain that there are other planning levels below the district and that even where there are no real plans, planning decisions take place at these levels. In Malawi, for example, important educational decisions are taken at the division, district, zonal and even the school level. For example, both primary and secondary school heads make decisions on the use of their teachers, facilities and on pupils. They plan timetables and some of them even use data on their pupils to make decisions on the kind of academic support they may need. At the district and division levels decisions on budgeting, location of schools and training and inspection, etc are made and help guide future action. So as such, there is nothing new in the concept of planning at levels lower than the central level.

*Developing the District Education Plan*

Stages of Plan Preparation

Although there may be slight variations depending on the specific situation for which the plan is being prepared, the stages involved in preparing macro (national) or micro (district) plans are generally the same. The most common are:

1. Identification of the persons to be involved in arriving at decisions leading to the finalisation of the plan. This stage also involves the organisation of the teams that address specific themes or geographical areas. The teams should be comprised in such a way that they are representative of the various educational stakeholders.

Participation in Decision Making
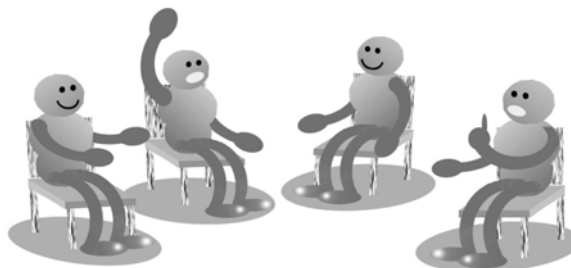
2. An analysis (diagnosis) of the existing socio-economic and political situations as these often determine the pace and direction of education development in any given country, region or district. This analysis should include a review of current relevant policies and intentions for the future development of the country, region or district. For example, the preparation of the *PIF* took into account the government *policy* on poverty alleviation as spelt out in the *Poverty Reduction Strategy Paper (PRSP)*.

3. A situation analysis of the educational landscape around crosscutting thematic areas. The *PIF* is written around these thematic areas: access, equity, quality, relevance, planning and management. The main aim is to identify gaps and weaknesses in the system. Some of the key indicators used in evaluating the current situation are enrolment and statistics related to teachers, situation of physical facilities, distribution of schools, promotion rates, etc. The analysis should give a clear picture on the qualitative and quantitative performance of the system in the past and present, the factors explaining the performance and the constraints in the way of better performance.

4. An identification of the target groups among whom certain areas for which there may or may not be any visible progress. For example, is dropout rate highest among boys? Why? For which districts (for national plans) or zones/locations (for district plans), etc.

5. Identification and formulation of appropriate educational programmes, strategies or priorities with specific goals, targets and time specifications. These programmes should be either for target groups (e.g. scholarships for females, food subsidies for poor

children, etc) or for specific disadvantaged locations (e.g. schools for some zones, improving overall school facilities, etc). Also important to be arrived at this stage are other decisions on the non-quantifiable aspects of the education system such as on curriculum relevance, management and planning.

6. The plan then needs to be costed taking into account the likely contributions of other stakeholder groups, apart from the national government.

7. The identified programmes and projects should be prioritised and given a time or implementation schedule, as this will provide the basis for monitoring progress towards the set goals.

D. Why a Micro Plan?

In addition to the demands of the new *decentralisation policy*, micro or district level planning has been necessitated by a number of other factors. They include:

1. The need to ensure greater equity in the distribution of educational services;
2. The adaptation of educational services to local needs as the district plan is more likely to address these than would a national or regional plan; and
3. The need for strengthening district capacity to source for funding support and to more efficiently utilise these resources.

Participatory Planning

The best district plans will require the participation of all the key educational stakeholder groups. Stakeholder involvement should ideally be at all levels of the planning process from the identification of relevant working groups to the costing of the identified projects. The main objective of *participatory planning* is the reaching of consensus on both the process and outcomes of plan development. The process of plan development is covered in more details in the previous sub-section. There are a number of advantages with the participatory approach, the main ones being:

1. Long-term sustainability as a result of ownership of the plan by the local level. District officials are more likely to feel that they are part and parcel of the plan and are therefore more likely to be committed to the achievement of the plan objectives.

2. Plans developed in this way are more likely to reflect the actual situation from the point of view of policies, strategies, targets and programme or project costs.

E. Educational Planning and Budgeting under Decentralisation

The DEP Cycle

Having noted the new governmental policy on *decentralisation,* we might have to raise the question: "How do the education planning and budgeting processes fit under this policy?" The *District Education Plan (DEP)* should be the core of all education activities under *decentralisation.* It needs to be stressed that the *DEP* is not a document to be prepared just once but one that has to be monitored and revisited every three years to lead to better planning. It is also important to recognise that stakeholder involvement in each phase of managing the cycle is as essential as planning the *DEP.* Such a management cycle should promote a district level educational planning that can more usefully input into the improvement of the district education delivery. This cycle is explained in more details in Unit III.

Figure 3. The DEP Cycle
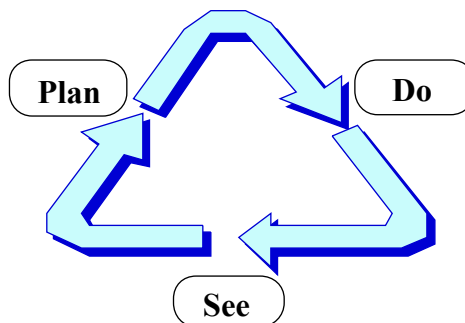
V Recommended Readings

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2. N. McGinn and T Welsh. **Decentralisation of Education: why, when, what and how?** Paris: UNESCO, IIEP, 1999, (Chapter 2, Pages 22-50).

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Notes

Unit II

Unit II: Data and Tools for Micro-Planning

Micro-Planning Training Manual

The National School Mapping and Micro-Planning Project
MoEST OF MALAWI & JICA PROJECT TEAM

Micro-Planning Training Manual

Micro-Planning Training Manual

Unit I: Introduction to Micro-Planning

Unit II: Data and Tools for Micro-Planning

Unit III: Formulating the District Education Plan

Table of Contents

I Unit Overview in the Context of Malawi

This Unit provides the data and analytical tools available in Malawi for the formulation of the District Education Plan (DEP). Data for planning can come from various sources ranging from those collected within the education system to those generated by activities outside the education system. In Malawi, the main data source is the upcoming *Education Management Information System (EMIS)*. This unit covers this major source in terms of how the data is collected, stored, analysed and disseminated at the various levels of aggregation. The main shortfall with the current *EMIS* data, as far as the formulation of DEP is concerned, is its aggregation at the district level. This makes the identification of its problems within a district difficult.

Another important source of data is the population census data from the *National Statistical Office (NSO)*. This provides information on the education status of those enumerated and on the number of population per defined unit area. This data can then be used for establishments of access and *coverage* as well as for estimating the current and future demand for education. There are two main problems related to the *NSO* data. First, the age-groups as reported by *NSO* do not conform to our school age-groups. Secondly, the unit of reporting by *NSO* is not the same as that of the education sector. There may thus be need for the manipulation of *NSO* data so that they are reported at the level of our *unit of analysis*.

The *School Mapping* and *Geographical Information System (GIS)* also provides another valuable source of information for planning. Through the assistance provided by international development partners, demography and school location are digitally mapped by satellite. There are a lot of people and individuals involved in the generation of maps using different scales. It should also be noted that other departments and ministries do collect data that contain educational information. Data on health and socio-economic information can be used in planning at the district level. Other useful data may come from the *National Economic Council* for example, which would show economic factors and poverty indicators.

II Unit Objectives

- Understand the types and scope of data available through *EMIS*, District Profiles and other databases which relate to district educational planning *decision-making;*
- Become more familiar with the current data formats for displaying data to be used in DEP planning;
- Understand the types and availability of analytical tools for district level planning engaged in district level educational planning projects; and
- Become more familiar with how these technologies can be used to analyse data for *decision making*.

III Key Terms

- Admission Rate
- Age-specific Admission Rate
- Apparent Admission Rate
- Attendance Rate
- Cohort Admission Rate
- Coverage
- Decision Making
- Educational Indicator
- Education Management Information System (EMIS)
- Education Provision
- Geographic Information System (GIS)
- Gross Enrolment Ratio (GER)
- Internal Efficiency
- National Economic Council
- National Statistical Office (NSO)
- Net Enrolment Ratio (NER)
- Performance Indicators
- Population Projection
- Promotion, Repetition and Dropout Rate
- Qualitative Indicators
- Quantitative Indicators
- Raw Data
- School Census
- School Mapping
- Transition Rate
- Unit of Analysis

IV Knowledge Content 📖

A. Introduction

The development of a District Education Plan (DEP) is dependent on a verifiable and reliable database of information. The steps comprise of setting priorities for addressing needs, developing strategies to meet needs, setting targets, costing of strategies and developing a plan through different levels of consensus building. The preceding overview of the Malawi context describes the extent to which Malawi is developing an *Education Management Information System (EMIS)* and other databases, including school maps, and acquiring and using analytical tools, such as a *Geographical Information System (GIS)* to help make planning decisions. While data and analytical tools are essential ingredients in sound planning, it is very important that planners understand how these tools can be used to analyse and interpret the data, so that they will see the implications of their decisions.

B. Database for District Planning

EMIS is the most important database of quantitative data available for educational planning at the school, district, division and national levels. The *EMIS* database includes data on:

- School identification and basic descriptive information;
- Pupil enrolment;
- Teachers;
- Physical facilities; and
- School supplies and textbooks.

Questionnaire

Data File By Zone

Data Collection and Storage
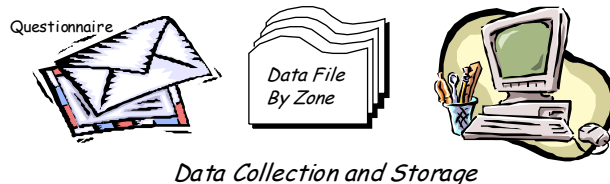
The data is collected through a *School Census* exercise, which aggregates it by district, division and national levels. The 2000 School Census data has been made available for this training program.

EMIS is the governing structure for identifying, collecting, storing and reporting results about the education system. An effective *EMIS* needs to:

1. Describe the education system accurately and when needed;
2. Support effective administration and delivery of educational services to schools;
3. Monitor attainment of goals and objectives across the educational system;
4. Monitor and evaluate the impacts of priority educational policies and programmes;
5. Support effective and efficient allocation of resources; and
6. Support improvement of teaching and learning at the school level.

These conditions are not always met by any *EMIS* around the world, but ideally if met, planning *decision-making* will be greatly enhanced. *EMIS* data collection ideally should array data around quantitative and qualitative indicators to be really useful to evaluate school effectiveness, count resources and provide other information to assess needs and develop plans to meet those needs. To do this, the planner must understand the difference between *raw data* and an *educational indicator*. Raw data is basic information that exists at a location in whatever format the collector wishes to use. Attendance is a good example. At one school, attendance may be taken for morning and afternoon sessions separately while another school treats attendance as a single day. Raw data exist as it appears at its source, while educational indicator has to be consistent across data sources in order to make a sound and more efficient analysis.

C. Analytical Tools

Before developing a District Education Plan (DEP) the planner must diagnose what are the needs and problems in the area for which planning is to be done. In other words, what is the situation or condition of the schools within the districts and zones. Malawi has an expanding database of education and socio-economic data to use in making an analysis or diagnosis of its conditions. Currently, the situational diagnosis can be supported by a number of descriptive and analytical tools that are briefly described below and will be applied in UNIT III. The tools include maps, socio-economic profiles, school performance indicators obtained from school census data. The data for these tools comes from the EMIS, the National Statistical Office, school mapping projects, and, in some cases, from locally collected and stored data and information.

In the future it may be possible to integrate educational data into the *EMIS* with socio-economic, geographical and other infrastructure data found into multi-dimensional analyses and needs identification through sophisticated technologies. Malawi is moving in that direction with such integrative tools as the *GIS* technology described below. But, in the meantime, planners will need to bring together manually and in their minds the many factors to be analysed to assess needs and develop strategies to meet those needs. As you will see in the following material, this integrated analysis employs useful planning indicators to assist in interpreting needs and priorities, developing strategic plans, costing and budgeting a plan, setting of targets, devising implementation plans and monitoring and evaluating results (see Figure 1). This Unit will focus on the available data and how to use indicators in developing the DEP.

Figure 1. Integration of Data and Information Bases for Planning
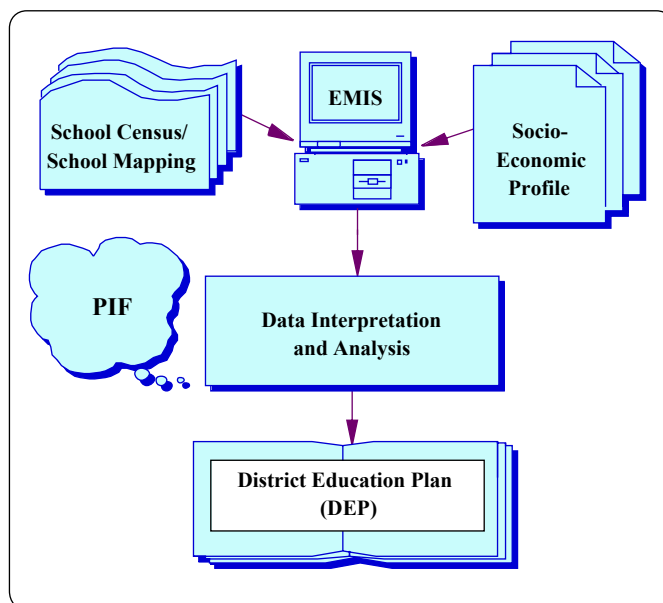
School Mapping

School mapping is an integral part of micro-planning, whether it is done through a technically advanced system like the Geographic Information System (GIS), manually or in the form of data and information which describe the area for which planning is to be conducted. Human and physical resources end up in a school, which has a geographic location, so the micro-planning for the distribution of available resources is fundamentally a micro-planning mapping problem. The mapping includes the determination of the location of highest priority needs, the development of geographically and demographically targeted strategies, the targeted distribution of resources and the monitoring of achievements.

Malawi is in the process now of developing digitised (computerised) maps to cover the geographic and topological features of the country upon which overlays of a wide range of physical, demographic and socio-economic data can be put. The GIS technology creates computerised maps by taking tabular data with geographic locations attached to each data item and plots such information within a geographic boundary determined by the user. These maps could be a powerful planning tool, because complicated and multi-dimensional needs analyses and strategy development can be simplified greatly.

How does school mapping work? As a first step, the location of each kind and level of schools are plotted for the nation as a whole and within divisions, districts and if possible, by zones. This information then may be combined through transparent overlays with such things, if the information is available, the distribution of school-age children. Such a graphic will show immediately and visually where there are under-served populations of children in a district or among zones. This is only a first level diagnosis of the provision for schools.

As an example of how GIS or a manually produced map can work, community leaders in a district may believe that a new school needs to be built in a certain location. A GIS map showing the distribution of schools within the zone or district would show initially the wisdom or lack of it for such a decision. If the proposed school site is in an already well served area, the map will show that, but if it shows otherwise, the map provides some very persuasive information as to why the proposed location should be considered elsewhere.

Even without sophisticated and advanced GIS technology, divisions and districts have for a long time and currently produce maps manually to show the location of schools, roads, bridges, power lines, businesses, industry and land use. Although such mapping is not easy to do, not consistent across all districts, and often is not at zone level, there is a growing understanding that mapping in planning is an invaluable tool in making micro-planning decisions as to the distribution of human and physical resources across and among zones, districts, divisions and/or nationally.

Socio-Economic Profiles

Schools must function within a community environment and conditions and respond to them to be effective. The school itself has its own environment and conditions which affect planning and management. District *Socio-Economic Profiles* provide a picture of the surrounding area served by the schools. Such *Profiles* include:

- General geographic features
- Population or demographic data, showing distributions by age and gender
- Employment patterns and opportunities
- Agriculture and Forestry activity
- Commerce and Industry activity
- Health conditions, major health problems, life expectancy, etc.
- Water supply
- Sanitary conditions
- Identified Development Issues
- Developmental Potentials

Although descriptive, the *Profiles* must be used in a wide range of planning decision-making. The Profiles explains the relationship of school development to the surrounding environment and conditions. For instance, the development of curriculum options for students may be very different in an area that is rural and heavily agricultural versus one where commerce and industry are dominant factors in the economy. The development of schools and planning for growth may be heavily influenced by the projected growth of student populations in areas where infant mortality is especially high.

As will be seen in Unit III, the development of a *District Profile* is a vital and required planning step and becomes itself an analytical tool in developing a District Education Plan (DEP). Ideally, the planners and decision makers must know the internal and external environmental condition in which each school is to function and develop in order to make plans realistic and effective.

Descriptive and Performance Measures and Indicators

The *EMIS* provides a wealth of *raw data* about schools in divisions and district. The *raw data* can be overwhelming and not as useful as it should be in making planning and management decisions. Once *EMIS* data is collected and stored, it must be converted to information that is ready for interpretation and decision-making. In other words, it must be converted into an *analytical tool* and usually into an *indicator*. The conversion process usually consists of two important steps:

(1) the mathematical conversion of *raw data* into *performance indicators*; and
(2) the interpretation of *performance indicators* for policy use and project development.

Figure 2. The conversion process of data
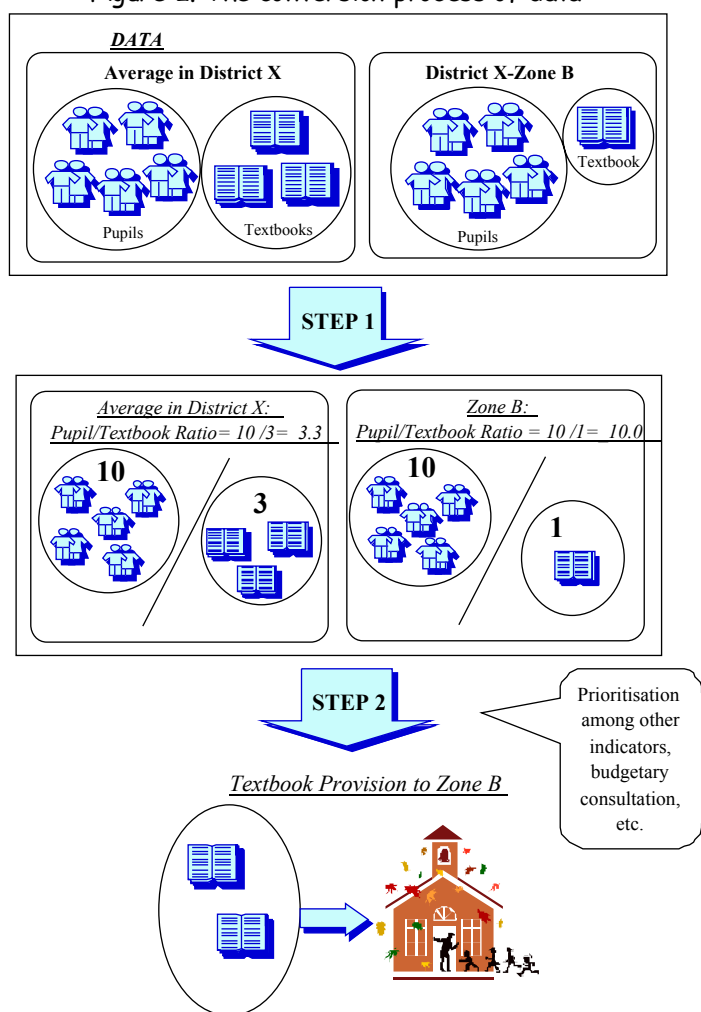
An important agenda for the micro-planning training is that participants understand the data management and analysis required to translate the data to the type of information and

reports they will find useful. In any data analysis, it is important to choose the *unit of analysis*. Our *unit of analysis* for the micro-planning will be the district and, if possible, the zone.

Although there is an upcoming *EMIS* with data on schools at all levels of the system, local zone, district offices collect similar and supplementary data and information needed in decentralised planning *decision-making*. *EMIS* data, wherever collected and stored, can be managed and manipulated to create useful *analytical tools* usually in the form of data arrays, tabulations and graphics. These data displays help planners identify needs, establish goals, objectives and targets, set priorities, devise development strategies and programs, institute implementation programs and monitor and evaluate progress. The *EMIS* data can be further managed and translated into a set of *performance indicators*. These *performance indicators* take the raw data and calculate measures or indices, in the form of percentages, ratios, mean averages, medians and other normative measures to link between goals/objectives and indicators.

These calculations of *EMIS* data yield *performance indicators* that can relate to many of the PIF Policy Objectives of **access, equity, quality, relevance, management, planning and finance.** There are many indicators which are quantifiable or can be put in numerical indices relating to the above PIF policy objectives. There are other indicators that have special local utility at district and zone levels, which may or may not be found in the PIF document.

Most of the planning *performance indicators* relating to *Access, Equity, and Quality* can be generated now by Division and District Personnel through the *EMIS*. Some indicators, such as *GER, NER, Age-specific Admission Rates*, require disaggregated population data from *NSO*. *Daily attendance rates,* teacher turn over rates, characteristics of teacher education programs, and the specifics of school building conditions, and *school mapping* information may not yet or always be available. However, these indicators may be calculated using locally collected data and information or from other related projects.

Data and information relating to measures of relevance are generally not quantifiable, but nevertheless are extremely important aspects of planning, as they involve assessments made, perhaps locally, of the relevance of curriculum to improvements in teaching and learning. Tracer studies conducted locally can be very helpful in developing indicators as to the relevance of education in preparing pupils for jobs or further education, but they are not yet being conducted.

Many indicators, such as those relating to management and planning are generally not quantified, but may still be analysed through more subjective analyses of records, surveys and other information collection activities. Finance data and information is available primarily at national level, but as the indicators below show, there is useful financial information, especially local sources of income, which can be generated locally.

The list of potentially useful planning indicators below is not all inclusive, but may include the indicators listed in the following tables. At present, those developing their district

plans will have to determine which indicators fit their plans and be prepared to access *EMIS* information and other databases, such as *NSO*, to make numeric calculations.

◈ PIF Policy Objectives Framework – ACCESS ◈

	Potential Useful Indicators *by District, Zone and Standard,* *where possible or needed*	*NOTES*
1.	Gross Enrolment Ratio (GER)	See explanation that follows table. School age population, which is not normally available, is necessary to calculate the GER and NER.
2.	Net Enrolment Ratio (NER)	See explanation that follows table.
3.	Apparent Admission Rate	See explanation that follows table. Age specific population data can be projected from NSO data.
4.	Age-Specific Admission Rate	See explanation that follows table. Age specific population data can be projected from NSO data.
5.	Number of Schools, by District & Zone	Raw data found in EMIS database and eventually will be plotted on GIS maps.
6.	Daily Attendance Average	Raw data is generally at school level and could be generated for zones and districts. Formula: $$\frac{\text{Accumulated Number of Attendees}}{\text{Number of School Days}} = \text{Average}$$
7.	Transfer in/out Percentage	Raw data found in EMIS and could be calculated by zone and district. Formula: $$\frac{\text{Transfers in}}{\text{Total Enrolment}} = \text{\% of Enrolment Transfers In}$$ $$\frac{\text{Transfers out}}{\text{Total Enrolment}} = \text{\% of Enrolment Transfers Out}$$
8.	Dropout Rate	There is raw data in EMIS that provides a surrogate or crude substitute for this measure. It is calculated by subtracting the number of students enrolled in the previous year's standard from the number enrolled in the present year's standard and then calculating a percentage difference. Formula: Number Pupils in Standard 1 Year 2000 Minus Number Pupils in Standard 2 Year 2001 Equals Number Dropouts = % Divided by Number Pupils in Standard 1 Year 2000 There is no way to know at present whether the enrolees are the same students in standards. The current EMIS does not have this capacity to track individual students and generate this indicator.
9.	Accessibility	Distance, geographical features, etc.

◈ PIF Policy Objectives Framework – EQUITY ◈

	Potential Useful Indicators *by type or level of school, gender, zones, districts, urban/rural and special needs*	NOTES
1.	GER, NER, Admissions Rates	See explanation which follows this table.
2.	Daily Attendance Average	See formula in Access above.
3.	Percentage of Pupils Enrolled	Raw data is found in EMIS and can be calculated by separating out categories to be identified (e.g. gender, school type, special needs students) by number and calculating a percent of the total. Formula: $\dfrac{\text{Number Girls}}{\text{Total Pupils}}$ = % Girls Subtract % of Girls from 100% = % Boys
4.	Promotion Rate	See explanation which follows this table.
5.	Repetition Rate	See explanation which follows this table.
6.	Transfer In & Out Percent	See note and formula in Access above.
7.	Dropout Rates	See note above under Access for dropout.
8.	Qualified Teacher Percentage	Raw data found in EMIS and can be calculated. Formula: $\dfrac{\text{Number of Qualified Teachers}}{\text{Number of Total Teachers}}$ = % Qualified Subtract % Qualified from Total = % Unqualified
9.	Nat'l Exam Pass Percent	% passed found in EMIS. Will be available at workshop.
10.	Pupil Latrines/WC Ratio by sex	Raw data found in EMIS and can be calculated. Formula: $\dfrac{\text{Number of Girls}}{\text{Number of Latrine/WC for Girls}}$ = Number of Girls per Latrines/WC for Girls Ratio

◈ PIF Policy Objectives Framework – QUALITY ◈

	Potential Useful Indicators	NOTES
1.	Nat'l Exam Pass Percent	% found in EMIS.
2.	Average Daily Attendance	See formula above under equity. Raw data found at school level and could be calculated at zone and district level if useful.
3.	Qualified Teacher Percentage	See formula above under Equity. Raw data found in EMIS and can be calculated.
4.	Pupil/Qualified Teacher Ratio	Raw data found in EMIS and can be calculated. Formula: $\dfrac{\text{Number of Pupils}}{\text{Number of Qualified Teachers}}$ = Number of Pupils per Qualified Teacher Ratio
5.	Repetition and Drop-out Rates	See explanation for *repetition* and *promotion* rates that follows this table. A *dropout* indicator is explained under Access above and formula provided.
6.	Survival percentage/ Rate to Standard 8	Raw data found in EMIS and can be crudely calculated in the same way as calculating a dropout rate, but ideally the rate should be calculated through a tracking of the same students from year to year to determine how many "survive" to graduation.

7.	Pupils per Classroom	Raw data found in EMIS and can be calculated. Formula: $$\frac{\text{Number of Pupils}}{\text{Number of Classrooms}} = \text{Pupils per Classroom}$$
8.	Latrines/WC per Pupil	Raw data found in EMIS and can be calculated. Formula: $$\frac{\text{Number of Pupils}}{\text{Number of Latrines/WC}} = \text{Number of pupils per Latrine/WC Ratio.}$$
9.	Percentage of Schools with Safe Water	Found in School Census.
10.	Percentage of Schools with Electricity	Raw data not found in School Census, but may be available at district and division offices, where percentage calculation could be made. GIS maps may eventually have such information, but currently not available for planning. $$\frac{\text{Number of Schools with Electricity}}{\text{Number of Schools}} = \%$$
11.	Pupils per Desk	Raw data found in EMIS and can be calculated. Formula: $$\frac{\text{Number of Pupils}}{\text{Number of Desks}} = \text{Pupils per Desk}$$
12.	Pupils per Bench/Form	Available in raw data form at this time in EMIS, however, reported as both chairs and benches. Formula: $$\frac{\text{Number of Pupils}}{\text{Number of Benches/Forms}} = \text{Pupils per chair}$$
13.	Pupils per English, Chicewa, and Maths Textbook	Raw data found in EMIS and can be calculated. Formula: $$\frac{\text{Number of Pupils}}{\text{Number of Eng. Textbooks}} = \text{Pupils per Eng. Textbook}$$
14.	Secondary schools with Libraries, library books available and library usage by pupils	Raw data found in EMIS and can be calculated. These data are descriptive raw data.
15.	PEA and Supervisor Visits to Schools	Data may be available at district and division offices and may be recorded and analysed.

✦ PIF Policy Objectives Framework – RELEVANCE ✦

	Potential Useful Indicators	NOTES
1.	Curriculum Development	No numeric indicators at present time, however, analysis can be made of courses that are locally relevant being offered which are outside the required national core. Can use district socio-economic profile to assess extent to which courses and content use local illustration and/or are sensitive to local needs for graduates, especially secondary school graduates.
2.	Job Placement and Further Education Percentages after Graduation	Raw data currently not available, but may be a future indicator requiring local and national data collection and analysis by tracking students following graduation to see what happens to them in seeking and finding jobs or being successful in further education.

❖ PIF Policy Objectives Framework – MANAGEMENT ❖

	Potential Useful Indicators	NOTES
1.	Percentage of Active School Committees	Raw data found in EMIS. PIF has a goal of their being 100% of the schools function with a school committee.
2.	Regularity of Parent Teacher Association Meetings	Data and information on state of PTA (none, active, or inactive) found in EMIS. Schools would have to keep records as to the number of meetings in a school year.
3.	Presence of fully functioning records system	After establishing criteria for a fully functioning records system, data and information could be collected at school level and summarised for zone and district. Could calculate a percentage of schools meeting criteria. Number Schools Meeting Criteria = % Meeting Criteria Number of Schools
4.	Accountability Reports on Resource Usage and monitoring	These reports at district and division offices that may reveal local needs and problems can be used as a source of information for needs analysis and planning.

❖ PIF Policy Objectives Framework – PLANNING ❖

	Potential Useful Indicators	NOTES
1.	School Maps	The MoEST and international development partners are in the process of developing GIS maps.

2.	Teacher retirement schedules by zone and district	A profile of teacher ages and years of service will reflect the extent to which retirements can be anticipated, creating positions to be filled during planning period. Such data is available from MoEST at national level, broken down by districts. Percentages can be calculated for each age bracket. Example:
		      Bracket 1 - 20-35 = N
		      Bracket 2 36-50 = N
		      Bracket 3 50-55 = N
		       Total N = 100%
		              Bracket 1 = % in Bracket 1
		              Total N
		Same for Brackets 2 and 3 to get % for each bracket.

3.	EMIS Capacity in Each District	PIF objective that is in on-going process. Currently no data to support an indicator.

❖ PIF Policy Objectives Framework – FINANCING ❖

	Potential Useful Indicators	*NOTES*
1.	Sources of local income for educational development and support by amount and percentages by source	Data can be collected at school, district and division levels and summarised annually and used in costing and budgeting estimates. Such data may be available at school and district levels currently.
2.	Recurrent and Development Expenditure by Level and Category by zone and district	The indicator could demonstrate the current financial situation in the concerned location and will be useful for making future budgeting strategy. Data can be collected and summarised locally.
3.	Average Teaching Staff Salaries by Grade, district and zone	This indicator may not be useful as salaries are set within a civil service system. The data may only show the extent to which there are districts with more teachers with longer lengths of service as salaries are directly related to length of service and ranks. $$\frac{\text{Total Salaries Paid}}{\text{Number of Teachers}} = \text{Average Salary}$$

Calculation of Enrolment, Admission Promotion, Repetition, and Dropout Rates

As is apparent from the extensive list of indicators above, many of the indicators will be difficult to calculate without reliable data and information. Of special value are indicators relating to *enrolment, admission, promotion, repetition and dropout rates* as they indicate the extent to which districts, zones and schools are reaching surrounding students in a catchment area. The extent to which the school system is providing education to those who need it is an automatically high consideration in planning the uses of educational resources. Measures of *coverage,* the extent of educational provision, and *internal efficiency,* how efficiently students pass up and through the system are key concepts and measures that are explained below in detail to assist planners in using them in developing the DEP.

Coverage or Access and Equity related to *enrolment rate, admission rate and transition rate* is of special concern for planners in the first steps of diagnosis.

Coverage

Providing access to good quality education at the local level is the main concern of local education planning. To do this, a diagnosis of the existing educational situation in the district is the first step. The preliminary steps are those associated with the determination of how many pupils, teachers, buildings, furniture, and materials as well as how schools are located using the *school mapping* information. *Coverage* can then be gauged using established norms and standards. Some of the indicators used in measuring the level of educational access include: *enrolment rate, admission rate* and *transition rate.*

Enrolment Rate

The enrolment rate is the number of enrolled children in school expressed as a proportion of the number of eligible children in the population of the area. It is usually expressed as a percentage rate. Enrolment rates are by far the most commonly used indexes of quantitative educational development. They measure the participation of the population in education. They also allow an easy comparison of educational situation by division, district and zone and thereby enabling the identification of areas needing attention.

Most commonly used types of enrolment rates are:
- *Gross Enrolment Ratio (GER);* and
- *Net Enrolment Ratio (NER).*

(1) Gross Enrolment Ratio

GER is calculated by dividing the total enrolment in a given level by the age group corresponding to the official age for the level (6-13 for example in the case of primary education). *GER* is therefore expressed as:

$$\frac{\text{Total Primary Enrolment} \times 100}{\text{6-13 age group}}$$

(2) Net Enrolment Ratio

NER takes only pupils of the official age for the level of education concerned. In Malawi, this means that *NER* is calculated on the basis of the following formula:

$$\frac{\text{Pupils aged 6-13} \times 100}{\text{6-13 age group}}$$

The *NER* is a proportion of children aged 6-13 who are actually in school. Note that this excludes the under aged and the over-aged pupils. *GER* therefore tends to over-estimate the size of the enrolment (especially where *repetition* is high) and *NER* tends to underestimate it. Another commonly used indicator is the age-specific enrolment ratio, which is done for each age-group of pupils.

Figure 3. Concept of GER and NER
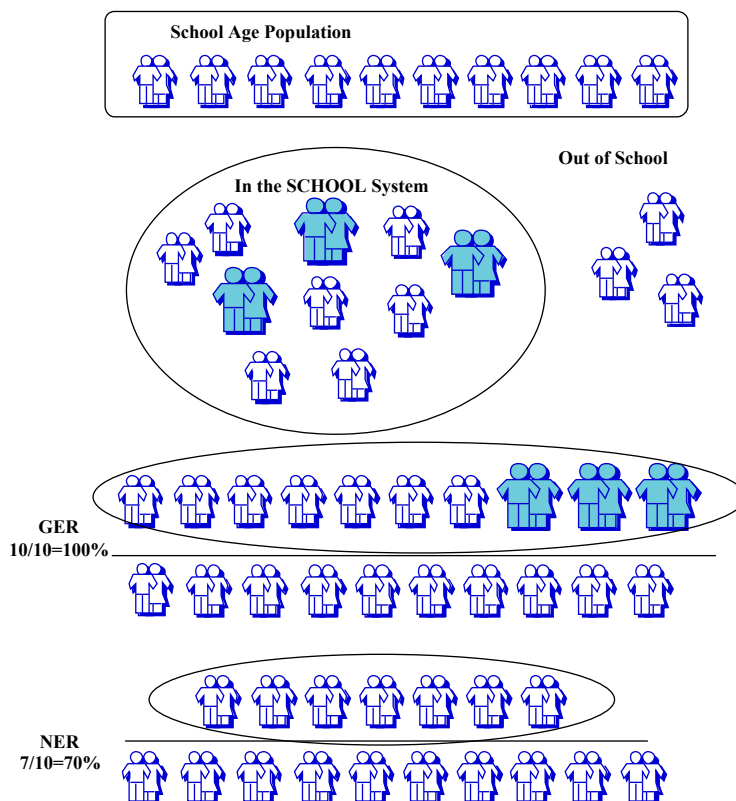
Admission Rate

Because of both early and late entry, pupils' ages in a particular standard may not correspond to the official admission age. For this reason, two types of *admission rates*, *apparent* and *age-specific admission rates* are distinguished to assess the extent to which the system is admitting pupils.

(1) Apparent Admission Rate

This is obtained by dividing the total of all children entering a level by the official entry age group. *Apparent admission rate* is thus:

$$\frac{\text{New Entries} \times 100}{\text{6 year age group}}$$

(2) Age-specific Admission Rate

The age –specific *admission rate* gives a more exact idea of the entry. Here, distinctions are made among entries according to the children's ages. The *admission rate* for standard 1 with the official entry age of six would be:

$$\frac{\text{New 6 year old entries} \times 100}{\text{6-year age group}}$$

Age–specific *admission rates* greatly improve information on admission in that they clarify entry behaviour at different ages. In particular, they indicate the relative extent of early and late entry and give the extent to which children are starting school at the right age. However, a more elaborate *admission rate* that answers the question what is the real proportion of children born in a given year who ultimately enter school is the *cohort admission rate*. However, its calculation requires the availability of reliable data which is difficult to find.

Promotion, Repetition, and Dropout Rate

Research in Malawi has shown again and again that the main challenge to the achievement of Education for All (EFA) is the loss of opportunity in the lower standards where many of the pupils who show interest and start school but leave school prematurely. This points to the fact that the search for solutions to improving schooling in Malawi must begin with attempt to provide minimum levels of essential inputs in the various localities. Understanding of *internal efficiency* therefore helps the local managers to identify which schools function better and which ones do not. This is normally assessed through the calculation of *promotion, repetition* and *dropout rates*. These are briefly defined as follows:

(1) **Promotion rate** is the percent ratio between the number of pupils who enter standard N in the year t and the number of pupils in standard N-1 in year t-1.

(2) **Repetition rate** is the percentage ratio for a standard N, between the number of repeater for the year t and the enrolment in the year t-1

(3) **Dropout rate** is the percentage ratio for a standard N, between the number of pupils who *dropout* between year t-1 and year t and enrolment in year t-1.

These indicators give us information on how pupils pass through the school system. For example, the basic policy question would be: What happened to pupils who enrolled in standard one in 2000 or indeed in 1994 when free primary education was declared? Pupils in standard one in 2000 could have done one of the three: They could have been - promoted to standard two, repeated standard one or dropped out.

Thus enrolment in any one standard can be represented as:
- Promotees from lower grades of the previous year;
- Repeaters from the last year in the same standard; and
- New entrants if this is the first standard.

This can be presented by figure 4.

Figure 4. Concept of Promotion, Repetition, and Dropout.
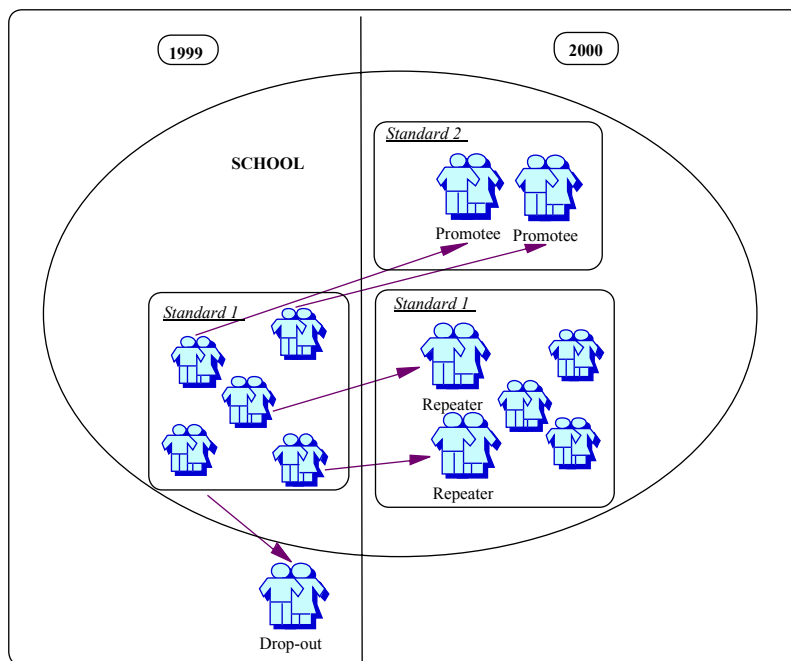
Ideally, when this information is represented by geographical zones, it is possible to identify the zones which have the least results from the point of view of the extent of *dropout* and *repetition*. Unfortunately, zonal data is not available now. These indicators however need to be treated with care because of transfers and between year *dropouts* which may distort the results especially for small units. However, the effects of transfers cancel out at the national level.

V   Recommended Readings

1. J. Sikes. **Annex N: Evaluation of the Education Management Information System in the Malawian Ministry of Education.** USAID, 1997 (Page 1-8).

2. B. Panth. **Final Trip Report: Malawian Primary School Census.** July 14, 2000 (Page 1-7).

3. F. Caillods. **IIEP Manual on School Mapping and Micro-Planning in Education, Paris.** IIEP, 1983 (Module I and II).

4. MoEST, **Annual Primary School Census Questionnaire 2000.**

5. J.P.G. Chimombo. **Preliminary Fact Finding Consultancy on Japanese Assistance to School Mapping and Micro-Planning in Malawi.** CERT, University of Malawi, 2000 (Page 35-60).

6. National Economic Council. **Profile of Poverty in Malawi, 1998.** (Page 1-39).

Notes

Unit III

Unit III: Formulating the District Education Plan

Micro-Planning Training Manual

The National School Mapping and Micro-Planning Project
MoEST OF MALAWI & JICA PROJECT TEAM

MoEST OF MALAWI & JICA PROJECT TEAM
Micro-Planning Training Manual

Micro-Planning Training Manual

Unit I: Introduction to Micro-Planning

Unit II: Data and Tools for Micro-Planning

Unit III: Formulating the District Education Plan

Table of Contents

I   Unit Overview in the Context of Malawi

U nder the decentralisation policy, each district will be expected to prepare *District Development Plan (DDP)* covering the major development sectors. Within the district, each sector, including education, will be expected to prepare its own plan, which would fit within the overall *DDP*. The *District Education Plan (DEP)* will be developed following widespread consultation with all the relevant district stakeholder groups.   Among those to be consulted during the plan development process are district education officials, teachers, parents, community leaders, representatives of NGOs, other sponsors of schools including church leaders and development partners.

In preparing the district plans, district education authorities are advised to refer to the national educational standards as spelt out in the **Education: Policy & Investment Framework (PIF)**.   The PIF defines the country's educational policies and outlines the Government's priority educational programmes for the period 2000 – 2012.

II Unit Objectives

- Develop a district socio-economic and education profile, including priority needs analysis;
- State *policy objectives*, *strategies*, indicators, *targets*, resources, costing, and budgeting;
- Develop an implementation schedule and *annual work plan*;
- Finalise a *District Education Plan (DEP)*; and
- Improve understanding of the *DEP cycle*.

III Key Terms

- Access
- Annual Work Plan
- District Development Plan (DDP)
- District Education Plan (DEP)
- DEP Cycle
- Equity
- Financing
- Management
- Monitoring and Evaluation
- Planning
- Policy objectives
- Priorities
- Quality
- Relevance
- Specific activities
- Stakeholders
- Strategies
- Targets/Target Group
- Time frame

IV Knowledge Content 📖

A Identifying Problems and Setting Priorities

Identifying Problems

The *objective* of any school mapping and micro-planning work is to establish an education programme, which will enable the projected demand for education to be met as equitably and efficiently as possible. The important initial stage in this work consists of making an inventory of what exists in the way of educational resources and of assessing how far the present educational services satisfy the objectives of the national educational policy. A proper analysis of the district educational situation therefore needs to be done in order to improve the planner's understanding of the degree of education provision. This way the main impending factors to effective provision of education can be isolated. Thus, the main aim of the diagnosis of the education situation is to enable us to identify the gaps and pit-falls, in other words, the needs in the system. These needs must be stated in order of priority. Among the key issues to be addressed are those related to:

- *Access* to educational opportunity (number of schools, location of schools, etc.);
- *Equity* of *access* by gender and across various regions, groups, etc;
- *Quality* issues such as qualified teachers, school facilities, teaching/learning materials;
- *Relevance* of education as reflected by the curriculum;
- *Management* focusing on issues such as functioning school committees and record-keeping at the school level, etc.;
- *Planning* focussing on capacity of data collection, analysis and use, etc.; and
- *Financing* around issues of generation of local and other resources, use of resources, etc.

Such a diagnosis should then pave the way for tasks that need to be accomplished in order to improve the delivery of educational services in the district.

The next step is the identification of *target groups* and/or areas that need to be the focus of attention if education provision is to improve. For example, it may be necessary to identify regions/districts/zones where non-participation is high, where dropout and repetition are high, where education facilities are inadequate or where illiteracy is high. The *target groups (beneficiaries)* may also include areas where girls' education is problematic or where because of the need for income generation, attendance rates are low and hence achievement is also low.

Two examples of different primary school learning conditions

Setting Priorities, Goals and Objectives

The essence of micro-planning is the undertaking of planning activities by local communities to develop their own resources and potential. While the district level education *targets* are expected to be in line with the national goals and constitutional directives, these are not firm blue prints. Plans need to be responsive to local needs. Planners are supposed to ensure that the principle of local adaptation is adhered to. For example, an analysis of the data on *equity* within a district may indicate the zone(s) where additional enrolment needs to be encouraged. A planner may then want to stipulate a policy that new places will only be allocated to areas with less than 70% Gross Enrolment Ratio (GER), for example.

The setting of *priorities* will thus have to balance between national policies and district realities. This requires the interpretation of the data analysis results to better understand what the data means. This understanding is normally aided by proper consultations with the appropriate audiences such as parents, teachers and educational officials. This then will enable planners to choose among the various alternative actions to be taken in the district such as:

- Reducing the extent of inter-district inequality ;
- Reducing the extent of inter- school inequality ;
- Reducing the extent of social inequality ;
- Extending *access* to the under-served areas;
- Reducing costs; and
- Reducing overcrowding in some existing schools.

It is the duty of planners to use this information when setting out *priorities* and *strategies*. This is essentially a balance between the reality on the ground as revealed by the analysis of the data with the *policy objectives* and *targets* as specified in the current **Education Sector: Policy and Investment Framework (PIF).** The choices made will come after a proper balancing of the forces for and against *effective* provision of education in the district. Obviously, the current levels of educational provision in Malawi mean that the making of choices to set the *priorities* and *strategies* will not be an easy task. While *access* to schools has improved, there is a range of other educational problems including those related to: quantity and *quality* of teachers; inadequately trained teachers; inadequacy of classrooms; inadequacy of teaching/ learning materials; and *relevance* of education to the everyday life of the majority of the people in the country and district. Thus, planners will have to be guided by a proper understanding of the district status and blend this with experience. A format for analysing *priorities* is presented in Table 1 on page 9.

Developing Strategies

In developing *strategies* to address identified *priorities*, it is important that representation of key players and *stakeholders* in the education sector is ensured. Such a *strategy* is not only a further step in re-assuring involvement of the communities and enhancing their empowerment, but is also a mechanism for facilitating their rightful feedback on the process in which they were initially involved. Thus, the *DEP* should be designed to act as a guide. Its content would have to be modified in light of zonal and school level concerns. Its preparation is supposed to invigorate a bottom-up relationship whereby the process of plan development is initiated by the district planners and elaborated upon by local leaders and *stakeholders*. In this way, the aspirations and *priorities* of the people at the grassroots level are taken into account. Ideally, there should be continuous consultations, and community involvement and interactions through workshops and seminars.

Further, in identifying the problems and devising the *strategies* for improvement, it is important to isolate those problems that fall under the various levels of responsibility. For example, if the problem is seen to be one of high birth rates, the MoEST will need to tackle

such a problem in collaboration with other appropriate authorities including those in related ministries such as health.

In developing *strategies* it is useful to specify programmes for the identified *target groups* on the one hand and for the area development on the other. It needs to be pointed out that the essence of micro-planning is to identify those *strategies* that will lead to the improvement of education at the local level. For example, a *strategy* for encouraging school attendance in poverty stricken district and/or zone may be the introduction of nutrition programs in schools such as mid-day meals and the provision of free exercise books and pencils. Also, if it were found to be true that girls tend to perform better when in girls' only schools, one *strategy* for improving their education would be the opening up of schools exclusively for girls. If the teaching of fishing for example will increase the *relevance* of education and improve school attendance, planners at the local level may then consider including this as an area of study in the curriculum. Or indeed if the problem is lack of appreciation of the importance of education as is the case in most parts of Malawi, this may call for the creation of awareness among communities and parents on the importance of education by organising sensitisation seminars and meetings. Second, if teaching methods are found to be discouraging to students, a long-term *strategy* may be the introduction of teacher training methods that equip teachers with teaching approaches that make teaching and the school environment more attractive to pupils.
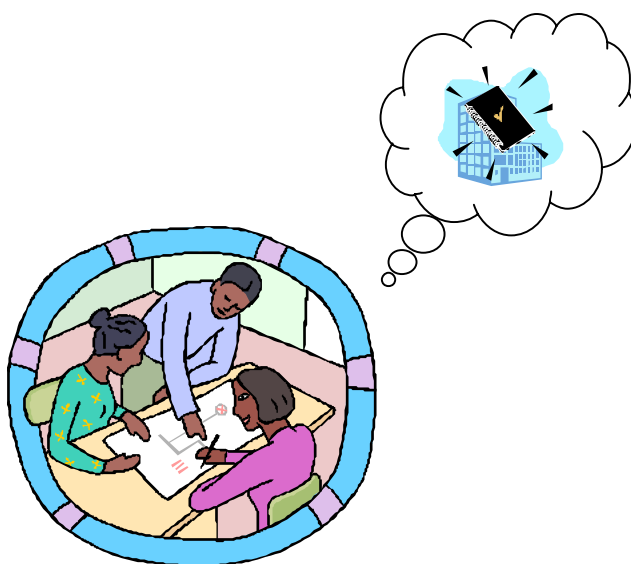
Developing Strategies

B. Writing the Plan

The *District Education Plan (DEP)* should contain the following chapters:

Contents of the District Education Plan (DEP)

I.   Introduction (maximum 1 page)
- Rationale for the DEP
- Role of Education in District Development

II.   District Socio-Economic and Education Profile (maximum 4 pages)
- Socio-Economic Conditions
- Education Provision
- Major Educational Achievements
- Key Educational Problems and Prioritisation
- Educational Resources and Finance

III.   Stating Policy Objectives, Strategies, Indicators, Targets, Resources, Costing and Budgeting
(maximum 4 pages excluding tables)
- Policy Objectives
- Strategies
- Indicators
- Targets
- Resources, Costing and Budgeting

IV.   Implementation Schedule (maximum 3 pages excluding tables)
- Implementation Schedule
- Administrative Structures
- Monitoring and Evaluation

The DEP will include two completed tables, namely, the District Education Plan (2002-2005) and Implementation Schedule. Based on these tables, District Education Offices will have to prepare the DEP Annual Work Plan for preparation of the fiscal budget and more detailed time frame for the activities related to specific strategies.

(1) Introduction

Rationale for the District Education Plan (DEP)

This chapter explains the reasons for having a *DEP* including the plan objectives. These will be more or less the same for all districts. The kick-off workshops for the National School Mapping and Micro-Planning *project* of 5 December and 17 September 2001, for example, identified some of the benefits of a DEP to be:

- Responsiveness to the government decentralisation policy;
- Provision of a tool for determining educational progress, challenges and failures; and
- Provision of a mechanism for identifying the most appropriate ways to source for funding as well as overall performance of district officials.

Some of the objectives of the plan could include the need for:

- Long-term *strategy* for the district education *programme*;
- Coordination of the various educational interventions so that limited resources are put to the best use; and
- Having in place an appropriate *monitoring and evaluation* system.

Role of Education in the Development of the District

This chapter should briefly describe the role of education in the development of the district. It should give an indication of the general district development challenges that education can address. For example, in Mangochi, among other policies a revised curriculum could *target* the development of tourism and the fishing industry. In Mchinji and Dedza, in addition to other areas, education could contribute to enhancing agricultural production through for example, increased attention to extension services. In Nsanje, education could among other aims, *target* the improvement of girls' participation in the economy. Note that these educational aims are not exclusive to particular districts. These general observations will be examined in more details during the planning processes outlined in Chapters 2-4.

(2) District Socio-Economic and Educational Profile

This section should cover the following topics: district socio-economic conditions; education provision in the district; major educational achievements; key educational problems; and resources available to the district education system.

Socio-Economic Conditions

This sub-section should include some brief description of the district's geographical location, demographic, economic, cultural and other relevant social issues. It is important to highlight the factors that impact upon education provision in the district. Below is an

example of how such a profile may look like. It is extracted from the first wrap up report of the MoEST/JICA project and is on Nkhata Bay district.

> ...Nkhata Bay district is one of the five districts in the Northern region and one of the seven education districts in the Northern education division. It has an estimated population of 191,910 distributed in an area covering 4,089 square km (1997). Agriculture is the predominant activity in the district where most of the people are deriving their livelihood as small-scale farmers. Commercial and industrial activities are dominated by retail trading with a share of 29 percent of the enterprises in the district. The district suffers from high-levels of poverty with the majority living below the poverty line. It also faces low accessibility to major social services, including education, health, transport, and post/telecommunications.

Depending on the amount of data available on the district, this section could be slightly longer than the example but may not exceed half a page. Trainees may refer to the district socio-economic and education profiles prepared through the micro-planning project and those by the Decentralisation Secretariat as well as other relevant government publications such as **The Integrated Household Survey** and the **Population and Housing Census** reports.

Education Provision

In this sub-section, there should be a brief description of the structure of the district education system covering the primary and secondary education sub-sectors. Basic data that needs to be provided here includes: numbers of schools/institutions by zone and type/sponsor, etc; enrolments by gender, zone, etc; teachers by gender and qualifications; teaching resources or materials; the *management* system; etc. This sub-section should also give some indication of how the district education system relates to supporting national institutions such as the Malawi National Examinations Board (MANEB) where necessary. The indicators in the EMIS and district profiles should be used as basic references to describe school conditions (Please refer to UNIT II).

Major Educational Achievements

Here there should be an explanation of the major educational strides made during the last decade from the points of view of the seven thematic areas stated in Unit II, namely: *access, equity, quality, relevance, management, planning* and *finance*. The point here is to show the extent to which there has been any progress with regard to increases in enrolments, reaching out to minority groups and remote geographical locations, improvement of the *quality* and *relevance* of education and improved *management* and *planning* capacity. With regard to *management*, for example, it may be useful to show the extent of community involvement in school *management* in addition to measures taken by respective education officials within the district.

Key Educational Problems and Prioritisation

Again based on the five main themes listed above, this sub-section should describe the key educational challenges facing the district. In the area of *access*, it should be made clear what the major obstacles (if any) to increased enrolments are and why. Similar issues should be raised with regard to *equity* (gender, location, etc), *quality* (adequacy of teachers, proportions of qualified versus unqualified teachers, physical facilities situation, etc), *relevance* (what has hampered the localisation of curriculum, etc) and *management* and *planning* (why are local communities not so bothered about involvement in school business, what are the major discipline problems, etc). In writing this section, it will be important to justify the problems identified by using concrete data and information, preferably drawn from the EMIS and other indicators found in UNIT II.

The problems identified should be prioritised according to those needing the most attention and resources. One way of doing prioritisation is to identify the gap between a concerned district and the PIF goals as well as national or regional averages. Such a method could be applied to the analysis related to the setting of priorities within the district. Table 1 provides an example of a format for analysing and setting *priorities*.

Table 1. Format for Analysing Priorities

a. Inter-District Analysis

Key Problems	Indicators	PIF Goal	National/Regional Average	Gap	
				PIF-District	Average-District
Primary Education					
1. Girls' enrolment is low.	Boys' NER minus girls' NER is 25%.	0%	10%	-25%	-15%
2. There aren't sufficient classrooms.	Pupil/classroom ratio is 90:1	80:1	119:1	-10	29
3.					
4.					

b. Intra-District Analysis

Key Problems	Indicators	PIF Goal	District Average	Gap	
				PIF-Zone	Average-Zone
Primary Education					
1. Girls' enrolment is low.	Boys' NER minus girls' NER by zone is Zone x: 10% Zone y: 25% Zone z: 5%	0%	10%	Zone x: -10% Zone y: -25% Zone z: -5%	Zone x: 0% Zone y: -15% Zone z: 5%
2. There aren't sufficient classrooms.	Pupil/Classroom ratio by zone is Zone x: 110:1 Zone y: 80:1 Zone z: 130:1	80:1	119:1	Zone x: -30 Zone y: 0 Zone z: -50	Zone x: 9 Zone y: 39 Zone z: -11
3.					

Educational Resources and Finance

In this sub-section, there should be a brief indication of what human and physical resources are currently available and possible resources to address the key problems identified above. The major sources of support for educational resources with indicative figures, where possible, should also be given. In addition to government, who else supports the district education system? How are available resources used? What are some of the main financial difficulties experienced by the districts in their education programmes?

(3) Stating Policy Objectives, Strategies, Indicators, Targets and Resource Needs

Having identified the key obstacles in the way of the development of the district education system, the next stage is to explain how some of these constraints may be alleviated. It is important to note that the planning duration should be a three-year period to be in line with the *District Development Plan (DDP)*.

The *District Education Plan (DEP)* will be summarised in Table 2 to which the following sub-sections will all relate.

Policy Objectives

Here the plan will indicate the key policies to be pursued in priority order with regard to the key problems identified for attention. These *policy objectives* will closely tie to those identified nationally through the PIF under *access, equity, quality, relevance, management, planning* and *financing* but may be more detailed with regard to specific district realities. For example, with regard to primary education *access*, a possible *policy objective* may relate to the expansion of basic education opportunity as follows.

- The district assembly shall aim at promoting equal *access* of all children of relevant primary school age to *quality* primary education in underserved zones.

Strategies

Having stated the policy objective, the next stage is to indicate the *strategies* (measures) needed to achieve them as well as some indicative *targets*. For example, some of the *strategies* related to the policy of expanded *access* may include:

- Social and community awareness campaigns;
- Building more schools/classrooms where they are needed; and
- Improving, renovating and maintaining existing schools.

Specific Activities

Specific activities are to show how to achieve each *strategy* in chronological order. For example, under "social and community awareness campaigns," relevant activities may include;

- Prepare materials for community awareness campaigns;
- Give guidance to all teachers on community awareness campaigns;
- Identify community organisations or NGOs to execute the campaigns with the Local Assembly; and
- Conduct community awareness campaigns.

Indicators

Here the plan would specify the pointers to be used in gauging the extent to which the stated *targets* are being met. Indicators should be decided for each *strategy* and should be verifiable by the available data source. In the case of increased *access/equity*, they may include:

- Number of classrooms built;
- Gross enrolment ratio;
- Pupil: classroom ratio; and
- Female enrolment ratio.

Targets

The *targets* would then give some idea on the numbers of say classrooms to be built or renovated duirng three years as follows:

- XXX number of classrooms will be built per year, for a total of XXX by year XXX; and
- XXX number of schools will be improved, renovated and maintained in order to move from the current XXX pupil per permanent classroom ratio of XXX to XXX in XXX.

Costing and Budgeting

Many of the *strategies* identified for implementation will have human, physical and financial resource implications. It is therefore necessary to indicate the types of funding for those *strategies* that require financial inputs. The costing and budgeting part of the plan will identify the human, physical and financial inputs required for each activity as well as the funding sources, both national, local and others.

This part of the plan will conform to the MoEST activity budgeting and costing procedures and formats, which will be part of this training. If there are programmes for which no funding is required, it is important to state so. The *priorities* that are set have to take into account fiscal constraints. It will also be necessary to translate the identified programmes into actual projects for central and local level authorities and other partners.

Financing the DEP

Although financial decentralisation is yet to be realised in Malawi, the government and donor development partners have developed some decentralised *financing* schemes. They include the District Development Fund, Malawi Social Action Fund (MASAF) and EU's Micro-Project. These funds are mostly used for classroom construction. In addition to the funds provided through the central government, there would be need to explore other *financing* possibilities, as district funds will obviously be limited. These other local resources may include NGOs, religious organisations, local politicians, entrepreneurs and parents. Contributing towards the realisation of the plan goals could also be in the form of labour inputs and these may need to be specified. Having identified the various sources of support, it is then necessary to agree on a mechanism for coordinating these various efforts. This will reduce the likelihood of a duplication of efforts, inefficient use and/or overstretching of limited resources.

Table 2 is a schematic representation of the *DEP* format, which emphasises the relationship between *policy objectives*, *strategies*, indicators and *targets*. It is extracted from the PIF Investment Framework.

Costing

Table 2: District Education Plan (Period: 2002-2005): (Total Budget) MK

Policy Objectives	Strategies (in order of priority)	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
1. Equal access to primary education for children of primary school age	1.1 Social awareness campaigns	1.1.1 Prepare materials for community awareness campaigns. 1.1.2 Give guidance to all teachers on community awareness campaigns. 1.1.3 Identify community organisations or NGOs to execute the campaigns with the Local Assembly. 1.1.4 Conduct community awareness campaigns.	- No. campaign meetings - NER	70 meetings 65 %	- Fuel for DEO and PEAs - Campaign materials	300,000 7,000	✓	✓	
	1.2 Building more schools/class -rooms where they are needed	1.2.1 1.2.2 1.2.3	- Number of schools and classrooms built - Pupil/ classroom ratio						
	1.3 Improving, renovating and maintaining existing schools	1.3.1 1.3.2 1.3.3							
2.	2.1								

C.   Implementing the Plan

Implementation Schedule

The *District Education Plan (DEP)* can only lead to concrete results if it is implemented in accordance with a clearly spelt out implementation plan. In view of the MoEST move towards a three-year Medium Term Expenditure Framework (MTEF) as the basis for developing operational *strategies* for implementing the PIF from a *financing* perspective, implementation plans will need to consider this three-year cycle in the budgetary process (see Box 1 and Figure 1 on page 16). The review of progress on the *DEP* will involve annual reviews of the district budget in relation to *targets* and indicators of progress towards *access*, *equity*, *quality*, *relevance*, improved *management* and *planning*.

The implementation plan to be outlined in Table 3 will need to include:
- The *strategies* identified as *priorities*;
- *Target group (Beneficiaries);*
- *Specific activities;*
- *Time frame* for each activity;
- Measurable indicators;
- *Outputs;*
- Department/officials responsible for implementation; and
- *Monitoring and Evaluation* activities.

Administrative Structures

In addition to financial considerations, it is necessary to specify the administrative structures that shall be responsible for the various aspects of plan implementation. For example, there are responsibilities that are best taken by the PEA, school heads or PTAs, etc. If these are spelt out from the beginning, it will help when it comes to identifying strengths and weaknesses with regard to plan implementation as well as the required follow-up action.

Monitoring and Evaluation

Successful implementation of the district plan will depend on the establishment of an *effective monitoring and evaluation strategy* which allows for a determination of the extent to which set *targets* are being reached as well as for identifying and addressing problems and adjusting plans and *targets* in a timely fashion. In this connection, it will therefore be necessary to organise regular consultations with the key *stakeholder* groups. Much of the *monitoring* work may have to be left to a district plan *evaluation* committee comprised of the DEO, the Coordinating PEA and representatives of key stakeholder groups. Among other indicators, this committee will monitor progress against the following specific indicators related to *access*, *equity*, *quality*, *relevance*, *management*, *planning* and *finance* as spelt out in the plan. The annual census data may provide a quick way for gauging progress or lack of it with regard to specific indicators. Districts may also commission studies to assess specific plan *targets*. The results of the annual *evaluations* shall be used to guide

modifications to the *DEP's targets* and *strategies* as well as of budget allocations for the following year.   Plans will specify the indicators to be used in evaluating progress towards the set goals.

Table 3 summarises the format of a recommended implementation schedule.

DEP Annual Work Plan
Once an implementation schedule is in place, the next stage is to clarify the annual budget for the relevant activities, in order to take the required action more easily. Developing a *DEP annual work plan* as shown in Table 4 could help in making such clarification.

The *DEP annual work plan* will need to include:
* Implementation *strategies* in order of priority;
* *Target group (Beneficieries);*
* *Specific activities;*
* *Department/officials* responsible for implementation;
* Human and physical *resources;*
* *Costs;*
* Funding *source;* and
* *Time frame* (Quarter).

Discussing Implementation Plan

Box 1. The Budget Process/MTEF Process

Why Medium-Term Expenditure Framework (MTEF)?: In 1995 Malawi introduced MTEF as a new approach for conducting the budget process by addressing budgeting problems identified in the 1990 public expenditure review. One problem with the previous system was its failure to link the development plan to the recurrent budget. Thus, while the development budget was generally prepared within a policy and strategic framework, the recurrent budget was prepared on an incremental basis, which resulted in a bias in favour of development expenditure and a shortfall in recurrent expenditure.

MTEF Objectives: MTEF therefore aims at bringing together policy and programme planning and budgeting on a three-year rolling basis. Budgeting under this MTEF objective is to move from a centralised inventory of inputs on an incremental basis, to an output-focused approach based on the costing of priority activities and projections of available resources. To ensure comprehensiveness and sustainability, MTEF further aims at the integration of the recurrent and development budgets.

MTEF involves the macro-level projection of resources for three years and is based on the expectation that costs are to be estimated at the activity level. At the sectoral level, ministries are required to become more strategic in their planning through the development of policies, strategies, targets, and indicators over the medium term. These are then prioritised according to programmes, sub-programmes and activities.

The Budget Process/MTEF Process with Public Expenditure Management Cycle: In attempting to understand why the budget process is not working as it should, it is important to take account of both budget preparation and implementation. This places the budget preparation process within a wider public expenditure management cycle, which captures the policy, planning, budgeting, execution, accounting & monitoring and reporting & audit processes as shown below. The effective interaction of these processes is necessary for improved budgetary outcomes. A weak link in the cycle is likely to undermine all the other components.

Figure 1. The Budget Process/MTEF Process (Public Expenditure Management Cycle)
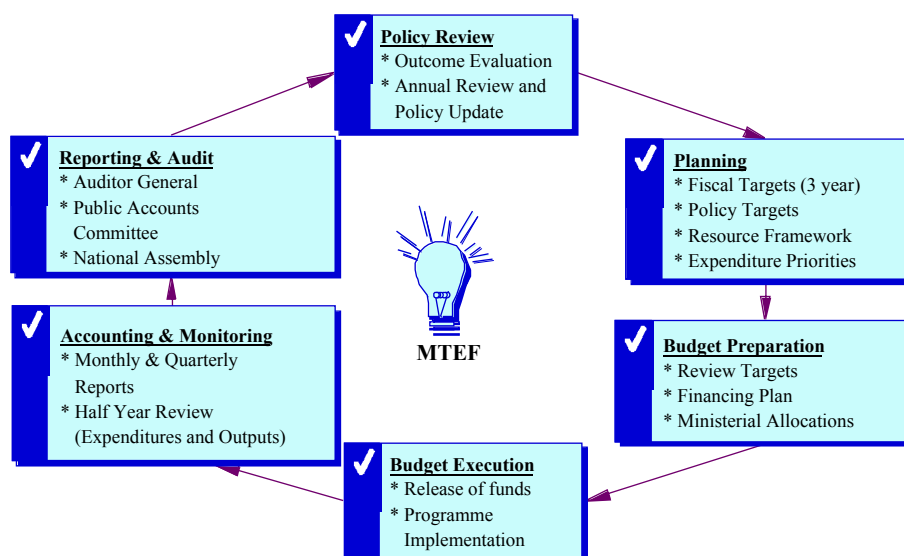
Source: Ministry of Finance and Economic Planning (2000), MTEF Phase Two-Consolidation and Revitalisation: Overview of Plan of Action.

Table 3: Proposed Format for the DEP Implementation Schedule

Implementation Strategies in Order of Priority	Target Group (beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		'02/04	'03/04	'04/05	Implementer	Manager	
1.1. Social awareness campaigns	Local community/pupils	No. of campaign meetings NER	10 55%	30 60%	30 65%	1.1.1 Prepare materials for community awareness campaigns. 1.1.2 Give guidance to all teachers on community awareness campaigns 1.1.3 Identify community organisations or NGOs to execute the campaigns with the Local Assembly. 1.1.4 Conduct community awareness campaigns.				PEAs PEAs PEAs NGOs/ Teachers	DEO DEO DEO PEAs	PEAs report to DEO after meetings in their respective zones.
1.2						1.2.1 1.2.2 1.2.3 1.2.4						
1.3						1.3.1 1.3.2 1.3.3						
2.1.						2.1.1 2.1.2 2.1.3						
2.2						2.3.1 2.3.2 2.3.3						

Table 4: Proposed Format for the DEP Annual Work Plan

Implementation Strategies in Order of Priority	Target Group (Beneficieries)	Specific Activities	Responsible Department/Official		TimeFrame (Quarter)				Human and Physical Resources	Costs		Funding Source
			Implementer	Manager	Q1	Q2	Q3	Q4		Re-current	Develop-ment	
1-1		1.1.1										
		1.1.2										
		1.1.3										
1-2.		1.2.1										
		1.2.2										
		1.2.3										
1-3.		1.3.1										
		1.3.2										
		1.3.3										

D. DEP Cycle

Flow of Planning and Budgeting for the District Educatino Plan (DEP)

The purpose of this section is to further explain the *DEP cycle* (see UNIT I) in order to improve its sustainable *management*. As illustrated in Figure 2, the *DEP planning cycle* should indicate the important steps to be taken by the appropriate *stakeholders*. The "Plan" stage includes formulating a *DEP* that involves a variety of *stakeholders* at the local and national levels before its inauguration. Some of the stakeholder groups are also involved in the implementation of the plan at the "Do" stage. It is important to note that there needs to be continuous monitoring of activities during the implementation of the *DEP*, and to reflect back to the original *DEP* and make necessary amendments. Evaluation of the *DEP* plan at the end of the three-year *DEP cycle* should involve District Education Officers (DEOs) as well as other key education *stakeholders* such as Primary Education Advisors (PEAs), teachers, school committees (SCs), and NGOs. It is also essential to involve the Director of Planning and Development (DPD) at the "See" stage as well as the "Plan" stage in order to ensure linkage with the next *DEP planning cycle* and other district plans.

Figure 2. Flow of Decentralised Education Planning
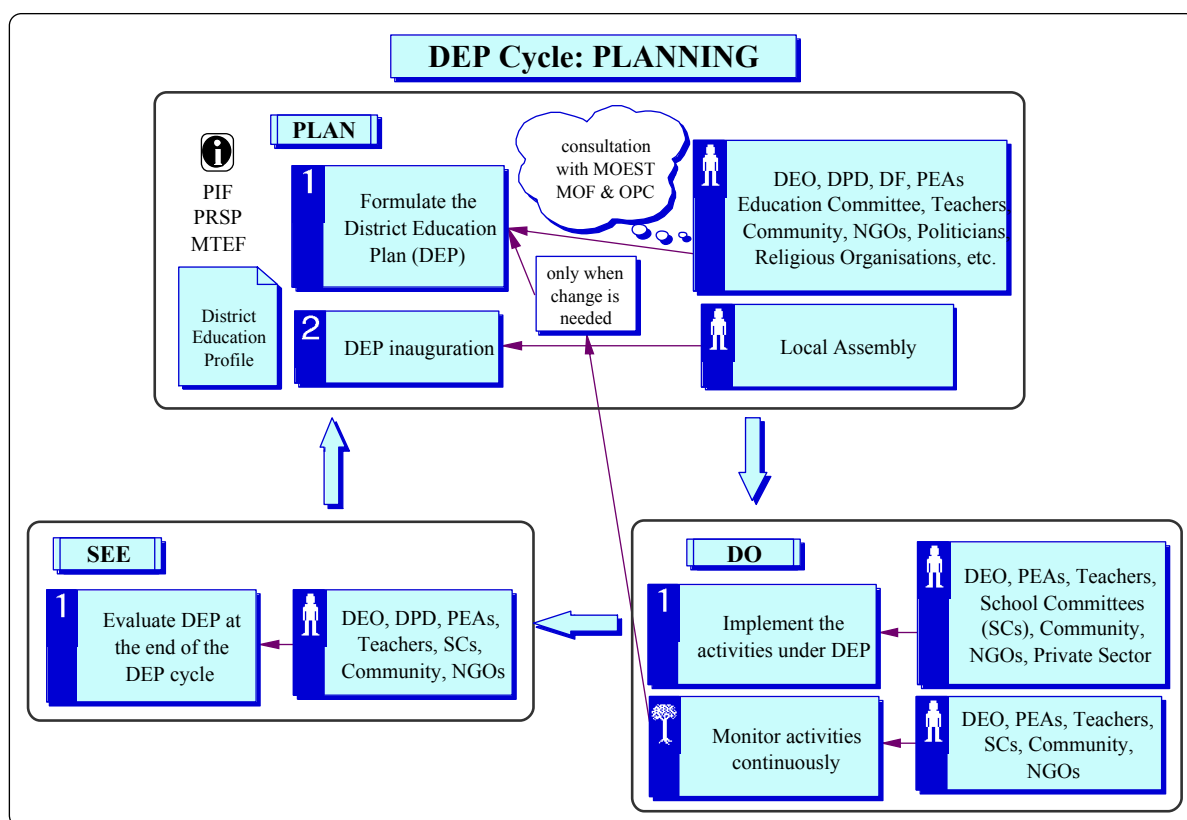
Figure 3 shows the *DEP* budgeting cycle. Because there is need for seeking local resources under decentralisation, widespread consultation is necessary at the budgeting stage. During the "Plan" Process, it is essential to keep in mind that the three-year MTEF cycle and the annual budget should be in line with the costing made in the *DEP*. The "Do" stage assigns a range of responsibilities to the DEO and the Director of Finance (DF) at the district level and school committees (SCs) at the school level. *Financing* of the *DEP* should be flexible in terms of accommodating additional budgetary allocations and with regard to continued consultation with *stakeholders*. But these financial allocations should reflect the *priorities* of the *DEP*. In the event of a shortage of funds, more consultation with *stakeholders* is necessary for launching funds' mobilisation drives. It is important for district officers to feel that it is the district which is responsible for the *management* of the *DEP cycle* including for the budgetary allocations to activities listed in the *DEP*.

Figure 3. Flow of Decentralised Education Budgeting
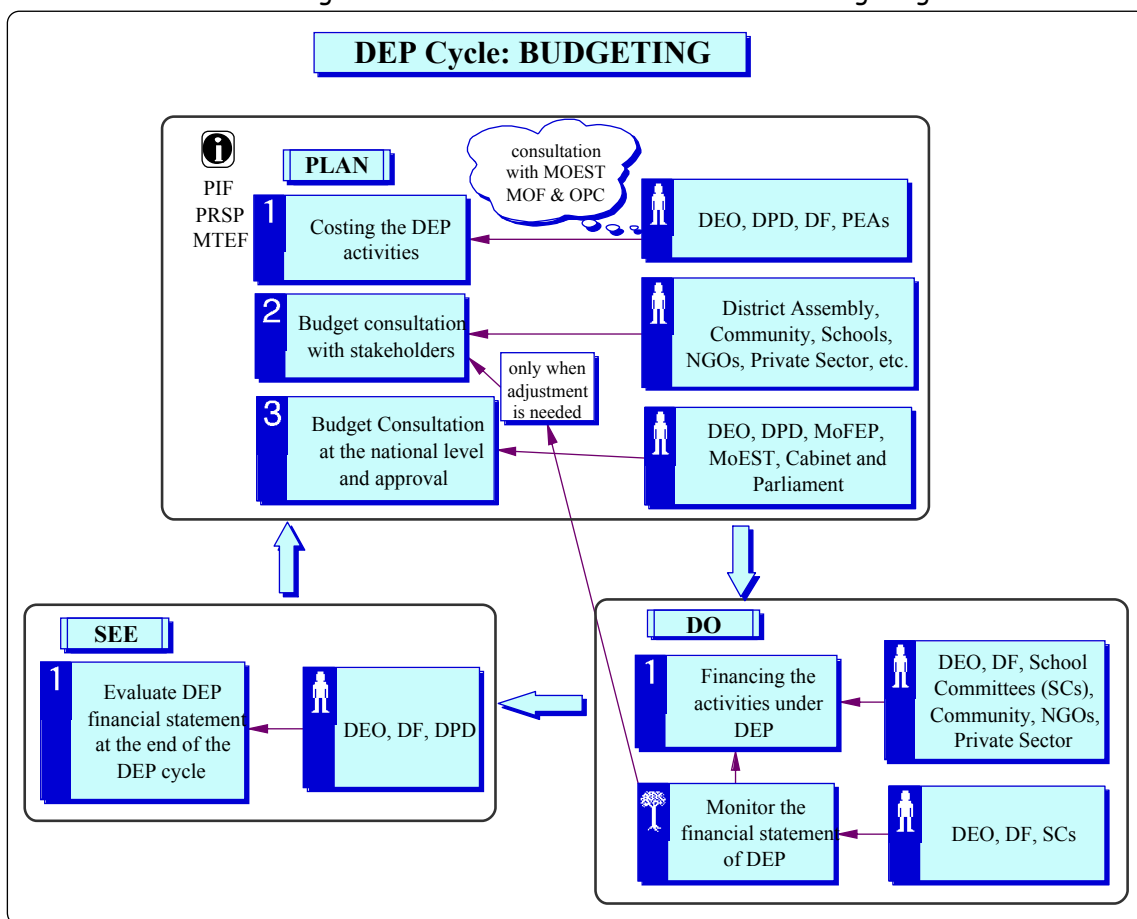
Roles and Responsibilities of Key Stakeholders

It is essential to understand the roles and responsibilities of the identified *stakeholders* for decentralised *management* in order to involve the right constituencies during the *DEP cycle*. In comparison to the current system, it is clear that the roles of District and local *stakeholders* such as communities and NGOs have increased dramatically under the decentralised *management* system. On the other hand, the roles of line ministries and divisions have become restricted to policy guidance and overall *monitoring and evaluation*.

Table 5. Roles and Responsibilities of *Stakeholders* Involved in Education Sector Development

STAKEHOLDERS	ROLES AND RESPONSIBILITIES	
	Current system	*Under decentralisation*
District Education Office	➢ Make budget proposals to Education Division ➢ Project implementation	➢ Formulate District Education Plan (DEP) ➢ Make budget proposals to District Assembly ➢ Coordinating fund raising ➢ Project implementation ➢ Monitoring and evaluation ➢ DEP review
District Education Committee, District Assembly (DA)		➢ Cooperate in formulating DEP ➢ Funding recommendations to DA ➢ Monitoring and evaluation
District Department of Planning		➢ Cooperate in formulating DEP ➢ Prepare District Socio-Economic Profile ➢ Formulate District Development Plan ➢ District financial allocation ➢ Evaluation ➢ DEP review
District Department of Finance		➢ Cooperate in formulating DEP ➢ Monitoring financial statement
Education Division	➢ Compile budget proposals from Education Districts for submission to MoEST ➢ Prepare the final budget with MoEST ➢ Education planning and monitoring	➢ Monitoring implementation of the education plans ➢ Technical supervision for quality assurance
Ministry of Education, Science and Technology (MoEST)	➢ Sectoral Planning and budgeting ➢ Monitoring and evaluation ➢ Guidance on policy, standards, curriculum, examination, etc. ➢ Technical and management trainings for Education Division	➢ Guidance on policy, standards, curriculum, examination, etc. ➢ Training for education officers at the district and division level ➢ Sectoral monitoring and evaluation ➢ Planning and monitoring higher education
Ministry of Finance and Economic Planning (MoFEP)	➢ Budgetary consultation with MoEST ➢ Donor coordination and allocation of funds	➢ Budgetary consultation with District Assemblies as well as MoEST before submission to Parliament ➢ Donor coordination and allocation of funds
Dept. of Local Government, Office of the President and Cabinet		➢ Consultation and guidance on decentralised management and timing
Community and Schools	➢ Contribution of time, labour, skills, materials, and financial resources for education projects	➢ Participation in formulating DEP ➢ Contribution of time, labour, skills, materials, and financial resources for prioritised activities under DEP ➢ Fund raising
NGOs	➢ Community mobilisation ➢ Sensitisation ➢ Advocacy ➢ Fund raising	➢ Participation in formulating DEP ➢ Monitoring and evaluation of DEP ➢ Community mobilisation ➢ Sensitisation ➢ Advocacy ➢ Fund raising
Funding Agencies	➢ Financial assistance with central government coordination. ➢ Monitoring and evaluation	➢ Financial assistance with central government coordination ➢ Monitoring and evaluation

Table 6 and 7 present checklists for each action under *DEP planning* and budgeting cycles which are shown in Figures 2 (on page 19) and 3 (on page 20) accordingly.

Table 6. Checklist for Action (DEP Planning Cycle).

Stage	Action	Check-points
Plan	1 Formulate District Education Plan	☑ Identify the stakeholders involved in the education sector at the district level. ☑ Involve these stakeholders in the process of developing a District Education Plan. ☑ Identify educational problems clearly and conduct needs assessment with available district data. ☑ Set clear verifiable goals to tackle identified problems. ☑ Set activities to achieve the targeted goals. ☑ Check if set goals are within the context of PIF. ☑ Clarify who is going to be in charge of monitoring each activity and how. ☑ Make the annual work plan to support DEP. ☑ Hold consultations between District Education Department and District Education Committee in the District Assembly (DA). ☑ Present DEP to all stakeholders for consultation.
	2 DEP inauguration	☑ Present DEP to DA. ☑ Review by MoEST ☑ After budgeting approval, if need be, revamp DEP implementation schedule in light of budget. ☑ Decide the modality of follow-up on the DEP in the District Assembly.
Do	1 Implement activities under DEP	☑ Check the strategy and activities under the annual work plan. ☑ Follow the work plan time frame when implementing activities. ☑ Go back to "Make the annual work plan" in the "Plan" stage after the fiscal year and skip 2. "DEP inauguration."
	2 Monitor activities	☑ Check if the process and progress were done according to the annual work plan (process monitoring). ☑ Check if the performance of activities is contributing towards achieving objectives (performance monitoring). ☑ Check if the DEP needs a review; if so, amend DEP with agreement of the District Assembly.
See	1 Evaluate DEP at the end of the DEP cycle.	☑ Organise a stakeholder workshop to discuss progress of DEP. ☑ Identify problems and discuss possible solutions within DA. ☑ Check if there are problems which cannot be solved at the district level. ☑ In case there are such problems, consult with MoEST, or relevant ministry.
	2 Prepare for the next DEP	☑ Go back to the "Plan" Stage and repeat the above process.

A-60
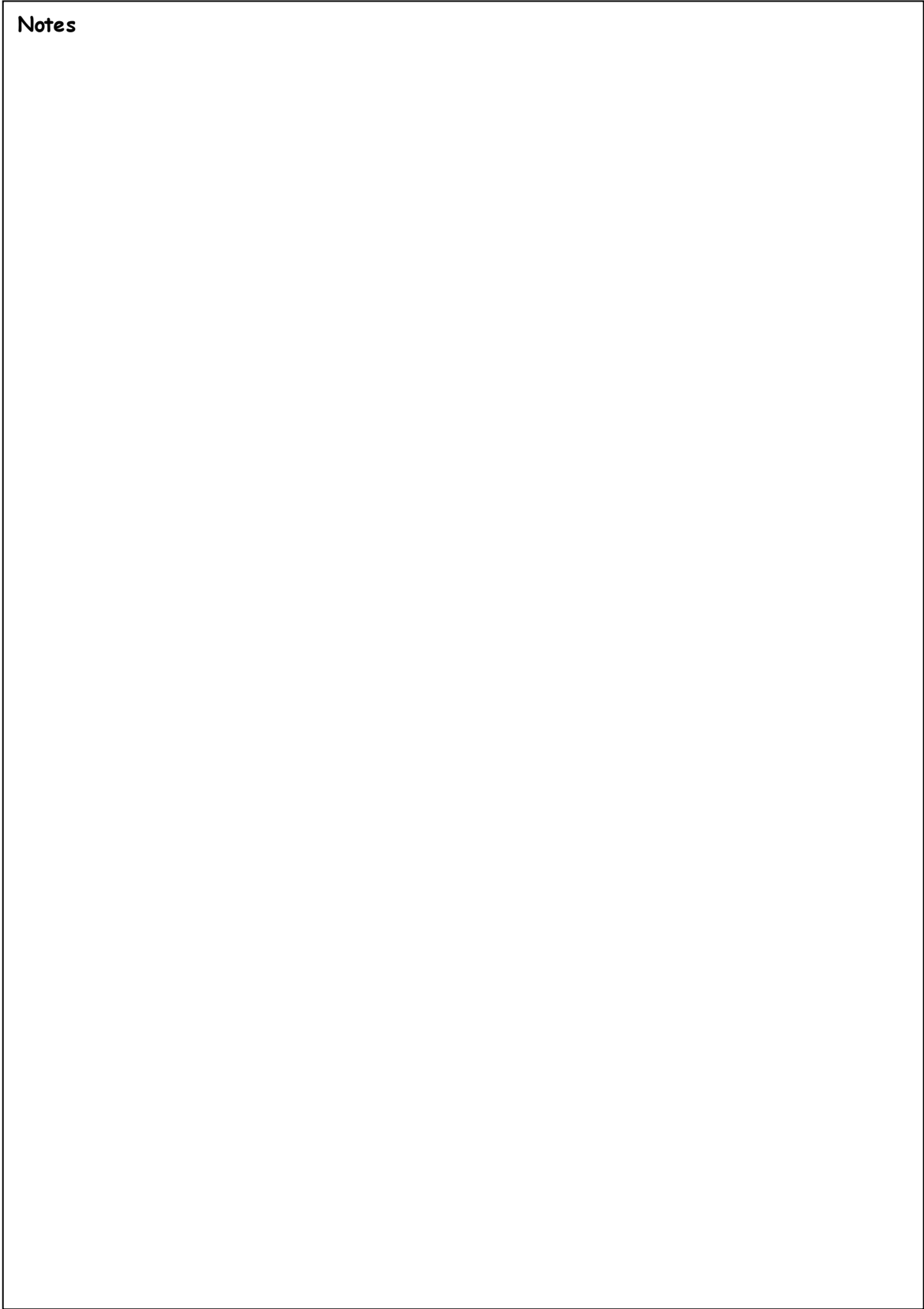
Table 7. Checklist for Action (DEP Budgeting Cycle).

Stage	Action	Check-points
Plan	1. Costing the DEP activities	☑ Costing each activity of DEP. ☑ Identify financial resources for each activity. ☑ Calculate the annual budget according to the annual work plan. ☑ Identify financial resources for the annual work plan. ☑ Reach agreement on financial issues with DPD and DF. ☑ Hold consultation between District Education Department and District Education Committee in the District Assembly (DA). ☑ Present the DEP financial statement to stakeholders for consultation.
	2. Budget consultation with stakeholders	☑ Hold stakeholders workshop in the district for information sharing on the financial status of DEP. ☑ Identify financial resources for activities not financially supported by the government.
	3. Budget consultation at the national level and approval	☑ Consult with MoFEP and MoEST on the budget scale for the district. ☑ Consult with MoFEP on Activity-Based Budgeting under the MTEF. ☑ Submit budget items to MoFEP, then to the Cabinet and Parliament for approval.
Do	1. Financing the activities under DEP.	☑ Identify and negotiate with the financial partners concerning funding modalities. ☑ Work out modalities for supervising and monitoring the financial flow at the district and school levels. ☑ Disburse budget for each activity according to the duration stated in the annual work plan.
	2. Monitor the financial statement of DEP.	☑ Check if financial disbursement was done according to the annual work plan (process monitoring). ☑ Check if the performance of activities is done according to the amount of funds disbursed (performance monitoring) periodically (e.g. mid-year expenditure review). ☑ Check if there is a financial deficit; if so, hold budget consultation with stakeholders to seek additional funds. ☑ Evaluate DEP achievement at the end of the fiscal year to compare with financial inputs. ☑ Should there be any necessary amendments such as to unit costs, make corrections with the approval of the District Assembly (DA).
See	1. Evaluate DEP at the end of DEP Cycle.	☑ Evaluate DEP achievement to compare with financial inputs. ☑ Integrate lessons learnt for the next DEP costing practice.

V Recommended Readings

1. Janddhyala B G Tilak. **Education Planning at Grassroots**. New Delhi; Ashish Publishing House, 1991. (Chapter 1, Pages 10-25).

2. Republic of Malawi. **Education Sector: Policy & Investment Framework** (PIF). Lilongwe: Ministry of education, Science and Technology, 2000. (Chapter 4, Pages 15 – 38).

3. Office of the President and Cabinet, GOM. **District Development Planning Handbook, 1998.**

Notes

APPENDIX II:

MICRO-PLANNING TRAINING

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
TRAINING WORKSHOP SCHEDULE

First Week: District-Level Trainers' Training

	DAY 1	DAY 2	DAY 3	DAY 4	DAY 5
	4 June	**5 June**	**6 June**	**7 June**	**8 June**
	Mon	**Tue**	**Wed**	**Thu**	**Fri**
8:30	Registration Opening Ceremony	Review of day 1	Review of day 2	Review of day 3	Review of day 4
9:00 / 10:00	**UNIT I - Introducing micro-planning** • Introduction by Moderators (Dr. Chimomobo & Mr. Masanche) • Introducing the concept of planning in the context of decentralisation • "Decentralisation project" L K Sikwese • The planning process-an overview	• District Group Work: school-mapping and indicators	**(2) Preparing Chapter 2 of DEP: (Part 1 : the District Socio-Economic and Education Profile)** • Introduction by Moderators (Dr. Kamalongera & Ms. Banda) • District Group Work	**(3) Preparing Chapter 2 of DEP: (Part 2: Needs and prioritisation)** • Introduction by Moderators (Dr. Chimonbo & Mr. Mwamlima) • District Group Work	**(4) Preparation of Chapter 3 of DEP (Stating policy objectives, identifying strategies, indicators & targets)** • Introduction by Moderators (Dr Kamalongera, Mr. Masanche) • District Group Work
11:00		• Plenary discussion on school-mapping and indicators			
12:00	Lunch	Lunch	Lunch	Lunch	Lunch
13:00	**UNIT II - Introducing data bases and analytical tools for planning:** • Introduction by Moderators (Dr. Kamalongera & Mr. Ndala)	**UNIT III - Formulating the District Education Plan.** • Introduction by Moderator on the DEP format (Dr. Kamalongera)	• District Group Work continued	• District Group Work continued	• District Group Work continued
14:00 / 15:00	• Data bases • School Mapping • Socio-economic indicators • Education indicators • Exercises by moderators	**(1) Preparing Chapter 1 of DEP** • Introduction by Moderators (Dr. Kamalongera & Mr. Ndala) • District Group Work			
16:00		Plenary discussion on Chapter 1 of DEP	• Plenary discussion on Chapter 2	• Final plenary discussion on Chapter 2	• Plenary discussion on Chapter 3

NB: There will be a voluntary computer orientation course on Saturday, 9 June.

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
TRAINING AND WORKSHOP SCHEDULE

Second Week: Micro-Planning Workshop

	DAY 6	DAY 7	DAY 8	DAY 9	DAY 10
	11 June	**12 June**	**13 June**	**14 June**	**15 June**
	Mon	**Tue**	**Wed**	**Thu**	**Fri**
8:30	Opening of the 2nd Week Review of the First Week	Review of day 6	Review of day 7	Review of day 8	Review of day 9
9:00 10:00 11:00	• Chapter 3 continued **(Identification of resource needs, costing and budgeting)** • Introduction by Moderators (Mr. Nkhokwe & Mr. Ziba) • "MTEF in the Context of Decentralisation" by Mr. Jere, MoFED • District Group Work	• Continuation of work on Chapter 3 **(Upgrading and completion of the DEP format)** • Final plenary on Chapter 3	• Preparation of Chapter 4 continued **(completion of Implementation Schedule)**	**Revising & Editing draft DEP** • Introduction by Moderators (Mr. Nkhoma & Mr. Chatsika) • District Group Work	**Revision/Editing of DEP continued** **Discussion on the Demonstration Project** (Ms. Ishida)
12:00	Lunch	Lunch	Lunch	Lunch	Lunch
13:00 14:00 15:00 16:00	• District Group Work continued • Plenary discussion on Chapter 3	**(5) Preparing Chapter 4 of DEP (The DEP Implementation Schedule)** • Introduction by Moderators (Mr. Ndala & Ms. Milner) • District Group Work • Plenary discussion on chapter 4	• Chapter 4 continued **(Preparing the DEP Annual Work Plan)** • Introduction by Moderators (Mr. Ndala & Ms. Milner) • District Group Work • Final plenary on Chapter 4	**Revision/Editing of DEP continued** • Plenary discussion on DEP revision/editing	**Marketing the Plan** • Introduction by Moderator (Dr. Kamalongera) • **Workshop evaluation** (Mr. Chimombo) • **Discussion on follow-up activities** (Ms. Ishida) **Closing Ceremony and Awards of Certificates**

MICRO-PLANNING TRAINING WORKSHOP IN THE PILOT DISTRICTS
JUNE 2001
LIST OF TRAINERS

CORE TRAINERS

NAME	POSITION	DIVISION	DISTRICT
Kamlongera, A. F. (Dr)	Principal Planning Officer	MoEST Headquarters	Lilongwe
Chimombo, J. P. G. (Dr)	Director	CERT	Zomba
Ndala, K. K.	Divisional Planner	S.H.E.D	Mulanje
Nkhokwe, M.	Divisional Planner	S.W.E.D	Blantyre

NATIONAL TRAINERS

NAME	POSITION	DIVISION	DISTRICT
Milner, C. G.	Senior Planning Officer	MoEST Headquarters	Lilongwe
Mwamlima, J. S. D.	Divisional Planner	C.E.E.D	Kasungu
Banda, T.	Divisional Planner	C.W.E.D	Lilongwe
Masanche, M.	Divisional Planner	C.W.E.D	Lilongwe
Ziba, M. B.	Divisional Planner	N.E.D.	Mzuzu
Chatsika, M. D.	Divisional Planner	S.E.E.D	Zomba
Nkhoma, D. K.	Educational Planner	S.H.E.D	Chiradzulu
Banda, G. L.	Divisional Planner	S.W.E.D	Blantyre
Mafuta, G. S.	DEO	C.W.E.D	Dedza
Tengani, E. B.	DEO	C.W.E.D	Mchinji
Mwasi, J.	DEO	N.E.D.	Nkhata Bay
Sakwata, C. V. B.	DEO	S.E.E.D	Mangochi
Chapomba, E. A..	CPEA	S.H.E.D	Thyolo
Mphinga, H. A.	ADEO	S.W.E.D	Nsanje

JICA PROJECT TEAM

NAME	POSITION
Ishida, Y.	Team Leader (KRI International Corp.)
Parker, P. (Ph.D.)	Micro-Planning Specialist (Academy for Educational Development)
Cohen, J. (Ed.D.)	Curriculum Specialist (Academy for Educational Development)
Mwiria, K. (Ph.D.)	Training Program Specialist (Kimkam Development Consultants)
Watanabe, M.	Training Materials Specialist (KRI International Corp.)
Nishimura, M.	Administration/Finance/Management Specialist (Global Link Management)
Fujino, A.	Coordinator/Social Analysis Specialist (KRI International Corp.)
Chidzero, B. W.	Research Assistant

MoEST

NAME	POSITION
Muto, S.	JICA Expert, Education Planning Advisor to MoEST

MICRO-PLANNING TRAINING WORKSHOP IN THE PILOT DISTRICTS			
JUNE 2001			
LIST OF TRAINEES			
NAME	**POSITION**	**DIVISION**	**DISTRICT**
Matayataya, C. L.	CPEA	NED	Nkhata Bay
Phiri, M. C.	Head Teacher (Primary)	NED	Nkhata Bay
Lungu, J.	Head Teacher (Secondary)	NED	Nkhata Bay
Moffat, D.	Director of Planning	NED	Nkhata Bay
Chikacha, G. E.	Director of Finance	NED	Nkhata Bay
Mtchini, N. P. C.	CPEA	CWED	Dedza
Mponda, P.	Head Teacher (Primary)	CWED	Dedza
Dembo, B. M. M.	Head Teacher (Secondary)	CWED	Dedza
Chiputu, K. W.	Director of Planning	CWED	Dedza
Mumba, E. P.	Director of Finance	CWED	Dedza
Phiri, R. S.	CPEA	CWED	Mchinji
Chingwalu, G. K. G.	Head Teacher (Primary)	CWED	Mchinji
Banda, E.	Head Teacher (Secondary)	CWED	Mchinji
Mwawembe	Director of Administration	CWED	Mchinji
Shusa, L. D.	Director of Finance	CWED	Mchinji
Kabuwe, E. E.	CPEA	SEED	Mangochi
Likishoni. F. L.	Head Teacher (Primary)	SEED	Mangochi
Theula, J. P.	Head Teacher (Secondary)	SEED	Mangochi
Nguluwe, J.	Director of Planning	SEED	Mangochi
Mponya, H. B.	Director of Finance	SEED	Mangochi
Bande, P. P.	CPEA	SWED	Nsanje
Kanyamula, F. N.	Head Teacher (Primary)	SWED	Nsanje
Phiri, W. M.	Head Teacher (Secondary)	SWED	Nsanje
Banda, B. S.	Director of Planning	SWED	Nsanje
Lumula, L. M.	Director of Finance	SWED	Nsanje
Masiku, P. C.	ADEO	SHED	Thyolo
Zuze, N. B.	Head Teacher (Primary)	SHED	Thyolo
Chipezaani-Ziyaya, A. L.	Head Teacher (Secondary)	SHED	Thyolo
Mwandira, D.	Director of Planning	SHED	Thyolo
Mponda, N.	Director of Finance	SHED	Thyolo

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
MICRO-PLANNING TRAINING WORKSHOP SCHEDULE
- FOR THE NON-PILOT DISTRICTS IN THE SOUTHERN REGION -

	DAY 1	DAY 2	DAY 3	DAY 4	DAY 5
	November 30	December 1	December 3	December 4	December 5
	Fri	Sat	Mon	Tue	Wed
8:30	Registration Opening Ceremony	Review of day and Announcements	Announcements	Announcements Questions	Announcements and Introductions
9:00	**Unit 1: Introduction to Micro-Planning** *Plenary* Presentations: - Introduction to Micro-Planning and Outline of the Training - Dr. Kamlongera - Ms. Yoko Ishida *Plenary* Presentations: - Concept of Planning and Budgeting in the Context of Decentralization Dr. Kamlongera	**Unit 3: Formulating the District Education Plan**. *Plenary* Presentation: - Overview of DEP Format and - Chapter I - Introduction *Group Work* Begin and Complete Chapter I.	*Plenary* Approaches to Summarizing Results of Stakeholder Questionnaire *Group Work* Compile and Summarize Results of Stakeholder Questionnaire	*Group Work* Key Educational Problems and Prioritization Section	*Cluster Work* District Cluster Presentations and Discussions of Chapters I and II
10:00					
11:00	*Plenary* Presentations: National Decentralization Policy and Progress Mr. L. Sikwese				*Plenary* Presentation: Overview of Chapter III, Formulating the District Education Plan
12:30	Lunch	Lunch	Lunch	Lunch	Lunch
14:00	**Unit 2: Data & Tools for Micro Planning** *Plenary* Presentations: - What Data Do We Need for Planning? and - What Data Do We Have for Planning and Developing of DEP?	*Plenary* Presentation: Chapter II Overview of District Education Profile *Group Work* Socio-Economic Conditions and Education Provision	*Group Work* Complete Drafting of Section – Major Achievements *Plenary*	*Group Work* Complete work on Key Educational Problems and Prioritization Section	*Group Work* Complete Work on Policy Objectives
15:00	*Group Work* Orientation to District Database for DEP Development			*Group Work* Complete Educational Resources and Finance	
16:00	*Group work*		Presentation: Overview of Approaches to Key Educational Problems and Prioritization	Complete Chapter II	

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
MICRO-PLANNING TRAINING AND WORKSHOP SCHEDULE

	DAY 6	DAY 7	DAY 8	DAY 9	DAY 10
	December 6	December 7	December 8	December 10	December 11
	Thu	Fri	Sat	Mon	Tue
8:30	Announcements	Announcements	Announcements	Announcements	Announcements
9:00	*Group Work* Begin work on Strategies	*Group Work* Complete Indicator and Targets	*Group Work* Complete Resources, Costing, and Budgeting and Complete Chapter III	*Group Work* Complete Implementation Schedule	*District Team* Final Editing of Drafts of DEPs and Completion of Final Draft of DEP
10:00		*Plenary* Presentation: • Overview of Resources, Costing and Budgeting			
11:00				*District Team Work* Prepare Presentation of draft DEP for Cluster Group Session	
12:30	Lunch	Lunch	Lunch	Lunch	Lunch
14:00	*Group Work* Complete Strategies Section	*Group Work* Begin work on Resources, Costing and Budgeting	*Plenary* Presentation: • Overview of Chapter IV, Implementation Schedule	*Cluster Group Work* Presentations by districts of draft DEPS to Cluster Group	*Plenary* Presentations: • What is Next? DEP Follow-up Responsibilities in Districts • Future Plans and Activities of the Micro-Planning Project
15:00	*Group Work* Begin work on Indicators and Targets		*Group Work* Begin Work on Implementation Schedule		• Workshop Evaluation • Closing Ceremony and Awards of Certificates
16:00					

MICRO-PLANNING TRAINING WORKSHOP IN THE PILOT DISTRICTS			
DECEMBER 2001			
LIST OF TRAINERS			
CORE TRAINERS			
NAME	**POSITION**	**DIVISION**	**DISTRICT**
Kamlongera, A. F. (Dr)	Principal Planning Officer	MoEST Headquarters	Lilongwe
Chimombo, J. P. G. (Dr)	Director	CERT	Zomba
Banda, T.	Divisional Planner	C.W.E.D	Lilongwe
Banda, G. L.	Divisional Planner	S.W.E.D	Blantyre
NATIONAL TRAINERS			
NAME	**POSITION**	**DIVISION**	**DISTRICT**
Mwamlima, J. S. D.	Divisional Planner	C.E.E.D	Kasungu
Masanche, M.	Divisional Planner	C.W.E.D	Lilongwe
Ziba, M. B.	Divisional Planner	N.E.D.	Mzuzu
JICA PROJECT TEAM			
NAME	**POSITION**		
Ishida, Y.	Team Leader (KRI International Corp.)		
Parker, P. (Ph.D.)	Micro-Planning Specialist (Academy for Educational Development)		
Cohen, J. (Ed.D.)	Curriculum Specialist (Academy for Educational Development)		
Mwiria, K. (Ph.D.)	Training Program Specialist (Kimkam Development Consultants)		
Watanabe, M.	Training Materials Specialist (KRI International Corp.)		
Fujino, A.	Coordinator/Social Analysis Specialist (KRI International Corp.)		
Chidzero, B. W	Research Assistant		
MOEST			
NAME	**POSITION**		
Muto, S	JICA Expert, Education Planning Advisor to MOESˊ		

MICRO-PLANNING TRAINING WORKSHOP IN THE PILOT DISTRICTS			
DECEMBER 2001			
LIST OF TRAINEES			
NAME	POSITION	DIVISION	DISTRICT
Namangale, T. J. D.	DEM	SEED	Balaka
Chilemba, C. M.	CPEA	SEED	Balaka
Kasanga, W.	DPD	SEED	Balaka
Tambala, C.	DEM	SEED	Machinga
Chagamba, D. J.	for CPEA	SEED	Machinga
Phiri, H.	DPD	SEED	Machinga
Phiri, F. J.	DEM	SEED	Zomba Rural
Kaliati, K. P.	CPEA	SEED	Zomba Rural
Chikoti, D. W.	DPD	SEED	Zomba Rural
Mussa, C. C.	DEM	SEED	Zomba Urban
Tambala, S. R. G.	CPEA	SEED	Zomba Urban
Chikwapulo, S. E. D.	DoPHE	SEED	Zomba Urban
Juma, J.	DEM	SWED	Blantyre City
Chiwaula, M. B.	CPEA	SWED	Blantyre City
Mondiwa, F.	DTPES	SWED	Blantyre City
Chamba, J.	DEM	SWED	Blantyre Rural
Mphambe, V.	CPEA	SWED	Blantyre Rural
Gwedemula, S. L.	DPD	SWED	Blantyre Rural
Mataya, G. M.	DEM	SWED	Mwanza
Mauleti, E. N.	CPEA	SWED	Mwanza
Mbulaje, M.	DPD	SWED	Mwanza
Makonokaya, L. D.	DEM	SWED	Chikwawa
Alubano, F. R	CPEA	SWED	Chikwawa
Mwanza, J. W.	DPD	SWED	Chikwawa
Naunje, C. W.	DEM	SHED	Chiradzulu
Kerekesa, F. S.	CPEA	SHED	Chiradzulu
Mpokwa, S.	DPD	SHED	Chiradzulu
Gwede, H. E. B.	DEM	SHED	Mulanje
Siliya, A. J.	CPEA	SHED	Mulanje
Twabi, H. K.	DPD	SHED	Mulanje
Alli, E. K.	DEM	SHED	Phalombe
Ussi, B. W.	CPEA	SHED	Phalombe
Chongwe, K. V.	DPD	SHED	Phalombe

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
MICRO-PLANNING TRAINING AND WORKSHOP SCHEDULE

	DAY 1	DAY 2	DAY 3	DAY 4	DAY 5
	January 28	January 29	January 30	January 31	February 1
	Mon	Tue	Wed	Thu	Fri
8:30	Registration Opening Ceremony	Review of day and Announcements	Announcements	Announcements	Announcements
9:00	**Unit 1: Introduction to Micro-Planning** *Plenary* Presentations: - Introduction to Micro-Planning and Outline of the Training	**Unit 3: Formulating the District Education Plan** *Plenary* Presentation: - Overview of DEP Format and - Chapter I – Introduction *Group Work* - Begin and Complete Chapter I	*Plenary* Presentation: - Approaches to Summarizing Results of Stakeholder Questionnaire *Group Work* - Compile and Summarize Results of Stakeholder Questionnaire	*Group Work* - Key Educational Problems and Prioritization Section	*Cluster Work* - District Cluster Presentations and Discussions of Chapters I and II
10:00	*Plenary* Presentations: - Concept of Planning and Budgeting in the Context of Decentralization				
11:00	*Plenary* Presentations: - National Decentralization Policy and Progress Mr. L. Sikwese				*Plenary* Presentation: - Overview of Chapter III, Formulating the District Education Plan
12:30	Lunch	Lunch	Lunch	Lunch	Lunch
14:00	**Unit 2: Data & Tools for Micro Planning** *Plenary* Presentations: - What Data Do We Need for Planning? and - What Data Do We Have for Planning and Developing of DEP?	*Plenary* Presentation: - Chapter II- Overview of District Education Profile *Group Work* - Socio-Economic Conditions and Education Provision	*Group Work* - Complete Drafting of Section – Major Achievements	*Group Work* - Complete work on Key Educational Problems and Prioritization Section	*Group Work* - Complete Work on Policy Objectives
15:00	*Group Work* - Orientation to District Database for DEP Development			*Group Work* - Complete Educational Resources and Finance	
16:00			*Plenary* Presentation: - Overview of Approaches to Key Educational Problems and Prioritization	Complete Chapter II	

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT
MICRO-PLANNING TRAINING AND WORKSHOP SCHEDULE

	DAY 6	DAY 7	DAY 8	DAY 9	DAY 10
	February 4	February 5	February 6	February 7	February 8
	Mon	**Tue**	**Wed**	**Thu**	**Fri**
8:30	Announcements and Introduction of new members	Announcements	Announcements	Announcements	Announcements
9:00 10:00 11:00	*Plenary* Presentation: - Overview of Strategies, Indicators and Targets *Group Work* - Begin Work on Strategies, Indicators and Targets	*Group Work* - Complete Strategies, Indicators and Targets	*Group Work* - Complete Resources, Costing, and Budgeting and Complete Chapter III	*Group Work* - Work on Implementation Schedule	*Cluster Group Work* - Presentations by Districts of Draft DEPs to Cluster Group *District Team* - Final Editing of Drafts of DEPs and Completion of Final Draft of DEP
12:30	Lunch	Lunch	Lunch	Lunch	Lunch
14:00 15:00 16:00	*Group Work* - Work on Strategies, Indicators and Targets	*Plenary* Presentation: - Overview of Resources, Costing and Budgeting *Group Work* - Begin Work on Resources, Costing and Budgeting	*Plenary* Presentation: - Overview of Chapter IV, Implementation Schedule *Group Work* - Begin Work on Implementation Schedule	*Group Work* - Complete Implementation Schedule	*Plenary* Presentations: - What is Next? DEP Follow-up Responsibilities in Districts - Future Plans and Activities of the Micro-Planning Project - Workshop Evaluation - Closing Ceremony and Awards of Certificates

MICRO-PLANNING TRAINING WORKSHOP IN THE PILOT DISTRICTS

JANUARY - FEBRUARY 2002

LIST OF TRAINERS

CORE TRAINERS

NAME	POSITION	DIVISION	DISTRICT
Kamlongera, A. F (Dr)	Deputy Director, Planning Division	MoEST Headquarters	Lilongwe
Chimombo, J. P. G (Dr)	Director	CERT	Zomba
Banda, T (Ms)	Divisional Planner	C.W.E.D	Lilongwe
Banda, G. L (Ms)	Divisional Planner	S.W.E.D	Blantyre

NATIONAL TRAINERS

NAME	POSITION	DIVISION	DISTRICT
Mwamlima, J. S. D	Divisional Planner	C.E.E.D	Kasungu
Masanche, M	Divisional Planner	C.W.E.D	Lilongwe
Ziba, M. B	Divisional Planner	N.E.D.	Mzuzu
Mafuta, G. S	DEO	C.W.E.D	Dedza

JICA PROJECT TEAM

NAME	POSITION
Ishida, Y.	Team Leader (KRI International Corp.)
Parker, P. (Ph.D.)	Micro-Planning Specialist (Academy for Educational Development)
Mwiria, K. (Ph.D.)	Training Program Specialist (Kimkam Development Consultants)
Watanabe, M.	Training Materials Specialist (KRI International Corp.)
Chidzero, B. W.	Research Assistant

MoEST

NAME	POSITION
Muto, S.	JICA Expert, Education Planning Advisor to MoEST

MICRO-PLANNING TRAINING WORKSHOP IN THE PILOT DISTRICTS			
JANUARY - FEBRUARY 2002			
LIST OF TRAINEES			
NAME	**POSITION**	**DIVISION**	**DISTRICT**
Kalumbi, E. A	DEM	NED	Chitipa
Malanga, E. P	CPEA	NED	Chitipa
Mwamsamali, O. A. B	DPD	NED	Chitipa
Manda, B. N. M	DEM	NED	Karonga
Mwegama, C. W	CPEA	NED	Karonga
Kandiado, L. J	DoA	NED	Karonga
Chirambo, E. Z	DEM	NED	Rumphi
Mwakabana, S. B. C	CPEA	NED	Rumphi
Langa, M. B	DPD	NED	Rumphi
Moyo, M. W. J	DEM	NED	Mzimba North
Gondwe, G. B. C	CPEA	NED	Mzimba North
Nyirongo, P. F	DEM	NED	Mzimba South
Mbulo, P. J	CPEA	NED	Mzimba South
Munkhondya, G. M	DoF	NED	Mzimba South
Sichinga, A	DEM	NED	Mzuzu City
Moyo, J. A	CPEA	NED	Mzuzu City
Kaunda, M. E. M	DPD	NED	Mzuzu City
Banda, J. B	DEM	NED	Likoma
Chimwaza, H. C	CPEA	NED	Likoma
Gondwe, H. C. K	DPD	NED	Likoma
Kumikundi, C. M	DEM	CEED	Kasungu
Gadaga, B. Y	CPEA	CEED	Kasungu
Mwamadi, T. R	EDO/ Assistant DPD	CEED	Kasungu
Hauya, A. W	DEM	CEED	Nkhotakota
Bonongwe, C. M	CPEA	CEED	Nkhotakota
Misomali, M	DPD	CEED	Nkhotakota

Ntandika, A. K. B	DEM	CEED	Ntchisi
Dziko, M. B	CPEA	CEED	Ntchisi
Mhango, G	DPD	CEED	Ntchisi
Kavuta, J. Y	DEM	CEED	Dowa
Matias, L. T	CPEA	CEED	Dowa
Chibwe, J	EDO	CEED	Dowa
Chamdimba. G. Y	DEM	CEED	Salima
Mbewe, R. B. F	CPEA	CEED	Salima
Chinyanya, D. T	DPD	CEED	Salima
Chiwala, D. L	DEM	CWED	Lilongwe City
Chimphepa, F. M	CPEA	CWED	Lilongwe City
Mpoola, D. L	DPD	CWED	Lilongwe City
Katsiwiri, M. T	DEM	CWED	Lilongwe Rural East
Kwakwala, A. B	CPEA	CWED	Lilongwe Rural East
Mhone, P	DoA	CWED	Lilongwe Rural East
Beshani, C. C. M	DEM	CWED	Lilongwe Rural West
Chibowa, A. G	CPEA	CWED	Lilongwe Rural West
Mhango, K. K	DoF	CWED	Lilongwe Rural West
Kachale, H. C	DEM	CWED	Ntcheu
Kanjawala, S. P	CPEA	CWED	Ntcheu
Mkwanda, G	DPD	CWED	Ntcheu

APPENDIX III:

GAP ANALYSIS WORKSHEET

*Instructions: The worksheet below provides a summary of PIF Objectives, Performance Indicators and PIF National Goals in abbreviated form in the right hand columns, plus explanatory comments in the fourth column. The fifth and sixth columns are left blank for the district to put in its current status on the indicators and goals **wherever there is supporting data and where the goals are applicable at the district level.** The calculation of the gap (the difference between the PIF goals and the district status) can be expressed in terms of data where available and in verbal terms where applicable. This analysis should form the basis for setting **district priorities** and be the basis for the remainder of the DEP. Please note that the PIF objectives are divided by primary and secondary Levels.*

PRIMARY LEVEL

PIF OBJECTIVE	PERFORMANCE INDICATOR	PIF NATIONAL GOALS	PIF COMMENTS	DIST. INDICATORS SATUS	GAP
ACCESS	Net Enrollment Ratio (NER)	NER 95%	Achieve by 2007		
	Repetition and Dropout Rate	5% Grades 1-7 and 10% Grade 8	Alleviated also through poverty reduction		
	Adult Literacy Rate	85% literate from 65% in 1997	Achieve by 2012		
	Classroom stock	40,000 from 25,000 classrooms	Also, wants to increase pre-school facilities and regular schools		

	Pupil to Classroom Ratio	Lower from 119:1 to 80:1	Promote double shifting and cooperation between public and private sectors		
	Minimum and maximum school entry age	Minimum entry age 6 and maximum entry level 11 and have average age range in a class be reduced from 10 years to 5	No specific dates to achieve objective		
EQUITY	Special needs, under-privileged and orphans	Priority-no specific numbers or ratios	Raise numbers and % school completers through collaboration with other ministries and local communities		
	Percentage of girls enrolled	Raise percentage of girls from 48% to 50% by 2002	More gender sensitive materials		
	Percentage of female teachers in rural and remote areas	Percent of rural schools meet 60:1 pupil teacher ratio increase from 15% to 25% by 2002			
QUALITY	Survival rate of students to Standard 8	Increase from 20% to 30% by 2002	Agree on minimum standards for progression		
	Percentage of unqualified teachers	Reduce from 50% to 10%	No achievement date given		

	Pupil to qualified teacher ratio	Reduce pupil to qualified teacher ratio to 60:1 by 2012 and in Standard I from 134:1 in 1997 to 80:1 in 2007			
	Repetition rate and dropout rate	Repetition rate decreases fro 15% to 5% in standards 1-7 and to 10% in standard 8. Dropout rate drops to 5% for all standards by 2012	Note, also, under *Access* above		
	Daily attendance ratio	Increase percent of average daily attendance from 60% in 1999 to 80% in 2002 to 100% in 2007	Although not under *Access* above it could be there as well		
	Pupil permanent latrine ratio	Reduce from 349:1 in 1997 to 100:1 in 2007			
	Pupil to classroom ratio	Decrease from 119:1 in 1997 to 80:1 in 2007	Note, also, under Access above. Need to have facilities standards and norms and improve maintenance and rehabilitate facilities		
	Pupil to textbook ratio	Improve from ratio of 24 pupils per textbook in 1997 to 2 pupils per textbook by 2002			

	School libraries present	Increase number of school libraries (no numbers provided)	Presumably the goal is to have 100% of schools with a library		
	PEA visits to schools	Increase to three (3) visits per year to each school	Improve advisory, supervisory, and guidance counseling support and institute a monitoring and evaluation system for quality needed		
RELEVANCE	Revision of national curriculum	Complete by 2002	Curriculum address needs academic and non-academic students		
	Introduction of not more than two non-examinable and skill-focused subjects for local enrichment and diversified curriculum	No specific goal, but assume policy must be implemented by 2002 when national curriculum revision complete			
	HIV/AIDS instruction	Integrate into the curriculum and syllabuses HIV/AIDS awareness	Accomplish by 2002		
MANAGEMENT	District responsibility for recruitment and deployment of teachers	Implemented by 2002			
	Fully functioning school committees	Increase of percentage of functioning school committees to 100% by 2002	Need national and local guidelines on community participation and forge links with stakeholders		

	Management responsibilities and provision of services at district and school levels.	No date given for *transfer* of responsibilities and authorities			
	Recruitment and deployment of teachers must acknowledge attrition of teachers	No date given to implement	Acknowledge attrition rate due to HIV/AIDS pandemic		
PLANNING	Functioning EMIS	In place nationally by 2002	Only reference is to national EMIS		
	School mapping being done every five years	No date for implementation			
FINANCE	Percentage of national budget for education	Percentage shall rise from 62% in 1997 to 65% by 2002			
	Input/output ratio	Improve from 2.38:1 to 1.5:1 by 2002			
	Share of national budget for teaching/learning materials	Increase from 3% of budget in 1997 to 13% in 2002			
	Presence of cost sharing between Gov't and communities	In-kind and cash contributions will increase by 2002 but no set percentage goals	MoEST have mechanisms through school committees to insure transparency and support		
	Public and private sector cooperation	No set goals			
	Identification of schools which can double shift	Complete identification by end of 2000			

SECONDARY LEVEL

PIF OBJECTIVE	PERFORMANCE INDICATOR	PIF NATIONAL GOALS	PIF COMMENTS	DIST. INDICATORS SATUS	GAP
ACCESS	Percent primary graduates who enroll in secondary	Increase from 18% in 1998 to 30% in 2012			
	Double Shifts and Night Schools	Overcrowded schools use alternatives, especially urban areas where goal is 15% of schools be on double shifts in 2001	Do under guidance from MoEST		
	Percentage of students in private sector schools	Increase from 15% to 25% by 2012			
	Funding equity for secondary schools	Funding equity for all secondary schools			
	Number of secondary schools in zones	Have at least one secondary school in each zone by 2002	Use local catchment area and school mapping as basis for placement		
	Number of fused CSSs and CDSSs	Plan to do this by 2002	All become Government Day Schools		
	Number of mildly disabled students enrolled	Increase from 1,000 to 2,000 disabled students enrolled by end of 2012			
EQUITY	Percentage of girls who gain access to secondary education	Increase from 39% in 1998 to 50% by 2012			
	Presence of bursary system	System in place by 2001 to include all low socio-economic students			

	School design for disabled students	All school designs for be revised to accommodate disabled students	Implement by 2000		
	Teacher training module on students with special needs	One module delivered to teacher trainees by 2002			
QUALITY	Minimum operational and physical standards	All secondary schools upgraded to standards by 20% per year	Have a legal framework to implemented and have compliance by 2002		
	EMAS	Established to monitor all private schools by 2002	Have quality assurance system by 2002		
	Innovative curriculum	Implement innovations by 2002			
	SEAS in Divisions	SEASs in every division at minimum number	Supervision at district level by 2002		
	Competent secondary school heads and department heads	No date to accomplish this	MoEST task to implement		
	MSCE percentage pass rate	Improve from 1998 rate of 36% for Sec. Schools and 8% for CDSSs	PIF does not indicate a goal to reach, so district can set one		
	Percentage of qualified teachers	Show increase over 1998 from 37% sec. sch. & 1% of CDSSs teachers with diplomas; and 25% with teacher training degrees	PIF does not indicate a specific goal to reach by a specific date so district can set one		
	Ratio of teachers to students	Have 50:1 teacher student ratio by 2002 (Note comment in next column to right)	Ratio in section of PIF relating to _Finance_ and note that under Quality ratio is 36:1 now, but no target stated		

RELEVANCE	Revised national curriculum	Revised national curriculum in place	In place by 2002		
	Textbooks and learning materials	Textbooks supplied by 2002, but no student to textbook ratio in PIF	Primary level objective is 2:1. Districts can set its student to textbook ratio		
	Internal student assessment system	Strengthen assessment systems and issue certificates of attendance to those who do not complete in four years			
	Number of examinable subjects on MSCE	Reduce number to no more than 9 by 2003			
	Disease free and HIV/AIDS awareness	Promote these concepts in secondary schools through curriculum and other programs	Revised to reinforce messages related to HIV/AIDS		
MANAGEMENT	Management structure based on autonomy for school heads and management committees	Put structure in place by 2000	MoEST responsibility		
	Devolution of substantial management functions to district and individual schools	Implement policy by 2002 and implement basic management systems in all secondary schools by 2002	MoEST responsibility, but districts to implement effective management including effective use of teaching and learning time		
	Cluster system	Implement cluster system by 2000	MoEST responsibility		

	Night school regulation	Institute by end of 2000	MoEST responsibility		
	Student disciplinary rules	Institute by 2001	MoEST responsibility		
	Sexual harassment prevention policy	Institute by 2001	MoEST responsibility		
	Stakeholder involvement	School Management Committees mandated by 2000	MoEST responsibility to mandate, districts and schools to implement		
	Guidance and counseling services in schools	Strengthen by 2000	MoEST responsibility to strengthen, but districts and schools must carry out implementation		
PLANNING	Unified structure for gov't sec. schools and CDSS	Institute by 2001			
	Regional center of excellence	One in each division			
	Selection of students for secondary places on basis of local catchment area in place	Selection students by local school selection committees will be decentralized to school level on basis of catchment by 2012			
	Number of teachers trained in developing model school plans	School development plans developed by 2000			
FINANCE	Incentive system for private investment in sec. ed. in place	Private investment system in place by 2002			
	Presence of equitable and	Equitable and fair fee			

	fair fee paying system based on costing	paying system in place by 2000, students pay approx. 50% of costs			
	.5% of value of school buildings invested in school maintenance	Start investment in 2001			
	Number of full-time repeaters	Beginning in 2002 no full-time students to repeat any class	Objective to make system more efficient		
	Per capita school financing in place	Implementation in 2002			
	No boarding students	Beginning in 2002, all boarding students pay own costs. No boarding facilities for schools built after 2000.	If students selected and accommodated by catchment area, need for boarding reduced.		
	Presence of full cost recovery system for textbooks	System in place by 2002			
	Students responsible for purchase of exercise books, pens, etc.	In place by beginning of 2001 and a non-refundable textbook fee levied on each student by 2000			
	JCE abolished	By 2001	Done to save funds		
	Annual school audits and hiring of bursar	Audit of school accounts by 2005 and bursars hired by 2002			

APPENDIX IV:

SAMPLE DISTRICT EDUCATION PLAN (DEP)

- CHITIPA DISTRICT -

CHITIPA

DISTRICT EDUCATION PLAN
2002 –2005

CONTENTS

ABBREVIATIONS

ADC: Area Development Committee
AED: Area Executive Committee
CDSS: Community Day Secondary School
DA: District Assembly
DAT: District Advisory Team
DC: District Commissioner
DDEP: Draft District Education Plan
DDF: District Development Fund
DEC: District Executive Committee
DEM: District Education Manager
DEP: District Education Plan
DTT: District Training Team
GOM: Government of Malawi
IT: Information Technology
JICA: Japan International Cooperation Agency
MOEST: Ministry of Education, Science and Technology
MTEF: Medium Term Expenditure Framework
PEA: Primary Education Advisor
PIC: Project Implementation Committee
PIF: Policy and Investment Framework
PRA: Participatory Rural Appraisal
PRSP: Poverty Reduction Strategy Paper
PTA: Parents-Teachers' Association
TA: Traditional Authority
TDC: Teacher Development Center
TRF: Textbook Revolving Fund
UK: United Kingdom
UNICEF: United Nations International Children Education Fund
VDC: Village Development Committee

I. INTRODUCTION

I-1   Rationale for the District Education Plan

The Government of Malawi decentralization policy demands that all the sectors of the Chitipa District Assembly prepare their own development plans to be incorporated in the District Development Plan (DDP). In response to the government policy, Chitipa Education Sector has come up with a District Education Plan (DEP).

The plan acts as a tool in determining educational progress, challenges and failures. It is developed in accordance with the Policy and Investment Framework (PIF), Vision 2020 and the Poverty Reduction Strategy Paper (PRSP) and is also prepared based on Medium Term Expenditure Framework (MTEF) for the period 2002 – 2005.

The specific objectives of the DEP are as follows:

- To improve education delivery pertaining to issues of access, equity, quality, relevance, management, planning and finance;

- To mobilize community support to education;

- To create mechanisms for prioritizing educational activities that would benefit from the limited resources from the Assembly;

- To solicit funds from co-operating partners for implementation of the plan;

- To set mechanism for monitoring and evaluating the education system; and

- To distribute available resources evenly.

I-2   Role of Education in District Development

The main policy of the government is poverty reduction, and education has a major role to play in achieving this policy. In Chitipa, education assists in poverty reduction in the following areas:

- It empowers people to be more receptive to new demands which affects their living;

- It provides awareness of problems that people face e.g. HIV/AIDS, poor sanitation, alcohol and drug abuse etc.;

- It enables people to be more active in the social, economic and political activities in their communities; and

- It provides necessary skills for agricultural production.

II. DISTRICT SOCIO-ECONOMIC AND EDUCATION PROFILE

II-1   Socio-Economic Conditions

Chitipa district is located to the North-Eastern part of Malawi. It shares boundaries with Tanzania to the North-East, Zambia to the West, Karonga to the South-East and Rumphi to the South.

The district has so many tribes with Tumbuka being predominant. It has a population of 126,799 (1998 Housing and Population Census). The majority of the people in the district earn their living through subsistence farming. The main food crop is maize while tobacco is the main cash crop. The district ranks road infrastructure as the priority problem among the development issues.

II-2   Education Provision

(1)   Primary Education

There are 165 primary schools in Chitipa district, which fall under 11 education zones manned by 11 Primary Education Advisors (PEAs). The total enrolment of pupils is 58,471; out of this 28,102 are girls and 30,369 are boys. The number of teachers in the district is 1,077 out of which 969 are qualified and 108 are temporary teachers. The district has 503 permanent classrooms.

(2)   Secondary Education

Chitipa has 18 secondary schools out of which 14 are Community Day Secondary Schools (CDSSs); two are conventional secondary schools and two private secondary schools. The total enrolment in public secondary schools is 4,562 (i.e. 2,908 boys and 1,654 girls). There are 99 teachers, of which only 4 are female. The district has only 41 permanent classrooms.

II-3 Major Educational Achievements

Since 1994, Chitipa has made significant headway in the area of formal education as shown in the table below:

Table 2-1 Major Educational Achievements in Chitipa (1994 – 2001)

(1) Primary Education
Access: 1. Free primary education which led to increase in pupil enrollment; 2. More primary schools being opened; 3. More classrooms built; and 4. Rehabilitation of schools.
Equity: 1. Enrollment of girls has gone up; and 2. Girls can go back to school after pregnancy.
Quality: 1. Provision of motor bikes to PEAs has made it easier for them to supervise; 2. Construction of TDCs in all zones; 3. Provision of free instructional materials; and 4. Inspection and supervision has improved.
Relevance: 1. PEAs have been oriented on the inclusion of life skills in the curriculum; and 2. Population education, HIV/AIDS and sex education included in the curriculum.
Management: 1. Teaching and learning materials are distributed from TDCs; 2. Training of School Committees and PTAs in zones; 3. School Committees and PTAs' participation has improved; 4. All PEAs are in their own Zones; 5. Better qualified DEM have been recruited; and 3. Promotion of teachers has been improved.
Planning: 1. Training of district personnel in data collection and analysis.
Finance: 1. Introduction of housing allowances; and; 2. Financing of schools by NGOs and other stakeholders.
(2) Secondary Education
Access: 1. One conventional secondary school opened; 2. All DECs converted to CDSSs; 3. All zones have at least one CDSS; 4. Increased secondary school places; and 5. Two private secondary schools opened.
Equity: 1. Girls are allowed to go back to school after pregnancy; 2. More girls selected for secondary schools especially in CDSSs; and 3. Bursary scheme for needy students.

Quality:
1. All CDSSs have library books;
2. Provision of more teaching and learning materials;
3. Text book revolving fund has made it possible for schools to procure books
4. Curriculum is skills oriented;
5. Introduction of "cluster system"; and
6. Introduction of SSTEP.
Relevance:
1. Teachers have been oriented on the new JCE curriculum;
2. JC syllabuses have been distributed to all secondary schools of both public and private; and
3. Life skills, HIV/AIDS and population education included in the curriculum.
Management:
1. Secondary schools now have their own centers;
2. Head teachers, deputies and heads of departments are trained; and
3. Promotion of teachers has improved.
Planning:
1. Training of the district personnel in data collection and analysis.
Finance:
1. Introduction of housing allowance; and
2. Introduction of cost sharing in education.

(Data Source: Stakeholder Questionnaire Survey by the Project in September 2001 and School Census 2001).

II-4   Educational Problems and Priorities

In order of priority, Chitipa experiences the following education problems as shown in Table 2-2 in the areas of: 1) access; 2) quality; 3) equity; 4) relevance; 5) management; 6) finance and 7) planning. These problems are shown after an analysis of the district education indicators and comparing them with the data f Malawi as a whole. Table 2-2 gives the national goals of education as shown in the government's Policy and Investment Framework (PIF) and shows the PIF goals and the district status at present. The stakeholders views as regards Chitipa district situation in education have also been incorporated in the table.

As shown in Table 2-2, there are many problems when we compare the situation in the district to the rest of the country. There are big gaps between the recommendations of PIF and the situation on the ground in Chitipa in many areas. For instance, PIF goal for pupil/classroom ratio is 60:1, while the average of the district is 137:1; representing a gap of –77. Similarly, while PIF recommends a pupil/desk ratio of 2:1, while the average of the district at the primary level is 10:1; representing a gap of –8. There is also uneven distribution of teachers in the zones. Kwale zone has a pupil/teacher ratio of 94:1 and Ilengo zone stands at 117:1, representing a gap of –34 and –57, respectively.

Table 2-2 Education Problems and Priorities in Chitipa (2001)

Key Problems (in priority order)	Indicators District Average	PIF Goal (Gov. Norm)	GAP PIF - District
1. ACCESS			
1) Shortage of classrooms and poor classroom facilities	Pupil/classroom ratio Primary 137 : 1 Secondary 54 : 1	 60 : 1 50 : 1	 -77 -4
2) Shortage of teachers houses	Teacher/house ratio Primary 6 : 1 Secondary 2 : 1	 1 : 1 1 : 1	 -5 -1
3) Inadequate desks	Pupil/desk ratio Primary 10 : 1 Secondary 2 : 1	 2 : 1 1 : 1	 -8 -1
2. QUALITY			
1) Limited inspection and supervision of schools and teachers	N/A	N/A	N/A
2) Shortage of qualified teachers	Pupil/qualified teacher ratio Primary 83 : 1 Secondary 86 : 1	 60 : 1 50 : 1	 -28 -36
3) Supply adequate teaching and learning materials	Textbook/pupil ratio N/A	2 : 1	N/A
4) Rehabilitation of classroom blocks	N/A	N/A	N/A
5) Uneven distribution of teachers between urban and rural schools	Pupil/teacher ratio Kawale zone: 49:1 Ilengo zone: 117:1	 60:1 60:1	 -34 -57
3. MANAGEMENT			
1) Cheating in national examinations	% of cheating cases N/A	N/A	N/A
2) Ineffective management of schools by heads	N/A	N/A	N/A
3) Poor community participation in school management	Not functional	Functional committee	N/A
4) Teacher/pupil indiscipline	N/A	N/A	N/A
5) Death of teachers and pupils due to HIV/AIDS	High teachers and pupils death rate	N/A	N/A
4. EQUITY			
1) Girls' high dropout rate	Girls' drop out rate in primary 7% (2001 Census Data)	N/A	N/A
2) Early marriages	N/A	N/A	N/A
3) Lack of special education schools	N/A	N/A	N/A
5. RELEVANCE			
1) Teachers not oriented on curriculum	N/A	N/A	N/A
6. FINANCE			
1) High school fees	N/A	N/A	N/A
2) Low teachers salaries	N/A	N/A	N/A
3) No vehicles for DEM's operations	No vehicles at DEM's office	N/A	N/A

Key Problems (in priority order)	Indicators District Average	PIF Goal (Gov. Norm)	GAP PIF - District
7. PLANNING			
1) Poor data collection and analysis	No informed decision-making	N/A	N/A
2) Inconsistency in submission of data	No informed Decision-making	N/A	N/A

(Data Source: Stakeholder Questionnaire Survey by the Project in September 2001 and School Census 2001)

Table 2-3 Education Problems and Priorities in Chitipa by Zone (2001)

Zones	Chisenga	Ilengo	Kalowe	Kaseye	Kapoka	Kainale	Lughosyo	Mahobe	Njerengwa	Nkhumaho	Sokola
PRIMARY											
1. ACCESS											
Overcrowding (pupil/classroom ratio)	80:1	115:1	85:1	77:1	59:1	145:1	100:1	77:1	108:1	65:1	62:1
Inadequate teachers' houses (teacher/house ratio)	5:1	2:1	4:1	6:1	6:1	10:1	10:1	5:1	4:1	16:1	4:1
Inadequate desks (pupil desk ratio)	5:1	7:1	9:1	16:1	8:1	13:1	9:1	27:1	11:1	7:1	13:1
2. QUALITY											
Inadequate qualified teachers (pupil/qualified teacher ratio)	66:1	117:1	75:1	58:1	68:1	94:1	68:1	115:1	110:1	84:1	73:1
Uneven distribution of teachers (pupil/teacher ratio)	39:1	117:1	44:1	47:1	53:1	94:1	47:1	62:1	72:1	49:1	45:1
3. MANAGEMENT											
Limited community participation in school management	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Poor teacher/pupil discipline	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Death of teachers and pupils due to STI and HIV/AIDS	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
4. EQUITY											
Girls' high dropout rate (%)	5	7	6	9	6	7	6	3	7	9	7
Early marriage	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
5. RELEVANCE											
Poor orientation of curriculum	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Zones	Chisenga	Ilengo	Kalowe	Kaseye	Kapoka	Kainale	Lughosyo	Mahobe	Njerengwa	Nkhumaho	Sokola
6. FINANCE											
Limited funds for maintenance of schools	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
7. PLANNING											
Poor capacity of data collection	No informed decision-making.										
SECONDARY											
1. QUALITY											
Inadequate qualified teachers (student/qualified teacher ratio)	68:1	246:1	589:1	212:1	373:1	55:1	85:1	209:1	218:1	61:1	--
2. ACCESS											
Overcrowding (student/classroom ratio)	29:1	41:1	84:1	53:1	47:1	55:1	42:1	209:1	27:1	38:1	--
Inadequate teachers' houses (teacher/house ratio)	2:1	6:1	2:1	2:1	4:1	2:1	2:1	4:0	3:1	1:1	--
Inadequate desks (student desk ratio)	4:1	3:1	4:1	2:1	4:1	2:1	2:1	209:0	2:1	1:1	--
3. MANAGEMENT											
Ineffective management of schools by heads	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
4. EQUITY											
Girls' high dropout rate (% of female teachers by zone)	7	0	22	0	0	13	14	0	0	10	--
Early marriages	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
5. RELEVANCE											
Late orientation of teachers on curriculum	Teachers are not confident to handle the new curriculum.										
6. FINANCE											
High school fees	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Low teachers' salaries	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
7. PLANNING											
Poor capacity of data collection	No informed decision-making.										

(Data Source: School Census 2001)

II-5   Educational Resources and Finance

The government allocates about K72.3 million to Chitipa per annum for recurrent education expenditure. This money is used for paying bills for utilities such as water, electricity and telephone, maintenance of vehicles and motorcycles, and teachers' salaries.

The district has an old vehicle which consumes a lot of money for maintenance. The district also has 11 motorcycles, 1 photo copier, 1 duplicating machine and 2 old typewriters.

International partners, such as DANIDA, World Vision, UNICEF, DfID, JICA, EU and DDF have assisted the district in the construction of schools. The private sector has also come in and they have opened two private secondary schools in Kawale and Chisenga zones. There is however need to improve community participation in school management and resource mobilization.

III. STATING POLICY OBJECTIVES, STRATEGIES, INDICATORS, TARGETS AND RESOURCE NEEDS

Following consultations with education stakeholders in Chitipa District Assembly and an analysis of EMIS data, policy objectives were developed for primary and secondary education. The policy objectives have been grouped under seven themes: 1) access; 2) quality; 3) management; 4) equity; 5) relevance; 6) finance; and 7) planning. The Chitipa District Education Plan (DEP) assumes that the major stakeholders in education such as the Malawi government, donors, parents, NGOs and communities will continue to actively participate in education development.

The plan which will be implemented between 2002 – 2005 will need MK347,460,260.

A. Primary Education

The Chitipa District Assembly shall:

(1) Improve access to primary education for all school going age (6-13 years) population;

(2) Establish and maintain minimum standards for the provision of quality basic education;

(3) Improve school management by involving local communities and other stakeholders;

(4) Encourage the enrollment and retention of girls, children with special needs and other disadvantaged groups;

(5) Improve the implementation of the new curriculum;

(6) Improve the planning capacity at the district, zone and school levels; and

(7) Improve the mobilization and efficient use of financial resources.

B. Secondary Education

The Chitipa District Assembly shall:

(1) Improve schools infrastructure to minimum operational standards for the provision of quality education to all secondary going age population including the disabled;

(2) Improve access to secondary education for the secondary school going age;

(3) Improve participation of girls, the disabled and other disadvantaged groups in secondary education;

(4) Ensure the strengthening of secondary education administration and involvement of education stakeholders in school management;

(5) Implement a curriculum that promotes an all round education;

(6) Promote collaborative financing of secondary education and efficient use of available resources; and

(7) Strengthen planning capacity at the district and secondary school levels.

Table 3-1 Chitipa District Education Plan (DEP): Primary Education (Period 2002-2005)

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	MoEST	Community	Others
[ACCESS] **1. To improve access to primary education for all school going age population (6-13 years)**	1.1 Build new schools including facilities for the disabled where necessary and teachers' houses	1.1.1 Mobilize community 1.1.2 Sites identification 1.1.3 Molding bricks 1.1.4 Collect bricks, sand and quarry stones 1.1.5 Procure building materials 1.1.6 Construct new school blocks and teachers' houses	- No. of new classrooms built - Pupil/classroom ratio - Teacher/house ratio - Pupil/desk ratio reduced from 10:1 to 3:1	- 120 new classrooms built - pupil/classroom ratio reduced - 66 teachers' houses built - 12,000 desks	- Tendering committee - Building committee - DAT members - Contractors - Desks	K39,000,000 K49,500,000 K48,000,000	✓	✓	✓
	1.2 Encourage private sectors to open more private primary schools	1.2.1 Conduct campaign meetings 1.2.2 Assist on procedures on establishment of a private primary schools	- Gross enrollment rate - No. of private primary schools established - Net enrollment rate	- No. of schools built - About 2% increase in private primary schools	- 50 participants - Stationery - Fuel - Refreshment - Allowance	K51,275	✓	✓	✓
[QUALITY] **2. To establish and maintain minimum standards for the provision of quality basic education**	2.1 Improve administration inspection and supervision of primary schools	2.1.1 Train head teachers and school committees in managerial skills 2.1.2 In-service training for PEAs and head teachers on inspection and supervising skills 2.1.3 Provide teaching and learning resources 2.1.4 Maintain motor bikes and vehicles	- No. of head teachers and school committees trained - No. of PEAs trained - No. of teaching and learning materials bought - No. of motor bikes and vehicles maintained - No. of motor bikes and vehicles purchased	- 160 head teachers trained - 11 PEAs trained - 166 school committees trained - 1 vehicle maintained - 11 motor bikes maintained - 1 motor vehicle bought	- Head teachers - PEAs - DEM staff - Fual - Allowance - Refreshment - Maintenance of 11 motor bikes - Procurement of 1 vehicle	Training K39,200 Resource persons K47,700 Maintenance of motor bikes K1,320,000 Procurement of 1 vehicles K2,800,000	✓	✓	✓
	2.2 Lobby MoEST to train more teachers	2.2.1 Lobby MoEST to train more teachers	- No. of teachers	-	-	(MoEST)	✓		
	2.3 Supply adequate teaching and learning materials and infrastructure	2.3.1 Procure relevant teaching and learning materials 2.3.2 Distribute teaching and learning materials 2.3.3 Construct infrastructure	- No. of teaching and learning materials - No. of teachers' houses - No. of classrooms	- 66 teachers' houses - 120 classrooms	- teaching and learning materials - 99 contractors - 60 contractors	(Included in 1.1)	✓	✓	✓

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
[QUALITY] (continued)	2.4 Rehabilitation of existing schools, blocks and teachers' houses	2.4.1 Mobilize community 2.4.2 Establish maintenance committees in schools 2.4.3 Rehabilitate classrooms and teachers' houses 2.4.4 Consulting donors and NGOs	- No. of meetings with community - No. of project committees formed in schools - No. of classrooms rehabilitated	- 66 meetings - 166 project committees formed - 166 classrooms rehabilitated	- Community meetings done - Project committees in place - 166 classrooms (@K160,000 per classroom block)	K13,280,000	✓	✓	✓
	2.5 Even distribution of teachers between urban and rural areas	2.5.1 Post teachers to the zones evenly	- No. of teachers posted - Pupil/teacher ratio	- 376 teachers posted to schools	- Teachers - Allowance - Fuel - Vehicles	K376,000 K150,000	✓	✓	✓
[MANAGEMENT] **3. To improve school management by involving local communities and other stakeholders**	3.1 Stop cheating in national examinations	3.1.1 Sensitize all stakeholders on danger of cheating 3.1.2 Spot checking during examinations	- % of cheating cases - No. of meetings	- 66 sensitization meeting to be conducted	- Teachers - Pupils - PEAs	K674,850	✓	✓	✓
	3.2 Strengthen involvement of school committees in school management	3.2.1 Train school committees	- No. of committees trained	- 50 committees trained	- 5 meetings	K51,125	✓	✓	✓
	3.3 Establish and rejuvenate PTAs	3.3.1 Establish and train PTAs in schools that do not have PTAs and rejuvenate them	- No. of PTAs established, trained and rejuvenated	- 40 PTAs established - 60 PTAs rejuvenated	- 10 meetings	K102,250	✓	✓	✓
	3.4 Enforce school discipline	3.4.1 Sensitization meeting for parents, teachers and pupils 3.4.2 Consult and punish offenders 3.4.3 Award prizes to well disciplined pupils	- No. of meetings conducted - No. of cases consulting and punishing - No. of awards given	- 50 meetings conducted - No. of disciplinary cases reduced - 30 awards/year	- 30 members per meeting - 166 awards per year	Meetings K150,000 Awards 83,000	✓	✓	✓
	3.5 Reduce teacher and pupil death rate	3.5.1 Sensitization of teachers, pupils and parents	- Reduced death rate	- 166 committees, pupils, teachers sensitized	- 110 participants - allowances - Refreshments - Fuel	K112,805	✓	✓	✓

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
[EQUITY] **4. To encourage the enrollment and retention of girls and children with special needs and other disadvantaged groups**	4.1 Create attractive school environment	4.1.2 Construct latrines for girls 4.1.2 Orient teachers on classroom management 4.1.3 Purchasing of appropriate furniture and Braille materials	- No. of pit latrines for girls built - No. of teachers trained or oriented - No. of pieces of furniture and Braille materials bought	- 270 latrines per year - 1,077 teachers oriented - 50 pieces of furniture and 50 sets of Braille materials	- Teachers - Furniture and Braille materials	K12,600,000	✓	✓	✓
	4.2 Conduct civic education on the value for education for girls and other disadvantaged groups	4.2.1 Conduct meetings through Das to sensitize local leaders	- Girls' enrollment rate - No. of meetings	- No. of meetings	- Transport - Allowances - Refreshments - PEAs - DEC members	K50,000 K90,000 K5,000	✓	✓	✓
	4.3 Request the ministry to train more teachers in special education	4.3.1 Lobby the ministry to establish training centers in special education 4.3.2 Send teachers to train in special education	- No. of training centers opened - No. of teachers sent to training in special education	- 1 training center - 10 teachers trained	- Teachers	K612,000	✓	✓	✓
[RELEVANCE] **5. To improve implementation of new curriculum**	5.1 Orientation of PEAs on the new curriculum	5.1.1 Conduct workshops and seminars with PEAs	- No. of workshops and seminars held - No. of PEAs oriented and trained	- 1 workshop for 11 PEAs/year - 100% trained	- 1 workshop	K34,980	✓	✓	✓
[PLANNING] **6. To improve planning capacity at district, zone and school levels**	6.1 Establish EMIS at the district, zone and school levels	6.1.1 Procure information technology equipment 6.1.2 Training in data collection, entry, analysis and management 6.1.3 Secure a computer room 6.1.4 Procure necessary furniture	- EMIS established at district, zone and school levels	- EMIS established by 2005	- 2 computers - 2 photocopiers - 1 fax machines - 2 fans - 2 tables - 2 chairs - 2 training courses of 5 days each	IT equipment K450,000 Furniture K700,000 Training K164,000 Facilitators K40,000	✓	✓	✓
[FINANCE] **7. To improve mobilization and effective use of financial resources**	7.1 Mobilize communities to raise funds for education development	7.1.1 Social mobilization campaign with parents 7.1.2 Conduct resource consultation meetings with DA members and other stakeholders 7.1.3 Approval	- No. of campaign meetings - No. of consultation meetings	- 2 meetings per zone per year (11 zones) - 4 meetings per year	- 22 meetings - 12 meetings (@K50,500)	Mobilization campaign K224,950 Consultation K606,000	✓	✓	✓

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
	7.2 Lobby MoEST to raise teachers' salaries	7.2.1 Lobby MoEST 7.2.2 Procure vehicle	- Vehicle bought	- 1 vehicle	- Vehicle - Fuel	K3,000,000	✓		✓
	7.3 Lobby MoEST to buy DEM's vehicle	7.3.1 Lobby MoEST 7.3.2 Raise teachers' salaries	- % increased	- N/A	- N/A	N/A	✓		✓

Table 3-2 Chitipa District Education Plan (DEP): Secondary Education (Period 2002-2005)

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
[QUALITY] **1. Improve secondary schools human, physical and material resources to minimum operational standards for provision of quality education**	1.1 Lobby MoEST to train more secondary teachers	1.1.1 Consult MoEST	- No. of teachers trained - Student/teacher ratio	- 102 teachers trained - Student/teacher ratio reduced to 50:1	- MoEST - Teachers	K6,242,400	✓		✓
	1.2 Improve teaching of science	1.2.1 Consult MoEST to construct labs in CDSS	- No. of laboratories built	- 1 lab fully furnished built at each CDSS - 15 labs constructed	- Fuel - Contractors - Labs construction	K12,750,000	✓		✓
	1.3 Improve distribution of teaching and learning materials to schools	1.3.1 Lobby MoEST to buy and distribute teaching and learning materials to school	- No. of textbooks distributed - Student/textbook ratio	- 1,000 textbooks distributed - Student/textbook ratio reduced to 1:1	- Books - Vehicle - Equipment - Fuel - Allowance	K500,000	✓		✓
	1.4 Improve inspection and advisory services	1.4.1 Lobby MoEST to ensure regular inspection and supervision	- Frequency of regular inspection - Supervision reports	- 1 visit/school/term	- PEAs - Fuel - Vehicles - Stationery - Typewriter	K1,800,000	✓		✓
	1.5 Orient heads and heads of sections on new curriculum	1.5.1 Consult schools on areas of difficulty in the curriculum 1.5.2 Identify resource persons 1.5.3 Identify venue and orient the teachers	- Improved teaching method - Improved pass rate at JCE and MSCE	- 100% pass rate at JCE - 80% pass rate at MSCE	- Resource persons (6) - Fuel - Allowance - Accommodation - Vehicle	K320,300	✓		✓
	1.6 Maintain and renovate classrooms	1.6.1 Establish maintenance committees 1.6.2 Train the members	- No. and % of classrooms maintained	- 20 classrooms maintained per year	- PEAs, heads, teachers - Classroom blocks - Contractor - Materials	K1,600,000	✓		✓

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
[ACCESS] **2. Improve access of primary school graduates to secondary school education**	2.1 Increase No. of secondary schools e.g. additional 1 CDSS in every zone and expand some existing schools	2.1.1 Consultation with communities on sites 2.1.2 Field appraisal 2.1.3 Approval by DA 2.1.4 Construct new schools 2.1.5 Construct additional classrooms and teachers' houses 2.1.6 Monitoring and evaluation	- No. of classroom, CDSS and new schools constructed - Student/classroom ratio - Teacher/house ratio - Production of progress reports	- 2 new CDSS built (8 classrooms) and 15 additional classrooms blocks. 1 at each zone - 34 classrooms blocks - 24 houses built	- Fuel - Allowance - 4 persons - Community - Vehicles - Classrooms - Teachers' houses - Contractors For Monitoring - Fuel - Allowance - Vehicles - Stationery	Fuel K50,000 Allowance K50,880 Classrooms K5,200,000 Teachers' houses K22,100,000 For Monitoring: Fuel/Allowance K75,880 Stationery K6,000	✓	✓	✓
	2.2 Encourage private sector to open private schools	2.2.1 Conduct campaign meetings with stakeholders 2.2.2 Send and circulate bulletins and circulars to and post on notice boards	- No. of meetings conducted - No. of posters sent and posted on notice boards - No. of private secondary schools opened	- 2 meetings - At least 10 posters sent and posted on notice boards - 2 private secondary schools opened	- Paper - Stationery - Photocopier	Stationery K2,000 Photocopier K350,000	✓	✓	✓
	2.3 Improve facilities at secondary schools to cater for the disabled	2.3.1 Construct classrooms and pit latrines which are user friendly	- No. of classrooms and pit latrines built	- 15 classrooms - 30 pit latrines	- Classrooms - Pit latrines	Classrooms K5,200,000 Pit latrines K2,475,000	✓	✓	✓
	2.4 Social awareness campaign to stakeholders	2.4.1 Sensitize school committees, PTAs, councilors and local leaders	- Positive attitude towards development work in their localities - No. of meetings	- 2 meetings/zone	- 22 meetings - Fuel - Allowances - Vehicles - Stationery	Meetings K225,610 Fuel K50,000 Stationery K12,000	✓	✓	✓

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	Funding Sources		
							MoEST	Community	Others
[EQUITY] **3. Improve participation of girls, the disabled and other disadvantaged groups in secondary education**	3.1 Provide enabling attractive school environment	3.1.1 Build more latrines for girls 3.1.2 Procure equipment, furniture and Braille materials	- Student/latrine ratio - No. of Braille materials bought	- Student/latrine ratio reduced from 18:1 to 15:1 - 60 latrines built - Adequate Braille materials for 60 students	- 60 latrines - Builders - Braille materials (5 students/school)	Latrine K1,237,500 Braille materials K15,120,000	✓		
	3.2 Conduct civic education on the value of education for girls and other marginalized groups	3.2.1 Conduct meetings through DA so that information can be passed to other leaders 3.2.2 Increase bursaries for girls, orphans and needy students	- No. of meetings conducted - No. of bursaries awarded to girls, orphans and needy students	- 3 meetings - 50 bursaries	- 3 meetings - Transport - Allowance - Fuel - 50 bursaries - Students	K480,000		✓	✓
	3.3 Lobby MoEST to train more teachers in special education	3.3.1 Lobby MoEST to train more teachers in special education	- No. of teachers trained in special education	- 30 teachers trained	- MoEST - Teachers	K1,836,000	✓		✓
[MANAGEMENT] **4. Ensure the strengthening of secondary education administration and involvement of education stakeholders in school management**	4.1 Strengthen involvement of relevant stakeholders in school management	4.1.1 Training of school committees and student representatives	- No. of meetings - No. of chool committee and student representatives trained	- 2 meetings	- Meetings - Transport - Allowance - Fuel	K225,610	✓		
	4.2 Form PTAs in secondary schools	4.2.1 Formation and training of PTAs in secondary schools that do not have PTAs	- No. of PTAs formed and trained	- 15 PTAs formed	- Meetings - PTA trainees - Stationery - Transport/fuel	K225,160	✓		
	4.3 Enforce discipline in secondary schools	4.3.1 Sensitization meetings for parents, teachers and students 4.3.2 Council and punish teachers and students 4.3.3 Awards for well disciplined students	- No. of sensitization meetings conducted - % of discipline cases - No. of awards	- 1 meeting/zone/year - Reduced to 10% - 32 awards year	- 11 meetings - Students, teachers, parents - Stationery - Transport - Counselor - 32 awards	Meetings K112,805 Awards K32,000	✓		

Policy Objective	Strategies	Specific Activities	Indicators	Targets/ Output By 2005	Human and Physical Resources	Costs (MK)	MoEST	Community	Others
[RELEVANCE] 5. Implement a curriculum that promotes an all round education	5.1 Lobby MoEST to introduce life skills in the curriculum	5.1.1 Orient teachers in life skills	- No. of teachers oriented	- 30 teachers	- 5 resource persons - Syllabuses, paper - Transport, allowances - Refreshment - Stationery	K26,500	✓		✓
	5.2 Establish curriculum review and refines cycle	5.2.1 Orient teachers on curriculum	- No. of teachers oriented	- 30 teachers	- 5 resource persons - Syllabuses, paper - Transport, allowances - Refreshment - Stationery	K52,800	✓		✓
	5.3 Promote appropriate curriculum materials	5.3.1 Prepare appropriate curriculum materials 5.3.2 Distribute the materials to schools	- No. of materials distributed to schools	- Syllabuses/textbooks distributed to all secondary schools as per number of subjects	- Textbooks/Syllabus - Fuel - Vehicle - Allowance	Textbooks and syllabus K25,000 Allowance K10,100	✓		✓
[FINANCE] 6. Promote collaborative financing of secondary education and efficient use of available resources	6.1 Mobilize stakeholders to raise funds for education developments	6.1.1 Social mobilization campaign with parents and NGOs 6.1.2 Conduct consultation meetings with DA 6.1.3 Communities to mold bricks and collect sand and stones	- No. of mobilization meetings - No. of consultation meetings - No. of bricks molded and amount of sand and stones collected	- 11 meetings - 3,000,000 bricks - 72 tons sand and stones	- Meetings - Bricks - Sand and stones	Meetings K112,805	✓	✓	✓
	6.2 Encourage private sector to participate in provision of secondary education	6.2.1 Conduct consultation meeting with the private sectors	- No. of consultation meetings	- 2 consultation meetings/year	- Paper - Duplicating machine - Stencil - Ink	Meetings K24,000	✓		✓
[PLANNING] 7. Strengthen planning capacity at the district and secondary school levels	7.1 Capacity building of DEM office and secondary schools	7.1.1 Training in data collection, analysis and use 7.1.2 Train head teachers and School Committee on school development plans 7.1.3 Dissemination information to members of DA 7.1.4 Review the existing DEP	- % of staff trained - No. of head teachers and School Committees trained - District reports - No. of data documents prepared - No. of annual review meetings	- 15 participants at district level - 30 teachers to be trained - Quarterly reports - 2 data documents - 3 review meetings/year	- Allowance - Transport - Stationery - Refreshment - Typewriter - DEM staff - Meetings	Data training K27,700 Heads training K47,800 Meetings K30,765	✓		✓

GRAND TOTAL: K55,423,915

IV. IMPLEMENTATION SCHEDULE

"Implementation schedules for primary and secondary education" are shown in Tables 4-1 and 4-2. The tables contain implementation strategies in order of priority, specific activities, target groups (direct beneficiaries), the log-frame for each activity and salient indicators. There are also elements of outputs as per DEP period, department/official responsible for implementation of the various projects and the means of monitoring and evaluation.

IV-1   Primary Education

The main areas for implementation are:

➢ Construction of new classroom blocks, toilet blocks, teachers' houses and rehabilitation of existing ones;
➢ Procurement of desks and teaching furniture;
➢ Capacity building for all stakeholders on:
  - Good school management;
  - Gender participation and HIV/AIDS intervention in school activities
  - High dropout and repetition rate
➢ Improvement of security for school facilities

IV-2   Secondary Education

The important areas of this sub-sector are:

➢ Upgrading of underqualified teachers;
➢ Construction of new classroom blocks, laboratories and toilet blocks;
➢ Improving the participation of girls in secondary education;
➢ Procurement of teaching and learning materials;
➢ Capacity building for various stakeholders.

IV-3   District-Wide Activities

There also other important areas which have a bearing on education, but have to be tackled as multi-sectoral namely;

➢ HIV/AIDS impact and child mortality
➢ Poor transport network
➢ Insecurity
➢ Child labor
➢ Poverty
➢ Community mobilization
➢ Pre-school and adult literacy

IV-4 Administrative, Monitoring and Evaluation Structure

There are structures at Chitipa District Assembly, which oversee administration, implementation, monitoring and evaluation of projects. The structures are shown in Figure 4-1:
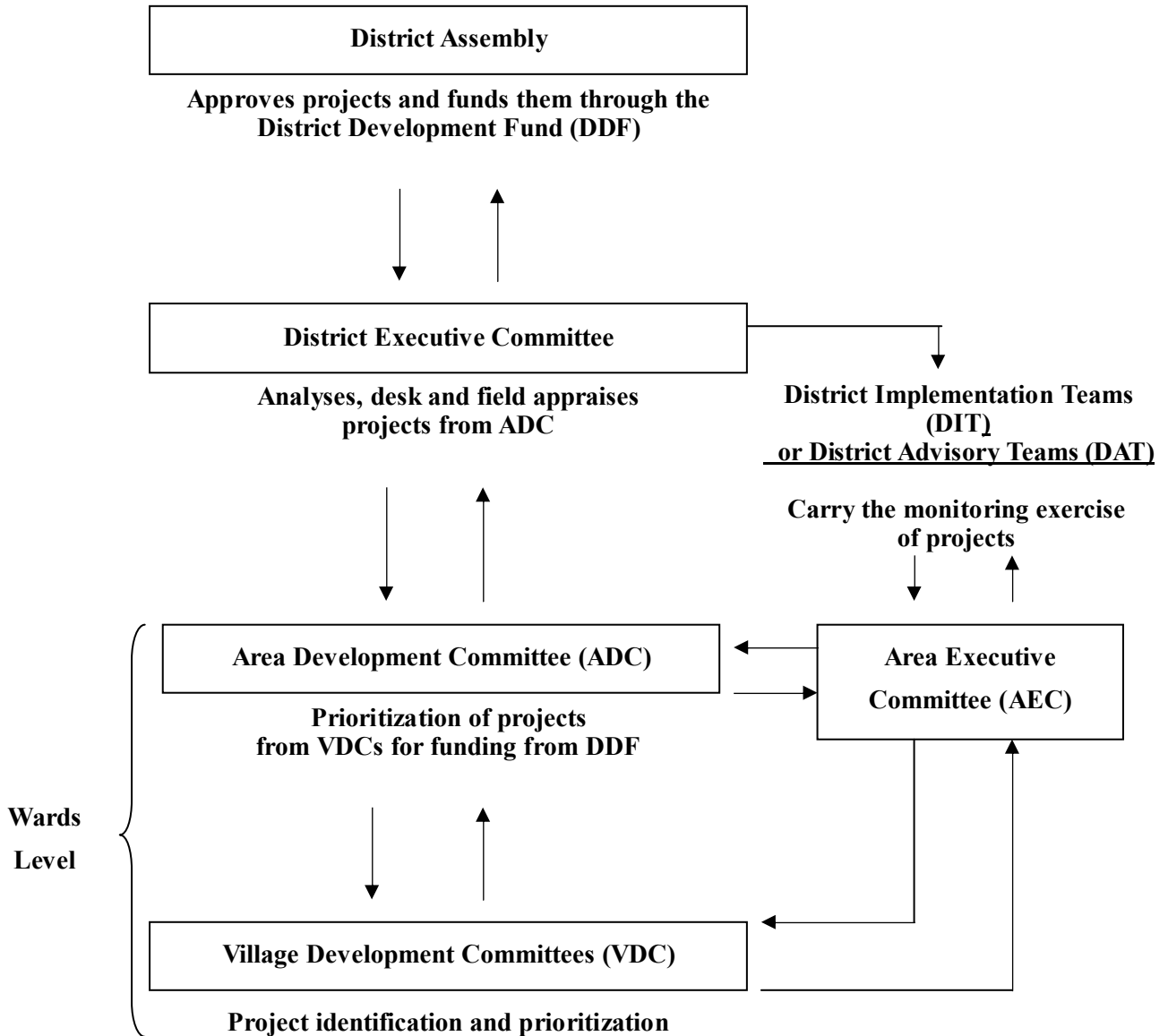

Figure 4-1 Administrative, Monitoring and Evaluation Structure in the District

Table 4-1 Implementation Schedule of Chitipa DEP: Primary Education (Period: 2002-2005)

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
[ACCESS] 1.1 build new schools including facilities for the disabled where necessary and teachers' houses	- Pupils - Teachers	- No. of new classrooms built - Pupil/classroom ratio - No. of teachers' house - Teacher/house ratio - No. of desks - Pupil/desk ratio reduced from 10:1 to 3:1	30 20 4,000	40 20 4,000	50 20 4,000	1.1.1 Mobilize community 1.1.2 Sites identification 1.1.3 Molding bricks 1.1.4 Collect bricks, sand and quarry stones 1.1.5 Procure building materials 1.1.6 Construct new school blocks and teachers' houses	──	──	──	- Community and others	- DEM - DA	- Site visit - Site meetings - Reports/ minutes
1.2 Encourage private sectors to open more private primary schools	- Pupils	- Gross enrollment rate - No. of private primary schools established - Net enrollment rate	1	1	1	1.2.1 Conduct campaign meetings 1.2.2 Assist on procedures on establishment of a private primary schools	──	──	──	- DEM - DA	- DEM - DA	- Site visits - Site meetings - Reports/ minutes
[QUALITY] 2.1 Improve administration inspection and supervision of primary schools	- Teachers - PEAs - Pupils	- No. of head teachers and school committees trained - No. of PEAs trained - No. of teaching and learning materials bought - No. of motor bikes and vehicles maintained - No. of motor bikes and vehicles purchased	60 55 11 11	60 55 11 11	46 56 11 11	2.1.1 Train head teachers and school committees in managerial skills 2.1.2 In-service training for PEAs and head teachers on inspection and supervising skills 2.1.3 Provide teaching and learning resources 2.1.4 Maintain motor bikes and vehicles	────			- PEAs	- DEM	- Minutes/ reports
2.2 Lobby MoEST to train more teachers	- Pupils	- No. of teachers	125	125	126	2.2.1 Lobby MoEST to train more teachers	────			- DEM	- DA	- Meetings of consultations - Reports
2.3 Supply adequate teaching and learning materials and infrastructure	- Pupil	- No. of teaching and learning materials - No. of teachers' houses - No. of classrooms	22	22	22	2.3.1 Procure relevant teaching and learning materials 2.3.2 Distribute teaching and learning materials 2.3.3 Construct infrastructure	──	──	──	- DEM	- DA	- Reports

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
2.4 Rehabilitation of existing schools, blocks and teachers' houses	- Pupils - Teachers	- No. of meetings with community - No. of project committees formed in schools - No. of classrooms rehabilitated	22 55 50 40	22 55 58 49	22 56 58 40	2.4.1 Mobilize community 2.4.2 Establish maintenance committees in schools 2.43.3 Rehabilitate classrooms and teachers' houses 2.4.4 Consulting donors and NGOs	▬	▬	▬	- PEAs - Community and others	- DEM	- Site visits - Site meetings - Reports
2.5 Even distribution of teachers between urban and rural areas	- Pupils	- No. of teachers posted - Pupil/teacher ratio	125	125	126	2.5.1 Post teachers to the zones evenly	▬			- PEAs	- DEM	- Reports
[MANAGEMENT] 3.1 Stop cheating in national examinations	- Pupils	- % of cheating cases - No. of meetings	22	22	22	3.1.1 Sensitize all stakeholders on danger of cheating 3.1.2 Spot checking during examinations	▬	▬	▬	- PEAs - Head teachers	- DEM	- Spot check - Meetings - Reports
3.2 Strengthen involvement of school committees in school management	- Pupils - Parents - Teachers	- No. of committees trained	16	16	17	3.2.1 Train school committees	▬	▬	▬	- PEAs	- DEM	- Reports
3.3 Establish and rejuvenate PTAs	- Teachers - Parents - Pupils	- No. of PTAs established, trained and rejuvenated	13 20	13 20	14 20	3.3.1 Establish and train PTAs in schools that do not have PTAs and rejuvenate them	▬	▬	▬	- PEAs	- DEM	- Reports
3.4 Enforce school discipline	- Pupils - Teachers	- No. of meetings conducted - No. of cases consulting and punishing - No. of awards given	20 10	15 10	15 10	3.4.1 Sensitization meeting for parents, teachers and pupils 3.4.2 Consult and punish offenders 3.4.3 Award prizes to well disciplined pupils	▬	▬	▬	- PEAs	- DEM	- Reports
3.5 Reduce teacher and pupil death rate	- Pupils	- Reduced death rate	55	55	56	3.5.1 Sensitization of teachers, pupils and parents	▬	▬	▬	- PEAs - Head teachers	- DEM	- Minutes - Reports

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
[EQUITY] 4.1 Create attractive school environment	- Pupils - Teachers	- No. of pit latrines for girls built - No. of teachers trained or oriented - No. of pieces of furniture and Braille materials bought	276 360 20 20	277 370 15 15	277 347 15 15	4.1.1 Construct latrines for girls 4.1.2 Orient teachers on classroom management 4.1.3 Purchasing of appropriate furniture and Braille materials	▬	▬	▬	- Head teachers - PEA	- DEM	- Inspection - Supervision - Report
4.2 Conduct civic education on the value for education for girls and other disadvantaged groups	- Parents - Pupils	- Girls' enrollment rate - No. of meetings	3	3	3	4.2.1 Conduct meetings through Das to sensitize local leaders	▬	▬	▬	- PEAs	- DEM	- Minutes - Reports
4.3 Request the ministry to train more teachers in special education	- Teachers	- No. of training centers opened - No. of teachers sent to training in special education	5	5	0	4.3.1 Lobby the ministry to establish training centers in special education 4.3.2 Send teachers to train in special education	▬	▬		- DEM - DC	- MoEST	- Consultation meetings
[RELEVANCE] 5.1 Orientation of PEAs on the new curriculum	- Pupils	- No. of workshops and seminars held - No. of PEAs oriented and trained	55	55	56	5.1.1 Conduct workshops and seminars with PEAs	▬	▬	▬	- DEM	- MoEST	- Reports
[PLANNING] 6.1 Establish EMIS at the district, zone and school levels	- Pupils	- EMIS established at district, zone and school levels	1 1 1 2 2 2 2	1 1		6.1.1 Procure information technology equipment 6.1.2 Training in data collection, entry, analysis and management 6.1.3 Secure a computer room 6.1.4 Procure necessary furniture	▬	▬		- DEM	- DA	- Consultation meetings

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
[FINANCE] 7.1 Mobilize communities to raise funds for education development	- Pupils	- No. of campaign meetings - No. of consultation meetings	7	7	8	7.1.1 Social mobilization campaign with parents 7.1.2 Conduct resource consultation meetings with DA members and other stakeholders 7.1.3 Approval	▬	▬	▬	- PEAs - Head teachers	- DEM	- Reports
7.2 Lobby MoEST to raise teachers' salaries	- Teachers	- Vehicle bought	--	--	--	7.2.1 Lobby MoEST 7.2.2 Procure vehicle	▬			- DEM	- DA	- Consultation meetings
7.3 Lobby MoEST to buy DEM's vehicle	- DEM - Office staff	- % increased	1	--	--	7.3.1 Lobby MoEST 7.3.2 Raise teachers' salaries	▬			- DEM	- DA	- Consultation meetings

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Table 4-2 Implementation Schedule of Chitipa DEP: Secondary Education (Period: 2002-2005)

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
[QUALITY] 1.1 Lobby MoEST to train more secondary teachers	- Teachers - Students	- No. of teachers trained - Student/teacher ratio	34	34	34	1.1.1 Consult MoEST	▬	▬	▬	- DEM	- EDM - Division planner	- Consultation meetings - Reports
1.2 Improve teaching of science	- Teachers - Students	- No. of laboratories built	5	5	5	1.2.1 Consult MoEST to construct labs in CDSS	▬	▬	▬	- DEM	- EDM - Division planner	- Consultation meetings - Reports
1.3 Improve distribution of teaching and learning materials to schools	- Teachers - Students	- No. of textbooks distributed - Student/textbook ratio	333	333	334	1.3.1 Lobby MoEST to buy and distribute teaching and learning materials to school	▬▬▬▬▬			- DEM	- EDM - Division planner	- Reports
1.4 Improve inspection and advisory services	- Teachers - PEAs	- Frequency of regular inspection - Supervision reports	15	15	15	1.4.1 Lobby MoEST to ensure regular inspection and supervision	▬	▬	▬	- DEM	- EDM - EMAS	- Inspection - Reports
1.5 Orient heads and heads of sections on new curriculum	- Teachers - Students	- Improved teaching method - Improved pass rate at JCE and MSCE	15	--	--	1.5.1 Consult schools on areas of difficulty in the curriculum 1.5.2 Identify resource persons 1.5.3 Identify venue and orient the teachers	▬			- DEM	- EDM - EMAS	- Inspection - Reports
1.6 Maintain and renovate classrooms	- Teachers - Students	- No. and % of classrooms maintained	8	6	6	1.6.1 Establish maintenance committees 1.6.2 Train the members	▬	▬	▬	- Head teachers	- DEM	- Reports
[ACCESS] 2.1 Increase No. of secondary schools e.g. additional 1 CDSS in every zone and expand some existing schools	- Students - Community	- No. of classroom, CDSS and new schools constructed - Student/classroom ratio - No. of teachers' houses - Teacher/house ratio - Production of progress reports	11 8	12 8	11 8	2.1.1 Consultation with communities on sites 2.1.2 Field appraisal 2.1.3 Approval by DA 2.1.4 Construct new schools 2.1.5 Construct additional classrooms and teachers' houses 2.1.6 Monitoring and evaluation	▬ ▬ ▬ ▬ ▬ ▬			- DEM	- EDM - Division planner	- Site visits - Site meetings - Reports

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
2.2 Encourage private sector to open private schools	- Students - Community	- No. of meetings conducted - No. of posters sent and posted on notice boards - No. of private secondary schools opened	2 1	-- 1	-- --	2.2.1 Conduct campaign meetings with stakeholders 2.2.2 Send and circulate bulletins and circulars to and post on notice boards	▬ ▬	 ▬		- Community	- DEM	- Site visits - Site meetings - Reports
2.3 Improve facilities at secondary schools to cater for the disabled	- Students - Community	- No. of classrooms and pit latrines built	10	10	10	2.3.1 Construct classrooms and pit latrines which are user friendly	▬	▬	▬	- Head teachers - DEM	- EDM - Division manager	- Site visits - Reports
2.4 Social awareness campaign to stakeholders	- Students - Community	- Positive attitude towards development work in their localities - No. of meetings	7	7	8	2.4.1 Sensitize school committees, PTAs, councilors and local leaders	▬	▬	▬	- DC - DEM	- EDM - Division manager	- Reports - Minutes
[EQUITY] 3.1 Provide enabling attractive school environment	- Students - Teachers	- Student/latrine ratio - No. of braille materials bought	20 5	20	20	3.1.1 Build more latrines for girls 3.1.2 Procure equipment, furniture and braille materials	▬ ▬	▬	▬	- DEM - Head teachers	- EDM - Division planner	- Reports
3.2 Conduct civic education on the value of education for girls and other marginalized groups	- Community - Students	- No. of meetings conducted - No. of bursaries awarded to girls, orphans and needy students	3 50	50	50	3.2.1 Conduct meetings through DA so that information can be passed to other leaders 3.2.2 Increase bursaries for girls, orphans and needy students	▬ ▬	▬	▬	- DC - DEM	- EDM - Division planner	- Minutes - Reports
3.3 Lobby MoEST to train more teachers in special education	- Teachers - Students	- No. of teachers trained in special education	10	10	10	3.3.1 Lobby MoEST to train more teachers in special education	▬	▬	▬	- DEM	- EDM - Division planner	- Reports
[MANAGEMENT] 4.1 Strengthen involvement of relevant stakeholders in school management	- Community - Students - Teachers	- No. of meetings - No. of chool committee and student representatives trained	2			4.1.1 Training of school committees and student representatives	▬			- DEM - Head teachers	- EDM	- Minutes - Reports
4.2 Form PTAs in secondary schools	- Community - Teachers	- No. of PTAs formed and trained	15			4.2.1 Formation and training of PTAs in secondary schools that do not have PTAs	▬			- DEM	- EDM	- Reports

Implementation Strategies in Order of Priority	Target Group (Beneficiaries)	Indicators	Outputs			Specific Activities	Time Frame			Responsible Department/Official		Monitoring Activities
			'03	'04	'05		02/03	03/04	04/05	Implementer	Manager	
4.3 Enforce discipline in secondary schools	- Community - Teachers - Students	- No. of sensitization meetings conducted - % of discipline cases - No. of awards	1 32	 32	 32	4.3.1 Sensitization meetings for parents, teachers and students 4.3.2 Council and punish teachers and students 4.3.3 Awards for well disciplined students	— —	 —	 —	- DEM - DC	- DA	- Minutes - Reports
[RELEVANCE] 5.1 Lobby MoEST to introduce life skills in the curriculum	- Community - Students	- No. of teachers oriented	10	10	10	5.1.1 Orient teachers in life skills	—	—	—	- DEM	- EDM - EMAS	- Reports - Minutes
5.2 Establish curriculum review and refines cycle	- Community - Teachers - Students	- No. of teachers oriented	20	10		5.2.1 Orient teachers on curriculum	—	—		- DEM	- EDM - EMAS	- Reports - Minutes
5.3 Promote appropriate curriculum materials	- Teachers - Students	- No. of materials distributed to schools	--	--	--	5.3.1 Prepare appropriate curriculum materials 5.3.2 Distribute the materials to schools				- DEM	- EDM - EMAS	- Reports
[FINANCE] 6.1 Mobilize stakeholders to raise funds for education developments	- Community - Teachers - Students	- No. of mobilization meetings - No. of consultation meetings - No. of bricks molded and amount of sand and stones collected	1 30	1 21	1 21	6.1.1 Social mobilization campaign with parents and NGOs 6.1.2 Conduct consultation meetings with DA 6.1.3 Communities to mold bricks and collect sand and stones	— —	— —	— —	- DEM - DC	- DA	- Reports
6.2 Encourage private sector to participate in provision of secondary education	- Community - Teachers - Students	- No. of consultation meetings	2			6.2.1 Conduct consultation meeting with the private sectors	—			- DEM - DC	- DA	- Reports
[PLANNING] 7.1 Capacity building of DEM office and secondary schools	- DEM office staff - PEAs - Teachers	- % of staff trained - No. of head teachers and School Committees trained - District reports - No. of data documents prepared - No. of annual review meetings	15 10 2 3	 10 3	 10 3	7.1.1 Training in data collection, analysis and use 7.1.2 Train head teachers and School Committee on school development plans 7.1.3 Dissemination information to members of DA 7.1.4 Review the existing DEP	— — — —	— —	— —	- DEM - DC	- EDM - EMAS	- Reports - Minutes

APPENDIX V:

GUIDE FOR THE POST-DEMONSTRATION

PROJECT EVALUATION

Guide for the Post-Demonstration Project Evaluation

The National School Mapping and Micro-Planning Project
MoEST Division of Planning, Malawi and JICA Project Team

MARCH 2002

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Purpose and Use of the Guide

The purpose of this Guide is to provide information on how to collect quantitative and qualitative data about the two demonstration projects and to determine how to improve systems dealing with school data collection, management and reporting (EMIS), and community and school involvement in record keeping and management (INSET). The two projects chosen by the six districts were selected on the basis of expected major contributions to implementing District Educational Plans (DEPs). Whereas Dedza and Nkhata Bay implemented the *In-Service Training for School Managers (INSET)* demonstration project, Thyolo, Mangochi, Nsanje, and Mchinji implemented the *Capacity Building for School Census (EMIS)* demonstration project.

This Guide contains the explanations, tools and techniques that deal with how to conduct the post-demonstration project evaluation. The results of the evaluation will form the basis for the final report, conclusions and recommendations about how to improve certain aspects of local educational planning and its implementation (from the school to district levels) in Malawi.

Conceptual Framework and Organization of Evaluation Activities

Measurement of targeted interventions and their outcomes are categorized either as quantitative or qualitative. Quantitative measures provide a numerical value for specific indicators. Such indicators would include budget planned versus budget spent; number of staff by job title trained compared to total possible; and the percentage increase in the accuracy of data collected. This information can be collected and managed by examining records and computing results. The computations yield numerical values that, for the most part, represent change resulting from implementing the demonstration projects.

By contrast, qualitative indicators are difficult to measure, and numerical values can be difficult to assign. Instead, qualitative variables are treated as descriptive, and narratives are used to explain change. Although difficult to measure, they are important since they can explain how and why certain choices were made. We may wish to understand how different staff, such as PEAs, have changed, how they manage and collect data or why such changes have occured. To get at information related to these indicators, this evaluation is using school and district level quantitative data collection and focus group interviews to gather information on the impact of the projects. The measurement of the impacts will be based on the performance indicators and criteria established at the outset of the projects.

The criteria selected to measure the performance of the two projects were very similar; nevertheless, there were sufficient differences in their design to require the use of somewhat different measurements. **Table 1** shows the indicators that were selected for measuring each demonstration project's success:

Table 1 Indicators for the Demonstration Projects

Evaluation Criteria	INSET for School Managers	Capacity Building for School Census
Efficiency	• Project budget spent as planned • Project implemented according to schedule	• Project budget spent as planned • Project implemented according to schedule
Relevance	• Relates to the need of the district • Relates to the national education policy • Training relates to professional needs of trainees	• Relates to the need of the district • Relates to the national education policy • Training relates to professional needs of trainees
Effectiveness	• No. of teachers trained • No. of PEAs trained • No. of cluster heads trained • No. of community reps. trained • No. of attendance registers in use • Training programs developed • Training materials produced	• No. of teachers trained • No. of PEAs trained • No. of cluster heads trained • Statistical bulletins prepared • No. of attendance registers in use • Usage of pupil attendance registers • Training programs developed • Training materials produced
Impact	• Attendance records kept accurately • School records reviewed by school committee/PTA and head teachers • Extent of use of school records in school decision making	• Accuracy of collected census data • Extent of use of data at school, zone/cluster and district levels • Accuracy of attendance registers

Before beginning the evaluation it is necessary to examine each indicator and determine which is quantitative and which is qualitative. **Table 2** below displays the **Table 1** indicators as to whether they are qualitative or quantitative. The type of indicators (quantitative or qualitative) has determined the data and information collection methods, which we will use in the evaluation process.

Table 2 Measurement of Post-Demonstration Project Indicators

Efficiency		
Project budget spent as planned.	Quantitative	Compare budgeted amount to account summaries to see if money was spent as planned.
Project implemented according to plan.	Qualitative	Work in focus group interview and ask questions about plan versus actual implementation including the budget. Also, review midterm and final reports from the field.
Donated computers put to use in improving efficiency.	Qualitative	Focus group interview to determine how computers were applied to district needs.
Relevance		
Project relates to need of district and national education policy and professional needs.	Qualitative	Use focus group to ask questions related to the indicator and how it has been used and applied. Baseline on needs of district.

Effectiveness		
Number of people trained by category – PEAs, cluster heads, etc.	Quantitative	Tally attendance by job for each training organized by district.
Training materials and programs developed and reusable and perceived effectiveness.	Quantitative/ Qualitative	List title and type of each item produced for training and that could be duplicated and replicated in other districts by core, national and district trainers. Use focus group to assess quality by analyzing training materials.
Impact		
Number of attendance records in use before and after pilot.	Quantitative/ Qualitative	Need independent verification as to whether attendance records were used in schools prior to demonstration. Need to identify type of register used and frequency of attendance taken.
Increase in accuracy of data collected.	Quantitative	Compare 2000 census with 2001 census for sampling of schools. Select specific items within census that can be verified as accurate and compute 2000 and 2001 actuary percentage and compare.
Change in how system (school, cluster/zone, and district) collects and reports data.	Qualitative	For the sample of schools assess how schools collected data using school registers in the past and how the new registers have changed data collection
Change in roles and responsibilities of stakeholders including students and community.	Qualitative	Use focus group interview to question how data was collected before the project and future plan for collecting and reporting data. Use focus group interview to identify each stakeholder group and ask what their role was before the project in collecting and reporting data. Then define what the future role will be. Summarize any changes in roles of each stakeholder group.

Once the indicators and measurements are sorted, as quantitative or qualitative, it is possible to design a means to measure them. Quantitative indicators are to be measured by collecting the specific statistical information to show project performance on the selected quantitative indicators. For example, quantitative measures at school level are used to assess the extent to which school census data will verify the extent to which there has been an improvement in data accuracy from 2000 to 2001 as a consequence of the EMIS project.

Qualitative indicators are to be measured by collecting information through a focus group interviews for both the EMIS and INSET projects. In the focus groups, opinions will be expressed to interviewers by school and district stakeholders on a set of specific project performance related questions. While a number of questions may be the same for both projects, some will be different to relate to the specifics of each project.

Organization, Responsibilities and Schedule of Evaluation Teams

Major Evaluation Activities

The following Major Activities will be accomplished during the evaluation:

1. Conduct focus group interviews in each of the six pilot districts;

2. Complete a quantitative data sheet of the demonstration project;

3. For EMIS projects conduct school visits to verify and compare school census data for years 2000 and 2001; and

4. For INSET projects, conduct school visits to assess the impact of INSET training on upkeep and use of school records.

Evaluation Team Assignments

The evaluation team for each pilot district will be the core/national trainer and the CPEA assigned as follows:

Nkhata Bay	Ziba and Ms. Matayataya (ex-CPEA)
Mchinji	Mwamlima and CPEA from District
Dedza	Masanche and CPEA from District
Mangochi	Thoko Banda and CPEA from District
Thyolo	Dr. Chimombo, Dr. Kamlongera and CPEA from District
Nsanje	Grace Banda and CPEA from District

Overall Work Schedule

During Week of February 4

Meeting of core/national trainers during micro planning workshop to:

- Review plans, schedule and guide for demonstration project evaluation; and

- Review responsibilities of core/national trainers regarding orientation of CPEAs, local arrangements for focus group interviews and school visits.

February 12 – 20

Prepare and send letter from Dr. Kamlongera to DEMs and CPEAs explaining the evaluation purposes and objectives and their roles in

evaluation. The letter would specify DEM and CPEA responsibilities for organizing focus group interviews and school visits and completion of quantitative data sheet.

During this period, with the assistance of core/national trainer DEM and CPEA will select participants for focus group interviews and schools for school visits and make necessary arrangements.

March 6

One-day orientation in Lilongwe of core/national trainers on roles and responsibilities in evaluation with a special emphasis on roles in focus group interviews.

March 7-13

Depending on local arrangements made during late February and early March, conduct focus group interviews and school visits. Quantitative data sheet is also to be completed.

March 15 – Morning

Meeting of core/national trainers in Lilongwe to debrief on the results of the evaluation in their districts and to wrap-up evaluation activities.

March 15 – Afternoon

Technical Committee meeting in same place as morning meeting.

Activity #1 Focus Group Interview (EMIS & INSET)

The Process of Focus Group Interview

A focus group interview is a group discussion that brings together people from similar backgrounds or experiences to discuss a specific topic of interest to the researcher. The group is guided by a facilitator who introduces topics for discussion and helps the group to participate in a lively and natural discussion "focused" on a specific topic. This is one of many techniques used in qualitative research. This research method enables the Project Team to gain insight into attitudes, beliefs, motives and behaviors of the target population. When used properly qualitative techniques can be combined with quantitative data in an inter-related, complementary manner. Qualitative research, including the focus group interview, mainly answers the questions why and how whereas quantitative research answers the questions of what, how much, how many or how often.

The evaluation team will play the role of facilitators in the interview process to stimulate participants to respond to a set of pre-arranged questions. A sample of teachers, administrators and community representatives, where appropriate, are

to be assembled by the DEM and CPEA. The questions will relate to such things as how the demonstration project impacted their school, and why some activities did not take place according to the plan?

According to a prior agreement, the core/national trainer or CPEA will introduce each question to the group and work as the interviewer/facilitator. The interviewer, with the help of the recorder, must focus on asking and revising questions to make sure that all the information is provided related to each question. The recorder must capture the information by writing it down. The recorder will monitor responses and determine if the items in the check-lists are also covered in the responses. If not, the recorder will notify the interviewer so that the interviewer asks for more detail. When the interviewer and recorder are satisfied they have a sufficient response from all participants, they may move to the next question. This procedure is repeated for each question until all the questions are answered and the recorder has written and summarized responses.

The facilitator needs to possess a number of personality characteristics that include:

1. The ability to feel at ease with others.

2. The ability to put others at ease.

3. The ability to project unconditional regard and acceptance of others.

4. The ability to convey warmth and empathy.

5. Good verbal and interpersonal skills.

6. Good listening skills.

7. The ability to project enthusiasm.

8. An awareness of one's own nonverbal reactions.

9. Physical characteristics that are not threatening.

10. A close matching of the focus group respondents so that rapport can be established.

11. The ability to conceptualize and to think through contingencies.

Persons Participating in the Focus Group Interview

The total number of participants will depend upon the project (EMIS or INSET). **Table 3** shows the compositions of participants for EMIS and INSET. The core/national trainers will confer with the DEM/CPEA for the selection of participants. It is expected that most participants will be from within or close to the Boma.

Table 3 Participants for Focus Group Interview

EMIS	INSET
Group 1 (7 participants) • DEM • Assistant DEM • Accounts • CPEA • 3 PEAs	*Group1* (7 participants) • DEM • Assistant DEM • Accounts • CPEA • 3 PEAs
Group 2 (10 participants) • 5 primary school head teachers • 2 secondary school head teachers • 2 primary school teachers • 1 secondary school teacher	*Group 2* (7 participants) • 5 primary school head teachers • 2 secondary school head teachers
	Group 3 (7 participants) • 5 community representatives from primary schools • 2 community representatives from secondary schools

Responsibilities of those Organizing the Focus Groups Interview

DEM

1. Together with CPEA select participants
2. Select venue for meeting
3. Invite participants and confirm attendance
4. Handle local finances
5. Participate in focus group interview as participant (group 1)

CPEA

1. Together with DEM select participants
2. Facilitate focus group discussion with core/national trainer

Core/National Trainer

1. Orient DEM and CPEA to evaluation purposes and objectives and their responsibilities in carrying it out
2. Work with DEM and CPEA in organizing focus group interview
3. Explain the purpose of the discussion to the participants
4. Facilitate focus group discussion with CPEA

Focus Group Reporting Procedures

Once the focus group interview is completed, the interviewer and recorder will review and translate the responses and recopy results onto a second, clean copy of the form. This will allow both individuals to reorganize responses and add or delete information that was copied on the form used during the interview. This second form is the one that will be submitted to the Project Team. All final form must be completed before core/national trainers meet in Lilongwe March 15.

Activity #2 School Visits for School Census Data Verification (EMIS)

Purposes, Process and Participants

The primary purpose of the school visit is to verify accuracy of year 2000 and year 2001 census data and to determine how schools were utilizing the new school registers as compared to previous procedures and what has been the impact? Five primary schools, one conventional secondary school and one CDSS will be selected by the evaluation team as sample schools. They will be selected on the basis of proximity to the Boma and previous involvement in the baseline survey at the beginning of the demonstration project. Prior to school visits the evaluation teams need to acquire the Census Book for these two years for the identified schools.

The first task of the evaluation team is to verify the accuracy of the census data. The results of this census data verification and evaluation will be recorded on the EMIS SCHOOL CENSUS SURVEY FORM so that results can be in the same format for comparison purposes. The head teacher will be asked to produce the original school records to verify that the data reported on the 2000 census report are either correct or incorrect. The same will be done with the 2001 census report. Ten (10) items will be selected from each report. When completed, the team will be able to complete the summary for the district on the EMIS SCHOOL CENSUS SURVEY DISTRICT SUMMARY FORM, which will compare the accuracy of the data for each school and for each type of schools surveyed.

Responsibilities of Organizers

DEM

1. Inform the selected schools for site visits about the purpose of the visit and the procedure of verification survey;

CPEA

1. Assist the DEM with his role and responsibilities;

2. Work with core/national trainer on verification of the census data at each site;

3. Work with core/national trainer in completing school census and district summaries of results of census data survey by March 15.

Core/National Trainer

1. Assist DEM and CPEA in fulfilling their responsibilities;

2. Work with CPEA on verification of the census data at each site;

3. Work with CPEA in completing school census survey forms and district summary form by March 15.

Activity #3: School Visits for INSET Training Assessment (INSET)

Purposes, Process and Participants

The purpose of the school visit is to access the impact of the INSET training on the keeping and usage of school records. Five primary schools, one conventional secondary school and one CDSS will be selected by the evaluation team as sample schools. They will be selected on the basis of proximity to the Boma and previous involvement in the baseline survey at the beginning of the demonstration project.

The first task of the evaluation team is to review the use of attendance registers. First, the team will collect the numbers of permanent attendance registers used in year 2001, supplied for 2002 and currently in use. These figures could be obtained from the school head or his/her deputy. Next, the team will review 4 attendance registers, which are currently in use. For a junior primary, the team may review registers of Standard 1, 2, 3 and 4 while for a full primary the team may select registers of Standard 1, 3, 5 and 7. Each register will be reviewed following the items given in the survey form. The team will determine if the required items are properly entered or not. If the item is entered properly, put

"yes" and if not put "no" in the table. The total number of "yes" is calculated for each item. The team is also requested to note any observations and comments on the ways the attendance registers are kept and used. Thirdly, the team is asked to review two other types of school records. The team could select two from the records that the school is keeping. Such records include progress record, admission book, sick book, punishment book, etc. The team will review the way each record was kept before the INSET training and how it is kept after the INSET training. The team should also obtain information on how the record was/is used from teachers in the school. The summary will be recorded in the space provided. All the above information should be entered on INSET School Visit Form.

After all the 7 schools are visited and the survey completed, the team will be able to complete the summary for the district on the INSET School Visit District Summary Form.

Responsibilities of Organizers

DEM

1. Inform the selected schools about the purpose of the visit and the procedure of the survey;

CPEA

1. Assist the DEM with his role and responsibilities;

2. Work with core/national trainer on the survey at each site;

3. Work with core/national trainer in completing school visit forms and district summary form by March 15.

Core/National Trainer

1. Assist DEM and CPEA in fulfilling their responsibilities;

2. Work with CPEA on the school visit survey at each site;

3. Work with CPEA in completing the school visit forms and district summary form by March 15.

Activity#4: Quantitative Data of the Project (EMIS & INSET)

Purposes and Reports

The evaluation team with the DEM will complete the District Quantitative Data Sheet. This form is used to collect basic data that reflects the activity and performance of the project with respect to such things as how many people were trained, the expenditures for the project versus what was budgeted, number of statistical bulletins prepared, number and the extent to which the project operated on schedule.

Two copies of the forms will be provided for each district so that a draft and final copy can be prepared for submittal when the debriefing meeting occurs in Lilongwe on March 15.

Responsibilities

DEM

1. Complete District Quantitative Data Sheet by March 11 prior to the site visits so the data will be ready for review by core/national trainer.

CPEA

1. Assist DEM with preparation of form and report.

Core/National Trainer

1. Review completed form and suggest, if necessary, corrections.

Materials for Evaluation Teams

Table 4 summarizes the materials you will need to complete the surveys:

Table 4 Inventory of What Evaluation Teams Need

EMIS	INSET
• Guide for Post-Demonstration Project Evaluation (1)	• Guide for Post-Demonstration Project Evaluation (1)
• EMIS Focus Group Interview Form (2)	• INSET Focus Group Interview Form (3)
• District Quantitative Survey Form (1)	• District Quantitative Data Sheet (1)
• EMIS School Census Survey Form (7)	• INSET School Visit Survey Form (7)
• EMIS School Census Survey District Summary Form (1)	• INSET School Visit Survey District Summary Form (1)
• Computer disk with templates (1)	• Computer disk with templates (1)
• Calculator	• Calculator

*** The Evaluation Teams will receive two copies of each of the forms above, so that one can be used as a worksheet and one for making a final clear hard copy.

Each team is provided with a computer disk that contains the templates. The use of this disk is optional. Some team members have access to a computer and may wish to complete all final forms using that computer. In these cases, the computer disk is to be used to ensure that the forms are completed properly. Once the team is ready to record findings on a final form the computer may be utilized. If this method is chosen, the disk will be taken to Lilongwe where the Project Team will print copies of all reports. Given that problems may arise, it will be necessary to bring the draft, hard copies as well.

EMIS Focus Group Interview
Questions for Group 1 (Staff of District Education Office)

Instructions

- Fill in the information in this page

- Explain the purpose of the group interview to the participants

- Introduce each question and lead a discussion

- Respect the flow of discussion but guide the group so that everyone can participate

- If necessary, probe and ask further questions until the discussion has covers all items given in the check list

- Complete all the questions provided

Information

Date: _____

District: _____

Name of interviewer: _____

Name of recorder: _____

Name of participants:

1. DEM: _____

2. Assistant DEM: _____

3. Accountant: _____

4. CPEA: _____

5. PEA 1: _____ (Zone ____)

6. PEA 2: _____ (Zone ____)

7. PEA 3: _____ (Zone ____)

Question1

Who prepared the demonstration project plan and how was it carried out?

Summary of Comments/Responses

Check-list (following items should be covered in the responses)

☐ Who took the responsibility for the development of the demonstration project Plan?

☐ Who was consulted in the development of the plan?

☐ With respect to Project planning, would you have done anything differently or used a different process?

<u>Question 2</u>

Was the Project budget spent according to plan? If not, why?

Summary of Comments/Responses

Check-list

☐ What were the specific changes in the budget and what was the explanation for each?

☐ Was the budget planning a problem and if so, how did it affect the carrying out of the project?

<u>Question 3</u>

How did the demonstration project impact the schools, zones, clusters, districts and local stakeholders?

Summary of Comments/Responses

Check-list

☐ Have perceptions changed with respect to the need for accurate data? If so, how?

☐ Do those involved in the project see how they can use the EMIS data in making educational decisions? If so, how?

☐ To what extent has the demonstration project encouraged changes in the ways the different people within the district perform their duties?

<u>Question 4</u>

How effective was the quality of the training in helping those trained perform their duties and responsibilities?

Summary of Comments/Responses

Check-list

☐ Were the training materials adequate for transmitting ideas and methods of data collection, analysis and management?

☐ Were the training presentations effectively organized and helped trainees understand the purposes of the training and the learning objectives to be achieved?

☐ Was the group work effective in helping trainees understand what was to be learned and why?

Question 5

Has the computer provided by JICA been useful and if so, in what ways?

Summary of Comments/Responses

Check-list

☐ Has the computer facilitated record keeping? If so, how?

☐ What other purposes or uses, if any, has the computer had in your district operations?

EMIS Focus Group Interview
Questions for the Group 2 (Head Teachers and Teachers)

Instructions

- Fill in the information in this page

- Explain the purpose of the group interview to the participants

- Introduce each question and lead a discussion

- Respect the flow of discussion but guide the group so that everyone can participate

- If necessary, probe and ask further questions until the discussion has covers all the items given in the check list

- Complete all the questions provided

Information

Date: _____

District: _____

Name of interviewer: _____

Name of recorder: _____

Names and the schools of the participants:

1. Primary School Head Teachers 1: _____ (_____ School)

2. Primary School Head Teacher 2: _____ (_____ School)

3. Primary School Head Teacher 3: _____ (_____ School)

4. Primary School Head Teacher 4: _____ (_____ School)

5. Primary School Head Teacher 5: _____ (_____ School)

6. Secondary School Head Teacher 1: _____ (_____ School)

7. Secondary School Head Teacher 2: _____ (_____ School)

8. Primary School Teacher 1: _____ (_____ School)

9. Primary School Teacher 2: _____ (_____ School)

10. Secondary School Teacher 1: _____ (_____ School)

<u>Question 1</u>

How did the demonstration project impact the schools, zones, clusters, districts and local stakeholders?

Summary of Comments/Responses:

Check-list

☐ Have perceptions changed with respect to the need for accurate data? If so, how?

☐ Do those involved in the project see how they can use the EMIS data in making educational decisions? If so, how?

☐ To what extent has the demonstration project encouraged changes in the ways the different people within the district perform their duties?

<u>Question 2</u>

To what extent has the demonstration project had an impact on attendance record keeping?

Summary of Comments/Responses

Check-list

☐ Will the new registers be useful in keeping daily attendance and, if so, how?

☐ Will having attendance records taken the same way across the district be useful? If so, why? If not, why not?

☐ What uses are there for attendance data and information for whom and how?

<u>Question 3</u>

How effective was the quality of the training in helping those trained perform their duties and responsibilities?

NOTE: This question should be directed to the school heads who did participate in training at zonal level. The teachers were not involved in the training programmer, so would be asked to permit the school heads to respond.

Summary of Comments/Responses

Check-list

☐ Were the training materials adequate for transmitting ideas and methods of data collection, analysis and management?

☐ Were the training presentations effectively organized and helped trainees understand the purposes of the training and the learning objectives to be achieved?

☐ Was the group work effective in helping trainees understand what was to be learned and why?

INSET Focus Group Interview
Questions for the Group 1 (Staff of District Education Office)

Instructions

- Fill in the information in this page

- Explain the purpose of the group interview to the participants

- Introduce each question and lead a discussion

- Respect the flow of discussion but guide the group so that everyone can participate

- If necessary, probe and ask further questions until the discussion has covers all the items given in the check list

- Complete all the questions provided

Information

Date: _____

District: _____

Name of interviewer: _____

Name of recorder: _____

Name of participants:

1. DEM: _____

2. Assistant DEM: _____

3. Accountant: _____

4. CPEA: _____

5. PEA 1: _____ (Zone _____)

6. PEA 2: _____ (Zone _____)

7. PEA 3: _____ (Zone _____)

Question 1 (Efficiency)

Were the project schedule and activities implemented according to the plan? If not, why?

Summary of Comments/Responses

Check-list (following items should be covered in the responses)

☐ How the project was implemented

☐ Whether or not the project was implemented according to the plan.

☐ The reasons why it did not go according to the plan.

<u>Question 2 (Efficiency)</u>

Was the project budget spent according to the plan? If not, why?

Summary of Comments/Responses

Check-list

☐   Whether or not the budget was spent according to the plan.

☐   The reasons why it was not spent according to the plan.

☐   What were the specific changes in the budget and what was the explanation for each?

Question 3 (Efficiency)

Has the computer provided by JICA been useful? If so, in what way? If not, why?

Check-list

☐   Who uses the computer?

☐   For what purpose?

☐   What are your experiences while using the computer?

<u>Question 4 (Effectiveness)</u>

Was the district-level training useful and adequate for conducting zone-level training? If yes, in what way? If not, why? How useful was the training materials provided at the district-level training?

Check-list

☐ How effective was the district-level training for the preparation of zone-level training?

☐ How effective were the training materials?

INSET Focus Group Interview
Questions for the Group 2 (Head Teachers)

Instructions

- Fill in the information in this page

- Explain the purpose of the group interview to the participants

- Introduce each question and lead a discussion

- Respect the flow of discussion but guide the group so that everyone can participate

- If necessary, probe and ask further questions until the discussion has covers all the items given in the check list

- Complete all the questions provided

Information

Date: _____

District: _____

Name of interviewer: _____

Name of recorder: _____

Names and the schools of the participants:

1 Primary School Head Teachers 1: _____ (_____ School)

2 Primary School Head Teacher 2: _____ (_____ School)

3 Primary School Head Teacher 3: _____ (_____ School)

4 Primary School Head Teacher 4: _____ (_____ School)

5 Primary School Head Teacher 5: _____ (_____ School)

6 Secondary School Head Teacher 1: _____ (_____ School)

7 Secondary School Head Teacher 2: _____ (_____ School)

<u>Question 1 (Relevance)</u>

Has the INSET training met your need? If so, in what way? If not, why?

Summary of Comments/Responses

Check-list

☐   Whether or not the training was relevant to head teachers' needs.

☐   How has it helped meet their (head teachers') needs?

<u>Question 2 (Impact)</u>

Has the INSET training changed the way your school keeps records? If yes, in what way? If not, why?

Summary of Comments/Responses

Check-list

☐   Whether or not the training has made any impact on the way teachers keep school records.

☐   If it has, in what way have teachers changed the way they keep school records?

☐   What school records did teachers keep before the INSET training and what records are they now keeping?

Question 3 (Impact)

Has the INSET training improved the accuracy of record keeping? If yes, in what way?

Summary of Comments/Responses

Check-list

☐ Whether or not the training has improved the accuracy of record keeping.

☐ In which areas?

☐ What was the main reason for improvement?

<u>Question 4 (Impact)</u>

Has the INSET training changed the way school records are used? If yes, how? If not, why?

Summary of Comments/Responses

Check-list

☐   How school records are used for decision making and for what kind of decisions

☐   How school records are used for the discussion with school committee, PTA, etc.?

<u>Question 5 (Impact)</u>

To what extent has the project changed the relationship between the head teachers and the community?

Summary of Comments/Responses

Check-list

☐   How was the relationship before the project and how is it now?

INSET Focus Group Interview
Questions for the Group 3 (Community Representatives)

Instructions

- Fill in the information in this page

- Explain the purpose of the group interview to the participants

- Introduce each question and lead a discussion

- Respect the flow of discussion but guide the group so that everyone can participate

- If necessary, probe and ask further questions until the discussion has covers all the items given in the check list

- Complete all the questions provided

Information

Date: _____

District: _____

Name of interviewer: _____

Name of recorder: _____

Names, schools and positions of participants:

1 Primary School Comm. Rep. 1: Name: _____ (_____ School)

Position: _____

2 Primary School Comm. Rep. 2: Name: _____ (_____ School)

Position: _____

3 Primary School Comm. Rep. 3: Name: _____ (_____ School)

Position: _____

4 Primary School Comm. Rep. 4: Name: _____ (_____ School)

Position: _____

5 Primary School Comm. Rep. 5: Name: _____ (_____ School)

Position: _____

6 Sec. School Comm. Rep. 1: Name: _____ (_____ School)

Position: _____

7 Sec. School Comm. Rep. 2: Name: _____ (_____ School)

Position: _____

<u>Question 1 (Relevance)</u>

Has the INSET training met your need? If so, in what way? If not, why?

Summary of Comments/Responses

Check-list

☐ Whether or not the training was relevant to their (community representatives') needs.

☐ How has it helped meet their (community representatives') needs?

Question 2 (Impact)

Has the INSET training helped you (community representatives) understand their roles in school management? If yes, in what way? If not, why?

Summary of Comments/Responses

Check-list

☐   How did they understand their roles before the project and how do they now understand their roles?

☐   What changes are necessary for them to perform their roles more effectively?

<u>Question 3 (Impact)</u>

Has the INSET training helped you (community representatives) understand importance of school records?   If yes, in what way? If not, why?

Summary of Comments/Responses

Check-list

☐   What records were they familiar with before the training and what after?

☐   How did they use records and has that changed and should there be further changes?

☐   What record did they find useful and why?

Question 4 (Impact)

Has the INSET training changed the relationship between the head teachers and the community? If so, in what way? If not, why?

Summary of Comments/Responses

Check-list

☐   How was the relationship before the training and how is it now?

☐   What should be the relationship and how could further training help improve the relationships between head teachers and community representatives?

EMIS School Census Survey

Instructions

- Make sure that the evaluation team has School Census Reports for 2000 and 2001 of the schools which the team is visiting

- Use one EMIS School Census Survey Form for one school

- Fill in the survey date, district, name of the school and the interviewer

- For each of 10 items listed in the table of Part I, find the information of year 2000 and 2001 from school records or from head teacher (for materials and infrastructure. if possible and necessary, verify the data physically) and write down the data in the given spaces

- For the same items find the data from the census reports of 2000 and 2001 and write down the data in the given spaces

- Compare these numerical data in each year and determine if the two data agree or not

- For each item write down YES when they agree and NO when they do not in for each year.

- After completing the third column calculate the percentage of agreement, by devising the number of yes by 10 and then multiplying it by 100, for 2000 and 2001 respectively

- Compare the percentages in the last row for 2000 and 2001 and calculate the difference

- For Part II, discuss each topic with a minimum of 4 teachers and write a summary for each topic

EMIS School Census Survey Form

Please First Complete:

Date: _____

District: _____

Name of the school: _____

Name(s) of surveyor(s): _____

Part I (quantitative data)

Item Description	2000 School Census Report Same as School Records?			2001 School Census Report Same as School Records?		
	Census Report Number	School Record Number	Agree Yes or No	Census Report Number	School Record Number	Agree Yes or No
1. Total Enrollment						
2. Repetition Rate						
3. Promotion Rate						
4. Total Number of Teachers						
5. Number of Qualified Teachers						
6. Number of Permanent Classrooms						
7. Number of Permanent Latrines						
8. Number of Teacher Houses						
9. Number of Usable textbooks in English Literature						
10. Number of Usable Textbooks in Chichewa						
Total Number of Yes						
Total Number of Items Checked	10			10		
Percent of Agreement (yes/total)						
Percent Increase or Decrease in Score between years						

Part II (qualitative)

1. How census data was collected and recorded for year 2000?

2. How census data was collected and recorded for year 2001?

3. What are changes in techniques between 2000 and 2001?

4 Is the school register being used? If so, explain how.

EMIS School Census Survey District Summary Form

Instructions

- Fill in the date of form completed, district name and names of surveyors

- For Part I, transfer the percentage agreements (% of yes) of year 2000 and 2001 from each EMIS School Census Survey Form

- Complete the tables by calculating the average percentages of agreements for year 2000 and 2001as well as the average % in change

- For Part II review each school survey and summarize the responses

Date: _____

District: _____

Name(s) of surveyor(s): _____

Part I (quantitative)

School	% Agreement in 2000	% Agreement in 2001	% Change in Agreement
Primary 1			
Primary 2			
Primary 3			
Primary 4			
Primary 5			
Secondary 1			
Secondary 2			
Average			

Part II (qualitative)

1. Summary of how census data was collected and recorded for year 2000:

2. Summary of how census data was collected and recorded for year 2001:

3. Summary of changes in techniques between 2000 and 2001:

4. Summary of responses as to use of attendance registers

INSET School Visits

Instructions

- Use one INSET School Visit Form for one school.

- Fill in the survey date, district, name of the school and the surveyor.

- For (1) obtain information from the head teacher or the deputy.

- For (2) collect 4 attendance registers, which are currently in use, for inspection. Try to collect them from different standards or forms

- Write down the Standards or Forms of the registers in the table.

- Review each register and determine if the required items are entered. If entered properly, put "yes" and if not put "no" in the table.

- Calculate the total number of "yes" for each item.

- Note any observations and comments in the space provided.

- For (3) collect 2 types of school records other than attendance registers (such as progress record, admission book, sick book, punishment book). Write down the type of records in the table.

- Review the way they are kept and used before and after the INSET training. Also ask teachers how these records are kept and used. Summarize the findings in the space provided.

INSET School Visit Form

Date: _____

District: _____

Name of the school: _____

Name(s) of surveyor(s): _____

(1) Number of permanent attendance registers

Items	Number
1. Number of attendance registers in use in 2001.	
2. Number of attendance registers supplied for year 2002.	
3. Number of attendance registers currently in use.	

(2) Inspection of attendance registers

Items	Registers (Standard/Form)				Total No. of yes
1. All the pupils' names entered properly?					
2. Pupils' ages entered?					
3. Daily attendance entered properly?					
4. Absent sick indicated as S?					
5. Daily totals entered everyday?					
6. Monthly totals entered for Jan & Feb.?					
7. Any observations/comments on the ways how attendance registers are kept and used?					

(3) Changes in keeping and usage of school records

Type of school record	Findings on how the records were/are kept and used before and after the INSET training

INSET School Visit District Summary Form

Instructions

- Fill in the date when the form is completed, district name and names of people who filled in the form.

- For (1) transfer the numbers from each School Visit Form. Calculate the total for each item.

- For (2) transfer the numbers of the last column from each School Visit Form. Calculate the total for each item. Summarize the observations/comments.

- For (3) summarize the findings from all the School Visit Forms.

Date: _____

District: _____

Name(s) of surveyor(s): _____

(1) Number of permanent attendance registers

	Number of attendance registers in use in 2001	Number of attendance registers supplied for year 2002	Number of attendance registers currently in use
Primary School 1			
Primary School 2			
Primary School 3			
Primary School 4			
Primary School 5			
Sec. School 1			
Sec. School 2			
Total			

(2) Inspection of attendance registers

	Pupils' names	Pupils' ages	Daily entry	Absent sick	Daily totals	Monthly totals
Primary School 1						
Primary School 2						
Primary School 3						
Primary School 4						
Primary School 5						
Sec. School 1						
Sec. School 2						
Total						

Summary of observations/comments

(3) Summary of changes in keeping and usage of school records

District Quantitative Data Sheet

The DEM is to complete the form below by **March 11** prior to school visits.

Project: _____EMIS _____INSET

District: _____

1.   Budget

(a) Baseline Survey

	Projected Budget	Actual Expenses	Difference	Comments
Allowance/ accommodation	_____	_____	_____	
Refreshments	_____	_____	_____	
Transport/fuel	_____	_____	_____	
Miscellaneous	_____	_____	_____	
Total	_____	_____	_____	

(b) Facilitators' Training

	Projected Budget	Actual Expenses	Difference	Comments
Allowance/ accommodation	_____	_____	_____	
Refreshments	_____	_____	_____	
Transport/fuel	_____	_____	_____	
Miscellaneous	_____	_____	_____	
Total	_____	_____	_____	

(c) Zone/Cluster level Training

	Projected Budget	Actual Expenses	Difference	Comments
Allowance/ accommodation	_____	_____	_____	
Refreshments	_____	_____	_____	
Transport/fuel	_____	_____	_____	
Miscellaneous	_____	_____	_____	
Total	_____	_____	_____	

(d) Totals

Totals	_____	_____	_____	

2.   Schedule

Major Activities Planned	Projected Schedule	Date Completed	On Schedule? Yes or No	Comments
1. Baseline Survey	_____	_____	_____	
2. Facilitator Training	_____	_____	_____	
3. Zonal Level Training	_____	_____	_____	

3. (a) Number of persons trained as facilitators

	Projected Number	Number Trained	Difference	Comments
PEAs	_____	_____	_____	
Cluster Heads	_____	_____	_____	
Others	_____	_____	_____	

(b) Number of persons trained in zone/cluster level training

	Projected Number	Number Trained	Difference
Head/deputy head teachers	_____	_____	_____
Community representatives	_____	_____	_____
Others	_____	_____	_____

4. Statistical Bulletins (EMIS projects only)

Projected Number	Number Prepared	Comments
_____	_____	

5. Attendance Records in use in primary school

Number in Use Before Project	Number in Use at Time of Evaluation	Difference	Comments
_____	_____	_____	

APPENDIX VI:
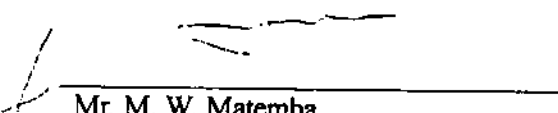
MINUTES OF MEETINGS
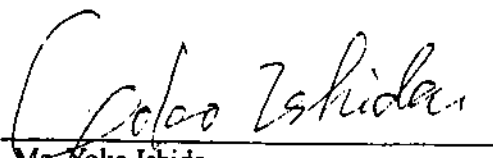
(1ST–4TH STEERING COMMITTEE and

1ST–8TH TECHNICAL COMMITTEE)

MINUTES OF MEETINGS

ON

INCEPTION REPORT

FOR

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT

IN

THE REPUBLIC OF MALAWI

LILONGWE

NOVEMBER 17, 2000

Mr. M. W. Matemba
Principal Secretary
Basic Education
Ministry of Education, Science and
Technology
and
Chairman of Steering Committee,
National School Mapping and
Micro-Planning Project

Ms. Yoko Ishida
Team Leader
JICA Project Team of
National School Mapping and
Micro-Planning Project

In accordance with the Minutes of Meeting on the technical cooperation and the Scope of Work for the Project, agreed in April 2000 and June 2000, respectively, between the Republic of Malawi (hereinafter referred to as "GOM") represented by the Ministry of Education, Science and Technology (hereinafter referred to as "MOEST") and Japan International Cooperation Agency (hereinafter referred to as "JICA"), JICA dispatched the Project Team (hereinafter referred to as "Project Team") headed by Ms. Yoko Ishida to undertake the "National School Mapping and Micro-Planning Project in the Republic of Malawi" (hereinafter referred to as "the Project").

The Project Team submitted the Inception Report (draft I) to the MOEST on November 6, 2000. The Technical Committee meeting on the Inception Report (draft I) was held on November 9, 2000. Following the explanation on the Project by the Project Team, the Inception Report (draft I) was reviewed page by page by the participants. Based on discussions at the meeting, the Project Team made the necessary revisions on the draft and submitted the Inception Report (draft II) to the MOEST.

According to the request from the Technical Committee, the Steering Committee meeting on the Inception Report (draft II) was held on November 13, 2000. The lists of participants of these meetings are attached in Appendix-1 and -2. The list of the Counterparts of the Project is shown in Appendix-3.

In the above meetings, the MOEST accepted the Inception Report (draft II) and the following issues were agreed upon by both parties as focal points of smooth implementation of the Project.

1. Change of the Project Title

The main purpose of the project is not to "study" or to "research" on a given subject, but to build capacity with regard to the planning and implementation of education development projects at the local level through micro-planning exercises. In view of this, it was recommended that the title of the project should be changed from "The Study on National School Mapping and Micro-Planning Project" to "The National School Mapping and Micro-Planning Project" (micro-planning component).

2. District-Level Education Development Plans for the Non-Pilot Districts

The training in micro-planning for the non-pilot districts will be provided during Phase II of the Project. It is desirable to make it clear that these districts' education development plans will be produced as tangible outputs of the training program as a way of

improving the effectiveness of the Project. The MOEST strongly recommended that activities for the district-level plan formulation should take place at the end of Phase II of the Project. The Project Team explained that they would convey the MOEST's recommendation to JICA Headquarters.

3. Pilot Districts

It was pointed out by the MOEST that of the six pilot districts, there was none from the Central East Educational Division. On the other hand, the Central West Division is represented by two districts, namely Mchinji and Dedza. Although the Project will continue to respect the six Pilot Districts selected through the Decentralization Projects, the trainers trained by the Project in the Central East Division will provide training in Mchinji District, as it is located closest to the Central East Division.

4. Technical Committee and Steering Committee

The Project Team will report the progress of the Project activities to the Technical Committee on a regular basis. Any specific issues, on which the Technical Committee's advice seems valuable, will come up during discussions with the Technical Committee. After discussions with the Technical Committee, when decision-making at the policy level is required, the Technical Committee will call a meeting of the Steering Committee. The Project team will report to the Steering Committee based on the advice of the Technical Committee.

5. Definition of "School Mapping" and "Micro-Planning"

There are various ways of defining "School Mapping" and "Micro-Planning" in general. It was thus suggested that the sense, in which these two terms are being used, and the activities, which are to be conducted at the district-level in the project, should be clarified through cooperative work between the Project Team, the MOEST and the other international development partners. These definitions will be included in the "Micro-Planning Framework."

6. Cooperation with the Other International Development Partners

In the primary and secondary education sector, several international development partners are actively supporting the MOEST with regard to the school mapping and micro-planning projects. The MOEST will soon start the 2000 School Census exercise. The outputs of these projects are essential for the successful implementation of the Project. The participants of the meeting, representatives from the MOEST, the Project Team and the International Development Partners, all agreed on continued cooperation and coordination with regard to Project implementation.

Appendix 1: List of Participants in the Meeting with the Technical Committee
(November 9, 2000)

MOEST

Dr. A. F. Kamlongera,	Principal Education Planner
Mr. J. L. Khozi	Senior Statistician
Mr. S. L. Mjuweni	System Program Analyst
Ms. E. Chinguwo	Senior Planning Officer
Mr. R. B. Kamwendo	Division Manager, Shire Highlands Division Office
Ms. R. Chibwana	Head Teacher, Lilongwe Girls Primary School
Mr. G. Chamdimba	District Education Officer, Lilongwe Urban District Office

International Development Partners

Mr. K. Gristock	DFID
Mr. L. Christoffersen	DANIDA

JICA

Ms. S. Muto	JICA Expert, Education Planning Advisor to MOEST

Project Team

Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

Appendix 2: List of Participants in the Meeting with the Steering Committee (November 14, 2000)

MOEST

Dr. J. B. K. Mwale	Director of Education Planning
Dr. A. F. Kamlongera,	Principal Education Planner
Mr. J. L. Khozi	Senior Statistician
Mr. S. L. Mjuweni	System Program Analyst
Mr. L. T. Haji	Planning Officer

International Development Partners

Mr. K. Gristock	DFID
Mr. M. H. C. Jere	DANIDA
Mr. B. Mvalo	USAID

JICA

Mr. H. Murakami	Resident Representative, Malawi Office
Mr. K. Okitsu	Assistant Resident Representative, Malawi Office
Ms. S. Muto	JICA Expert, Education Planning Advisor to MOEST
Dr. E. Saito	Social Development Study Department, Headquarters

Project Team

Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

Appendix 3:   List of Counterpart Personnel

Dr. A. F. Kamlongera,	Leader of the Counterparts' Team
	Principal Education Planner, MOEST
Mr. M. Nkhokwe	Education Planning Officer, South West Division Office
Ms. D. Khonje	Principal Education Planner, MOEST
Mr. K. Ndala	Education Planner, Shire Highlands Division Office
Mr. L. T. Haji	Planning Officer, MOEST

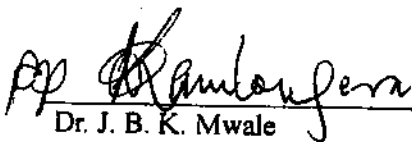# MINUTES OF MEETINGS

TECHNICAL COMMITTEE MEETING

ON

PROGRESS REPORT I

FOR

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT

IN
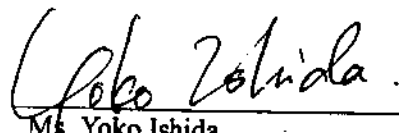
THE REPUBLIC OF MALAWI

LILONGWE

2 MARCH 2001

Dr. J. B. K. Mwale
Director of Education Planning
Ministry of Education, Science and
Technology
and
Chairman of Technical Committee,
National School Mapping and
Micro-Planning Project

Ms. Yoko Ishida
Team Leader
JICA Project Team of
National School Mapping and Micro-
Planning Project

The Project Team for the National School Mapping and Micro-Planning (Micro-Planning Component) submitted the draft of "Progress Report I" to MOEST in March 2001. This report summarizes the Team's major progress and accomplishments during its first visit to Malawi (November 2000 to March 2001) and the plan of their second visit from May 2001.

Subsequently, the Technical Committee met to review the report on 2 March 2001. Following the explanation of Progress Report I and the planned activities to be undertaken during the Team's second visit to Malawi (from May 2001), a discussion was held to further clarify important issues in order to ensure smooth implementation of the Project. The list of this meeting appears in the Appendix.

Progress Report I and the activity plan of the next visit was generally approved by the Technical Committee members. Both parties (the MOEST and the Project Team) agreed on further cooperation aimed at ensuring that future activities of the Project are effectively implemented. The following are the major issues discussed during this meeting:

1. **Correction of the Report Contents and the Next Steering Committee Meeting**

   Participants agreed that the draft of Progress Report I did not need any major changes. However the following minor points need to be addressed:

   (1) The figures of the organization structures of the MOEST headquarters, division offices and DEO offices in CHAPTER II need to be amended to reflect the actual situation in these offices;

   (2) The table summarizing key secondary school statistics in CHAPTER III should include the nation-wide averages if they are available. It was noted that the table covers only the data of the secondary schools which responded to the 1999 School Census questionnaire;

   (3) "PRSP (Poverty Reduction Strategy Paper)" should be added to Figure-6 as it is one of the key government policy which address developments in the education sector.

   Based on discussions at the meeting, the Project Team will make the necessary revisions on the draft and submit the second draft of Progress Report I to the MOEST. As per the request of the Technical Committee, a Steering Committee

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meeting on the Progress Report I is planned for 15 May 2001.

2. 2000 School Census Data Processing

Currently, the Project plans to carry out its micro-planning activities using the 1999 School Census data. It was, however, appreciated that these activities could be more meaningful if the 2000 School Census data were available in the EMIS database of MOEST. In view of this, the Project Team strongly requested that the 2000 School Census data of the six pilot districts be processed, inputted and compiled in the EMIS database by the beginning of May 2001 for use during the next stage of the Project activities.

3. Micro-planning Activities in the Non-Pilot Districts

MOEST stressed the need for producing skeletons of the districts' education development plans for the non-pilot districts as tangible outputs of the training program and as a way of improving the effectiveness of the Project micro-planning activities in these districts. These issues had already been discussed during the Steering Committee meeting on the Inception Report which took place in November 2000.

The Project Team suggested that it might be possible to carry out micro-planning activities, including the formulation of district plans in some of the 27 non-pilot districts in Phase II of the Project as a way of gauging how to work with the other non-pilot districts. The Project Team explained that they would convey MOEST's strong request in this regard to JICA Headquarters.

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Appendix: List of Participants

MOEST

Dr. J. Mwale	Director of Planning Division
Dr. A. F. Kamlongera	Principal Planning Officer
Mr. J. L. Khozi	Senior Statistician
Mr. C. J. Mchikoma	Senior Assistant Statistician
Mr. B. S. Mchazime	Deputy Education Division Manager, Central West Division
Mr. K. K. Ndala	Division Planner, Shire Highlands Division Office
Mr. M. Nkhokwe	Division Planner, South West Division Office
Mr. G. Y. Chamdimba	DEO, Lilongwe Urban District Office
Ms. R. Chibwana	Head Teacher, Lilongwe Girls Primary School

JICA

Ms. S. Muto	JICA Expert/Education Planning Advisor to MOEST

PROJECT TEAM

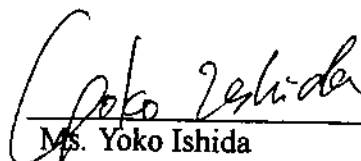|	
Ms. Y. Ishida	Team Leader/Education Planning Specialist
Dr. K. Mwiria	Training Program Specialist
Ms. M. Nishimura	Administration/Finance/Management Specialist
Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. Chimombo	Education Planning Specialist (Director, CERT)

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MINUTES OF MEETINGS

ON

PROGRESS REPORT I

FOR

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT

IN

THE REPUBLIC OF MALAWI

LILONGWE

MAY 15, 2001

Mr. B. E. K. Munthali
Principal Secretary – Basic Education
Ministry of Education, Science and
Technology
and
Chairman of Steering Committee,
National School Mapping and
Micro-Planning Project

Ms. Yoko Ishida
Team Leader
JICA Project Team of
National School Mapping and
Micro-Planning Project

The National School Mapping and Micro-Planning Project Team (Micro-Planning Component) submitted the draft of "Progress Report I" to MoEST in March 2001. This report summarizes the team's major progress and accomplishments during its first visit to Malawi (November 2000 to March 2001) and the plan of their second visit from May 2001.

The Technical Committee meeting on Progress Report I was held on March 9, 2001. Following the explanation of the Project by the project team, Progress Report I was reviewed by the participants. Based on discussions at the meeting, the project team made the necessary revisions on the draft and submitted Progress Report I (draft II) to MoEST.

According to the request from the Technical Committee, the 2nd Steering Committee meeting on Progress Report I (draft II) was held on May 15, 2001. The participants' list is attached in Appendix-1.

In the above meeting, the MoEST accepted Progress Report I (draft II) and the following issues were agreed upon by both parties as focal points for smooth implementation of the Project:

1. EMIS 2000

MoEST confirmed that the database of the 2000 school census would be ready for use during the micro-planning training workshops scheduled for June 2001.

2. Duration of the Stakeholder Consultation Meetings.

It was noted that "a day" might not be sufficient time to generate useful information on district educational problems from the stakeholders considering that they would be comprised of people from varied backgrounds and interests. The project team however, informed the Committee that this was only an introductory step in a series of planned micro-planning activities. The upcoming two-week workshop, which will involve some of these stakeholders, will provide an opportunity for in-depth discussions and analysis

of these problems. District stakeholder feedback meetings will then follow the workshop where additional inputs will be gathered and considered. Moreover, the project team plans to distribute a questionnaire to the participants of the stakeholder meetings as a way of getting them to think about issues in advance and to get them to contribute more meaningfully during these meetings. It was agreed that this strategy would be a time saving measure. The project team is still to hold discussions with the core trainers on how to optimize the meeting output

3. Framework of DEP (District Education Plan)

It was agreed that there is a need to put in place a mechanism that will reconcile the DEP framework to activities currently taking place in the districts under the decentralization process, the overall district development plans and the database developed by the Local Government Secretariat. In this regard it was noted that the various stakeholders active in the field of micro planning need to work out strategies for continued collaboration.

It was pointed out that at the end of the day the DEP needed to be understandable to the people at the district, but accurate enough for the people at the Ministry to elaborate on it for the NEP. In view of this the project team was given the task of developing a mechanism that would promote communication with related divisions in MoEST.

4. School Mapping Database

The DANIDA representative reported that their 3 school mapping teams had completed and finalized school mapping activities for 8 districts. There are currently about 7 or 8 districts at between 60-70% completion. It is hoped that by August this year the database will have been finalized. It was pointed out that the micro-planning component needed constant feed back from the school-mapping component. It was agreed that it was the responsibility of MoEST to source the required data.

5. Education at the District Level

The issue of the role of planners at the district level was discussed and it was suggested that the Decentralization Secretariat provide guidelines as to the roles of district level planners as they have the overall picture in terms of sector devolution plans. This brought up the issue of the extent to which the training manuals had captured decentralization. The project team explained that although it was unclear what kind of roles certain people would play under decentralization, the project's training manuals highlight the subject and place a lot of emphasis on decentralization especially in Units 1 and III.

6. Co-operation and Co-ordination with the Related Bodies

It was noted that there is a need for conceptual clarity on the micro planning project to reduce unnecessary conflict between donors and other interested stakeholders. There is therefore a need for cooperation with international development partners to prevent resource overlaps and overloads. Even though only one other international development partner was present at the meeting, this was viewed as a positive step with regard to donor collaboration. Finally an acknowledgement of the need for continued cooperation between the project team and the MoEST divisions, the Director of Local Government, the Decentralization Secretariat and with other interested parties such as NGO's and Church groups who play a role in the education sector was stressed and appreciated by all the participants.

Appendix 1:   STEERING COMMITTEE MEETING ATTENDANCE LIST
15 MAY 2001

MoEST

Mr. B. E. K. Munthali	Principal Secretary – Basic Education
Dr. J. B. Kuthemba Mwale	Director of Education Planning
Dr. A. F. Kamlongera	Principal Education Planner
Dr. A. H. Mvula	Controller-Human Resources Management
Mr. B. T. Khonje	Director of Basic Education
Mr. M. S. H. Kalanda	Deputy Director of Basic Education
Mr. M. Nkhokwe	Education Planning Officer, South West Division Office
Mr. K. Ndala	Education Planner, Shire Highlands Division Office

Department of Local Governance

Mr. R. B. C. Moyo	Principal Administrative Officer (PLD)

Decentralization Secretariat

Mr. L. K. Sikwese	National Planning Expert

International Development Partners

Mr. L. Christoffersen	DANIDA

JICA

Ms. S. Muto	JICA Expert, Education Planning Advisor to MoEST

Project Team

Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Ms. M. Watanabe	Training Materials Specialist
Ms. M. Nishimura	Administration/Finance/Management Specialist
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

MINUTES OF MEETING

FOURTH TECHNICAL COMMITTEE MEETING

FOR

THE NATIONAL SCHOOL MAPPING AND

MICRO-PLANNING PROJECT

(MICRO-PLANNING COMPONENT)

LILONGWE

29TH JUNE 2001

Dr. J. B. K. Mwale	Ms. Yoko Ishida
Director of Education Planning	Team Leader
Ministry of Education, Science and	JICA Project Team of
Technology	National School Mapping and Micro-
and	Planning Project
Chairman of Technical Committee,	
National School Mapping and	
Micro-Planning Project	

At the end of the "3rd Visit to Malawi" of the JICA Project Team of the National School Mapping and Micro-Planning Project Team (Micro-Planning Component), the Technical Committee meeting on project progress was held at the conference room of the Project Team office in the Kang'ombe Building in Lilongwe on June 29, 2001.

The Project Team briefed members on the major activities during the period of May and June 2001, including conduct of the micro-planning training and workshop in the pilot districts and production of district education plans. Planning of the demonstration projects in the pilot districts and the micro-planning training activities in the non-pilot districts was also presented. the Project by the project team, Progress Report I was reviewed by the participants.

After the briefing on the project progress, a discussion was held to further clarify the important issues in order to carry on the project smoothly. The participants' list is attached in Appendix-1.

The technical committee members generally approved the progress of the project as well as its future orientation. The following are the major issues discussed in the meeting.

1. Posting of New DEOs

The posting of new DEOs in the districts by MoEST later on in the year raised concern from Division Managers as to how the project team would work with these new DEOs as they will not have been trained by the project team. MoEST confirmed that the new DEOs would be in office by September in time for them to participate in the upcoming micro-planning workshops for the non-pilot districts in November. This means that the Project will train the new DEOs from the remaining 27 non-pilot districts as compared to the six DEOs from the pilot districts. It was pointed out that the real problem comes in the form of specific functions of these DEOs as the process of decentralization by MoEST and that of devolution awards them seemingly different responsibilities. The solution to this was seen to be the development of a devolution plan by the Decentralisation Secretariat on the specific functions.

2. Exclusion of CEED (Central East Education Division)

It was noted that the CEED was not represented in the six pilot districts of the Project. The reason given for this by the Project Team was that the selection of the pilot districts was based on the initial LIAs (Low Impact Areas) under the GOM/UNDP Fifth Country Program (1992-1996). A number of socio-economic factors were taken into account in the selection of these pilot districts, that did not include representation of education divisions. The Project Team did mention that it has, however, trained the division planner of the CEED as one of its national trainers.

3. Opening of DEO/KRI Accounts for the Demonstration Projects

This issue initially raised some concern considering the problems that come with opening accounts at that level of administration. The Project Team explained that the idea of opening DEO/KRI accounts was to give direct control of the money to the DEOs taking into consideration that the demonstration projects would have to be completed in a very short period of time. This was seen as most transparent and safest measure in terms of getting the money to the districts from the Project account. Citing the success of the Chiradzulu Initiative, which initially faced problems in regards to opening a DEO's account, it was agreed that with the proper mechanisms of control, it would be better to proceed in that direction.

4. Representing Secondary Education During the Micro-Planning Workshops in the Non-Pilot Districts

It was noted that head teachers from primary and secondary schools had not been included as participants in the upcoming training workshops in the non-pilot districts. Concerns were raised as to the representation of the secondary education sector. The Project Team explained that, based on the observation during the micro-planning workshop in the pilot districts, the DEOs and CPEAs could sufficiently represent the secondary education sector. Another supplement would be the questionnaires that would be distributed before the training workshop, which would touch on matters relating to the secondary education sector. It was agreed that considering the timeframe and financial constraints, that the Project Team would make do with the currently available resources.

5. Improved Data Management

A plea was made to all the Division Managers for improved data management. This was brought up in relation to the data used during the last training workshop, which was either inaccurate or inadequate. One reason given for poor data was the poor relationship between DEOs and head teachers and another was the unreliability of the actual sources of the data. The MoEST assured the Committee that step were being taken to address the situation citing the Secretary of Education's efforts to reverse the current situation.

TECHNICAL COMMITTEE MEETING ATTENDANCE LIST
29 JUNE 2001

MoEST

Dr. A. F. Kamlongera	Principal Education Planner
Mr. D. L. Chiwala	ADES
Dr. A. H. Mvula	Controller-Human Resources Management
Mr. R. Z. G. Agabu	Education Manager, Central East Division Office
Mr. S. K. Yonasi	Education Manager, Central West Division Office
Mr. M. Nkhokwe	Education Planner, South West Division Office
Mr. J. F. Kamwendo	Statistics Clerk, South West Division Office
Mrs. L. Magreta	Education Manager, South East Division Office
Mr. K. Ndala	Education Planner, Shire Highlands Division Office
Mr. R. B. Kamwendo	Education Manager, Shire Highlands Division Office

International Development Partners

Mr. L. Christoffersen	DANIDA

JICA

Ms. S. Muto	JICA Expert, Education Planning Advisor to MoEST

Project Team

Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Dr. P. Parker	Micro-Planning Specialist
Ms. M. Nishimura	Administration/Finance/Management Specialist
Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

MINUTES OF MEETING

FIFTH TECHNICAL COMMITTEE MEETING

FOR

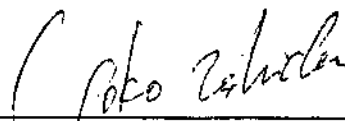THE NATIONAL SCHOOL MAPPING AND

MICRO-PLANNING PROJECT

(MICRO-PLANNING COMPONENT)

LILONGWE

18th September 2001

_____
Dr. J. B. K. Mwale
Director of Education Planning
Ministry of Education, Science and
Technology
and
Chairman of Technical Committee,
National School Mapping and
Micro-Planning Project

_____
Ms. Yoko Ishida
Team Leader
JICA Project Team of
National School Mapping and Micro-
Planning Project

At the end of the "4th Visit to Malawi" of the JICA project team of the National School Mapping and Micro-Planning Project Team (Micro-Planning Component), the Technical Committee meeting on project progress was held at the conference room of the Project Team office in Kang'ombe Building in Lilongwe on September 18, 2001.

The Project Team briefed members on the major activities during the period of August and September 2001 including the DEC and DA meetings in the pilot districts, the preparation of the demonstration projects for the pilot districts and the kick-off workshop for micro-planning in the non-pilot districts held at MIM in Lilongwe on 17 September 2001.

After the briefing on the issues related to project progress, a discussion was held to further clarify any important issues in order to carry out the project smoothly. The participants' list is attached in Appendix-1.

The technical committee members approved the progress of the project as well as its future orientation. The following are the major issues discussed during the meeting.

1. **Criteria Used in Selecting Trainers and Trainees**

In reference to the project's upcoming training workshops for the demonstration projects, the project team was asked to explain the criteria used in selecting trainers and trainees. The project team explained that the trainers would be those trained in the trainers' training, that would be organized by the project team. It was explained that those who would undergo the zone/cluster level training would be selected from and by the district office personnel. Since continued sustainability of the project is very critical, it was suggested that the selection criteria for these trainees should be rigorous. For example, in the case of school census data management training, it is better to let those who are directly involved in the school census activities select potential trainees. It was clarified that the selection of trainers and trainees had been done after consultations between the project team and its core trainers after considering the above points.

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2. Transfer of DEOs from project's pilot districts

The project team raised concern over the transfer of two DEOs from two of the project's six pilot districts (Mchinji and Nkhata Bay) and their subsequent placement to positions other than of DEOs. The project team sought advice from the members of the committee on how to proceed as these DEOs had been trained as national trainers and their services would be needed during the up coming training workshops. The members of the committee agreed that while these two ex-DEOs would not be functioning as DEOs in their new positions, given the fact that they were trained and are qualified to assist the project team during other training workshops, the project team would use their services whenever necessary.

3. Role of newly appointed DEOs

MoEST informed the members of the committee that the newly appointed DEOs (DEMs) had already begun to report to their various stations and that MoEST was sure that all would be fully settled in their new stations before the project team's next round of training workshops scheduled for the end of November 2001. It was noted that these new DEOs have backgrounds that are predominantly from the secondary education sub-sector. This raised concern as to whether they would be able to fully appreciate the project's training context, which is largely on the primary education sub-sector. MoEST was asked whether new appointees underwent any induction or orientation courses. The committee was informed that some of the appointees were given the opportunity to undergo such courses but most of them did not. It was however agreed that the project team should nonetheless include the newly appointed DEOs (DEMs) in the training as they were the ones who would continue in these positions as the project progresses.

TECHNICAL COMMITTEE MEETING ATTENDANCE LIST
18 SEPTEMBER 2001

MOEST

Dr. Kuthemba Mwale	Director of Education Planning
Dr. A. F. Kamlongera	Principal Education Planner
Dr. A. H. Mvula	Controller-Human Resources Management
Mr. G. Y. Chamdimba	District Education Officer, Lilongwe Urban
Mr. C. J. Mchikoma	SAS – EMIS
Mr. J. L. Khozi	Senior Education Statistician
Ms. G. L. Banda	Division Planner, South West Division Office
Ms. T. Banda	Division Planner, Central West Division Office
Ms. R. Chibwana	Head Teacher- Lilongwe Girls'

International Development Partners

Mr. L. Christoffersen	DANIDA

JICA

Mr. K. Okitsu	JICA Malawi Assistant Resident Representative
Mr. S. Nkoko	AID Coordinator

Project Team

Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Ms. M. Nishimura	Administration/Finance/Management Specialist
Ms. M. Watanabe	Training Materials Specialist
Dr. J. Chimombo	Education Planning Specialist (Director CERT)

MINUTES OF MEETINGS

ON

3rd STEERING COMMITTEE MEETING

ON

PROJECT PROGRESS

OF

MICRO-PLANNING COMPONENT

OF

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING PROJECT

LILONGWE

December 14th, 2001

Mr. T. R. O'Dala
Secretary for Education
Ministry of Education, Science and
Technology
and
Chairman of Steering Committee,
National School Mapping and
Micro-Planning Project

Ms. Yoko Ishida
Team Leader
JICA Project Team of
National School Mapping and
Micro-Planning Project

The National School Mapping and Micro-Planning Project Team (Micro-Planning Component) submitted the draft of "Progress Report II" to MoEST in December 2001. This report summarizes the team's major progress and accomplishments during its second visit to Malawi (May to December 2001) and the plan of their third visit from January 2002.

The Technical Committee meeting on Progress Report II was held on December 13th, 2001. Following the explanation of the Project by the project team, Progress Report II was reviewed by the participants. Based on discussions at the meeting, the project team made the necessary revisions on the draft and submitted Progress Report II (draft) to MoEST.

According to the request from the Technical Committee, the 3rd Steering Committee meeting on Progress Report II (draft) was held on December 14th, 2001. The participants' list is attached in Appendix-1.

In the above meeting, the MoEST accepted Progress Report II (draft) and the following issues were agreed upon by both parties as focal points for smooth implementation of the Project:

1. Progress of School Mapping Component

DfID gave a status report of the School Mapping Component and they informed the committee that all the fieldwork had been completed and all the data collected had been input to a database. They proceeded to give a brief presentation of the dataset. They reported that they were confident that they had captured all the government schools (primary and secondary) in Malawi and announced that they now had geographical co-ordinates of all the schools. They hoped to have all the school mapping components completed and made available to MoEST by the middle of January 2002, so these data will be available for the Micro-Planning Training Workshop from January 28 to February 8, 2002. Additionally, it was pointed out that the districts needed to have access to this data.

2. Co-operation and Co-ordination with Development Partners

DANIDA spoke on how important it was to have cooperation and coordination between donors and development partners in data collection and management. They pointed out that the data from the school mapping process was not only important to the Micro-

Planning Component but it was also of use to the projects DANIDA has supported. DANIDA is currently supporting a very big secondary schools construction project which requires such information for decision making. All the Steering Committee members agreed that more active MoEST coordination would be required to improve these donors' cooperative activities.

3. Co-ordination with the Decentralization Project

The Project team mentioned that they had developed a mechanism for communication with other divisions of the MoEST through the Director of Education Planning, the JICA advisor and through the Project's Core and National trainers. The District Assemblies were already being involved through the training workshops and a need to look into cooperation with other ministries i.e. the Decentralization Secretariat and the Department of Local Government. Another suggestion was to hold a meeting with all related bodies especially those from the Decentralization Office and the Local Government so that they be made aware of the activities of the Project. It was agreed that the main coordinator of all interested development partners, and these related bodies had to be the MoEST to promote the decentralization project effectively.

4. Project Progress

DANIDA proposed that the DEPs should include a section which indicates current MoEST activities and projects supported by development partners in the districts. The Project team informed the committee the DEPs did include a chapter that indicated the current situation and achievement in the districts although it did not include latest donor-supported activities. This led to a consensus that there was a great need for development partners to share information about their supporting projects and their projections with each other. It was suggested that these should make an effort to attend the training workshops and meetings conducted by the Project team so that they would contribute information which would assist in the planning processes.

5. Closing remarks

The chairman thanked all present for making the effort to attend the meeting. He went on to inform the committee that the Minister of Education had commended the project, and acknowledged its importance wanted to be kept informed of its progress.

STEERING COMMITTEE MEETING ATTENDANCE LIST

14th DECEMBER 2001

MoEST

Mr. T. R. O' Dala	Secretary for Education
Dr. J. B. Kuthemba Mwale	Director of Education Planning
Dr. A. F. Kamlongera	Deputy Director of Education Planning
Dr. M. A. Mbilizi	Director of Higher Education
Mr. R. Nthengwe	Assistant Director of Secondary Education
Ms. E. Chinguwo	SPO
Ms. R. Mbamba	PEMA Agriculture
Mr. L. Haji	Planner

International Development Partners

Mr. K. Gristock	DFID
Mr. W. Goertler	GTZ
Mr. M. Mcrory	DSPS/ MoEST
Mr. R. Sosola	USAID/Malawi

JICA

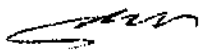|	
Mr. H. Murakami	Resident Representative
Mr. K. Okitsu	Assistant Resident Representative
Prof. N. Sawamura	Chairman of the JICA Advisory Team (Associate Professor , Hiroshima University)
Mr. S. Sakurai	Member of the JICA Advisory Team
Ms. S. Muto	JICA Expert, Education Planning Advisor to MoEST
Mr. S. Nkoka	Aid Coordinator

JICA Project Team

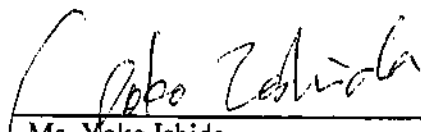|	
Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Dr. P. Parker	Micro-Planning Specialist
Dr. J. Cohen	Curriculum Specialist
Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

MINUTES
OF
7th TECHNICAL COMMITTEE MEETING
ON
PROJECT PROGRESS
OF
THE NATIONAL SCHOOL MAPPING

AND MICRO - PLANNING PROJECT

LILONGWE

15th March 2002

Dr. J. B. Kuthemba Mwale	Ms. Yoko Ishida
Director of Education Planning	Team Leader
Ministry of Education, Science and	JICA Project Team of
Technology	National School Mapping and Micro-
And	Planning Project
Chairman of Technical Committee,	
National School Mapping and	
Micro-Planning Project	

At the end of the "7th Visit to Malawi" of the JICA project team of the National School Mapping and Micro-Planning Project Team (Micro-Planning Component), the Technical Committee meeting on project progress was held in the conference room of the Project Team office in Kang'ombe Building in Lilongwe on 15 March 2002.

The Project Team briefed members on the major activities during the period from January to March 2002 including implementation of a micro-planning training workshop of the sixteen non-pilot districts of the Project of the Northern and Central region, review of DEPs, conduct of a post-demonstration project evaluation survey and initiation of preparation for a final draft report.

Following a briefing by Ms Yoko Ishida, the Project's Team Leader on issues related to project progress, a discussion was held to further clarify any important concerns in order to carry out the project smoothly. The list of this meeting's participants is attached in Appendix-1. The Technical Committee members then accepted the progress of the project as well as its future orientation. Below is a summary of the major topics discussed during the meeting.

1. Impact of the Demonstration Projects on School Census and School Record Keeping

Results of the post-demonstration project evaluation, which was conducted by the Project's core trainers in the six project pilot districts during the second week of March 2002, illustrated that the demonstration projects improved the collection of school census data and the keeping of school records. In view of this, participants emphasized the need to mount similar projects in the other 27 education districts of Malawi.

2. Distribution of School Registers to Primary and Secondary Schools

Under the demonstration projects, school registers were distributed to all primary and secondary schools in the pilot districts. This has assisted teachers to improve the keeping of pupils' attendance records. It was however emphasized that in the interest of long-term sustainability, a system of providing schools with standard (or official) school registers be put in place.

3. Upgrading of the Non-Pilot District Education Plans (DEPs)

DEPs prepared during the non-pilot micro-planning training workshops have been reviewed by the Project team, including the core and national trainers. Meanwhile, comments on these DEPs are awaited from DEMs, CPEAs, District Assemblies and stakeholders of the non-pilot districts. It was note that if the DEPs have to be finalized by the end of fiscal year 2001, it is necessary for MoEST to urge district education personnel to review their respective DEPs and submit their comments to the headquarters by the end of April 2002.

4. Publishing and Dissemination of DEPs

Through the micro-planning training workshop of the Project, all 33-education districts of Malawi have their own DEPs. MoEST plans to publish and disseminate these DEPs to the stakeholders, related government agencies and international development agencies with a view to contributing to the promotion of the government's decentralization policy. In view of this, MoEST has strongly requested the financial assistance of JICA to assist in the production and distribution of 100 well-bound copies of each DEP. Furthermore, in the interest of collaboration with donor partners, it was proposed that the DEPs prepared through the Project be in stored in CD-ROMS that would be distributed to them. The Project Team explained that they would convey MoEST's requests to JICA headquarters.

5. Holding a National Stakeholder Dissemination Seminar

Remaining major activities of the Project are: 1) preparation of a final draft report between April and May; 2) submission of a draft report to MoEST in June; 3) hosting of a Technical Committee meeting and a Steering Committee meeting in July; and 4) holding of a "national stakeholder dissemination seminar" in July. MoEST recommended that education officials of the pilot districts as well as officials of MoEST headquarters be invited to this dissemination meeting in order to share with them the outcomes and lessons learned from the Project with central and local level officials. It is hoped that this seminar will provide an opportunity for all national education officials to embark on the activities related to the decentralization of education services. The Project Team explained that they would convey MoEST's recommendation to JICA headquarters.

7th TECHNICAL COMMITTEE MEETING ATTENDANCE LIST
15 MARCH 2002

MOEST

Dr. A. F. Kamlongera	Deputy Director of Planning
Mr. M. Masanche	Division Planner, Central West Division Office
Ms. V. Sineti	SEMA, South East Division Office
Mr. A. Chimbiya	SEMA, Shire Highlands Division Office
Mr. E. C. Thawi	Desk Officer, Northern Division Office
Ms. T. Banda	Division Planner, Central West Division Office
Ms. G. L. Banda	Division Planner, South West Division Office

JICA

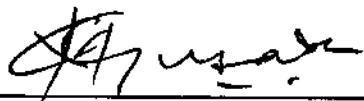|	
Ms. S. Muto	JICA Expert/Education Planning Advisor to MoEST
Mr. S. Nkoko	AID Coordinator

Project Team

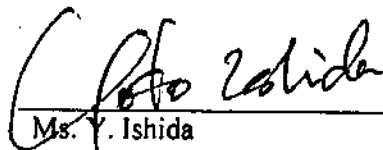|	
Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Dr. P. Parker	Micro-Planning Specialist
Mr. A. Fujino	Coordinator/Social Analysis Specialist
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

MINUTES OF MEETINGS

ON

THE 4th STEERING COMMITTEE MEETING

ON

DRAFT FINAL REPORT

OF

THE MICRO-PLANNING COMPONENT

OF

THE NATIONAL SCHOOL MAPPING AND MICRO-PLANNING

PROJECT

LILONGWE

July 10, 2002

Mr. C. M. Gunsaru
Secretary for Education, Science
and Technology;
And
Chairman of the Steering
Committee,
National School Mapping and
Micro-Planning Project

Ms. Y. Ishida
Team Leader
JICA Project Team,
National School Mapping and
Micro-Planning Project

The National School Mapping and Micro-Planning Project Team (Micro-Planning Component) submitted a draft of the Final Report to MoEST in July 2002. This Report is the final output of the Project. It includes the major activities and achievements of the Project and lessons learned and makes recommendations based on the experience of the last 21 months (November 2000 to July 2002) when the Project has been in operation. Copies of this draft report were distributed to relevant senior MoEST personnel at the headquarters, division managers and planners, district education managers of the pilot districts and representatives of cooperating agencies and international development partners.

A Technical Committee meeting to discuss the draft of the Final Report was held on July 3, 2002. Following an explanation of the report by the Project Team, participants commented on each chapter of the report. Based on the ensuing discussions and a request from the Technical Committee, a 4th Steering Committee meeting on the draft Final Report was held on July 4, 2002. Lists of participants of these meetings are attached in Appendix 1 and 2.

During the above meetings, members of the two committees complimented the Project Team and MoEST counterparts on the successful completion of the Project and accepted the draft Final Report in general. Both parties agreed that comments on this draft Final Report from the Malawi side should be forwarded to the Project Team through the JICA Malawi Office by August 9, 2002 and that a revised and completed Final Report should be submitted to MoEST at the end of August. Additionally, both parties agreed on the necessity and urgency of implementing relevant follow-up activities including the development of a national education strategy and the strengthening of MoEST's EMIS.

The following were the major areas of discussion during the 4th Steering Committee meeting:

1.   **Sustainability of the Micro-Planning Training**
MoEST raised the issue of how sustainability of the project outputs would be ensured. It was agreed that this could be achieved through a well-planned utilization of the Project's core and national trainers and training manuals and through an annual updating of the DEPs.

2. Constraints during the Project

MoEST officials were interested in knowing what constraints the Project Team may have faced in the course of implementing the Project. The Team indicated that there were two main constraints. The first related to the posting of new district-level education officers not familiar with the Projects' goals to the Project's pilot districts during the duration of the Project. This had a negative impact on the implementation of Project activities in these districts. In view of this, it was suggested that these newly transferred DEMs be trained on micro planning by the Project's core and national trainers. A second constraint related to the fact that the Project had to use resources originally intended for six pilot districts for the training and production of DEPs for the other 27 districts of Malawi. Nevertheless, DEPs of these non-pilot districts are as good as those of the pilot districts.

3. Selection of the Trainees

A question was also raised on the criteria used to select trainees at the district level. The Project Team explained that all the trainees were selected following thorough consultations with the MoEST HQs and the district education managers. CPEAs were included in the training programme as they are responsible for data collection and school management and because they have an in-depth understanding of the education situation in their respective districts. Also included in the training programme were head teachers from primary and secondary schools because of their better understanding of school level educational dynamics. Outside of the education system, Directors of Planning and Development and of Finance from the District Assemblies were invited to the training workshops because of the expected role they play during the implementation of the DEPs under the current government decentralization policy.

4. Strengthening of EMIS

MoEST officials pointed to the clear need to improve the current EMIS system if there has to be accurate and reliable data for decent educational planning. In this regard, it was explained that through the project's micro-planning training workshops and demonstration projects, the Project had made a significant contribution to the building of the necessary capacity for strengthening EMIS, benefits that should be sustained through related future training programmes.

5. Preparation of National Education Strategy

Both parties emphasized that one way of ensuring successful and valuable implementation of the DEPs prepared through the Project is by developing a national education strategy in keeping with MoEST's current programme based approach to education development. In this connection, it was noted that collaborating development partners and JICA should support MoEST efforts related to the development of this national strategy and implementation of the DEPs. Thus, the development of this national education strategy, the upgrading of DEPs and capacity building related to the implementation of the DEPs should be included in the follow-up activities of the Project. Finally, both parties stressed that it is up to MoEST to ensure that the output of the Project are used for the improvement of the national education system.

6. Closing remarks

The Chairman thanked all those present for attending the meeting. He further appreciated the efforts of the personnel involved in the Project for contributing to its successful completion.

TECHNICAL COMMITTEE MEETING ATTENDANCE LIST

July 3, 2002

MoEST

Dr. A. F. Kamlongera	Deputy Director of Education Planning
Dr. A. H. Mvula	Controller of Human Resources Development and Management
Mr. S. K. Yonasi	Division Manager, Central West Division
Ms. L. Magreta	Division Manager, South East Division
Sr. E. Dambo	Division Manager, South West Division
Mr. R. Kamwendo	Division Manager, Shire Highlands Division
Mr. M. Ziba	Division Planner, North Division
Mr. J. Mwamlima	Division Planner, Central East Division
Mr. D. K. Nkhoma	Division Planner, South East Division
Ms. T. Banda	Division Planner, Central West Division
Ms. G. Banda	Division Planner, South West Division
Mr. M. Masanche	Division Planner, Shire Highlands Division

JICA

Mr. K. Okitsu	Assistant Resident Representative
Dr. R. Ruggles	Member of the JICA Advisory Team
Ms. S. Muto	JICA Expert, Education Planning Advisor to MoEST
Mr. Y. Nakayama	JICA Expert, Education Planning Advisor to MoEST
Mr. S. Nkoka	Aid Coordinator

JICA Project Team

Ms. Y. Ishida	Team Leader
Dr. K. Mwiria	Training Program Specialist
Dr. J. Cohen	Curriculum Specialist
Ms. M. Watanabe	Training Material Specialist
Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)

STEERING COMMITTEE MEETING ATTENDANCE LIST

July 4, 2002

MoEST

Mr. C. M. Gunsaru	Secretary for Education, Science and Technology
Mr. J. Matola	Director of Basic Education
Dr. M. A. Mbilizi	Director of Higher Education
Dr. A. H. Mvula	Controller of Human Resources Development and Management
Dr. A. F. Kamlongera	Deputy Director of Education Planning
Mr. S. V. Chamdimba	Deputy Director of Secondary Education
Mr. J. L. Khozi	Senior Education Statistician

International Development Partners

Mr. K. Gristock	DfID

JICA

Mr. K. Okitsu	Assistant Resident Representative
Dr. R. Ruggles	Member of the JICA Advisory Team
Ms. S. Muto	JICA Expert, Education Planning Advisor to MoEST
Mr. Y. Nakayama	JICA Expert, Education Planning Advisor to MoEST
Mr. S. Nkoka	Aid Coordinator

JICA Project Team

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Mr. A. Fujino	Social Analysis Specialist/Coordinator
Dr. J. Chimombo	Education Planning Specialist (Director, CERT)