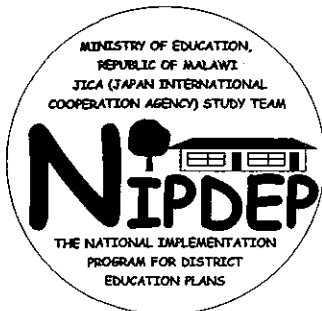


Ministry of Education,  
The Republic of Malawi

Japan International  
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**THE NATIONAL IMPLEMENTATION  
PROGRAM FOR DISTRICT  
EDUCATION PLANS (NIPDEP)  
IN THE REPUBLIC OF MALAWI**

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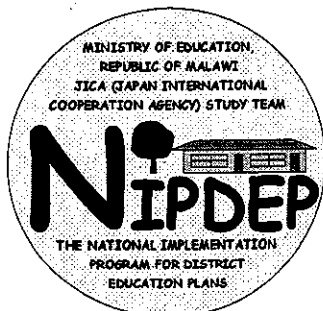
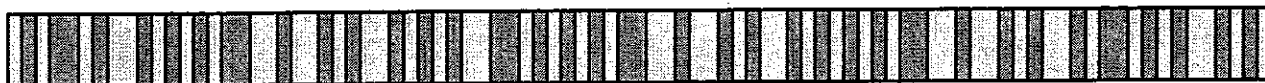
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**THE NATIONAL IMPLEMENTATION  
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**FINAL REPORT - MAIN REPORT -**



**SEPTEMBER 2005**

**KRI INTERNATIONAL CORP.**

**THE NATIONAL IMPLEMENTATION PROGRAM  
FOR DISTRICT EDUCATION PLANS  
IN THE REPUBLIC OF MALAWI  
(NIPDEP)**

**FINAL REPORT**

**SEPTEMBER 2005**

**VOLUME 1: FINAL REPORT: MAIN REPORT**

**VOLUME 2: FINAL REPORT: SUMMARY (ENGLISH)**

**VOLUME 3: FINAL REPORT: SUMMARY (JAPANESE)**

**VOLUME 4: NIPDEP REFERENCE DOCUMENTS**



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**EXCHANGE RATE**

(as of 31 August 2005)

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## **PREFACE**

In response to a request from the Government of the Republic of Malawi, the Government of Japan decided to conduct the National Implementation Program for District Education Plans (NIPDEP) and entrusted it to the Japan International Cooperation Agency.

JICA selected and dispatched a study team headed by Ms. Yoko Ishida of the KRI International Corp., to Malawi between February 2003 and September 2005. In addition, JICA set up an advisory committee headed by Mr. Hiromitsu Muta, Professor of Tokyo Institute of Technology, between February 2003 and September 2005, which examined the study from specialist and technical point of view.

The team held discussions with the officials concerned of the Government of Malawi, stakeholders at the division, district and school levels, and international development partners 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.

September 2005

Kazuhisa MATSUOKA,  
Vice-President  
Japan International Cooperation Agency



September 2005

Mr. Kazuhisa Matsuoka  
Vice-President  
Japan International Cooperation Agency (JICA)  
Tokyo, Japan

Dear Mr. Matsuoka

### **Letter of Transmittal**

We are pleased to submit to you the Final Report on “The National Implementation Program for District Education Plans in the Republic of Malawi (NIPDEP).” Under the contract with your esteemed organization, the subject study was carried out for the 32-month period from February 2003 to September 2005.

The study team 1) provided training on micro-planning, thereby formulating and updating the District Education Plans for primary and secondary education sub-sectors; 2) implemented and supervised pilot projects including classroom construction, teacher training and textbook procurement; and 3) produced the National District Education Development Plans, to build capacity in planning, implementation and monitoring and evaluation to foster the decentralization policy of the Government of Malawi.

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, Tokyo Institute of Technology and Matsue City. We also wish to express our deepest gratitude to Ministry of Education, division and district education 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  
NIPDEP Team Leader









## LOCATION MAP: 2 EDUCATION DISTRICTS 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. Nkhatakota
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

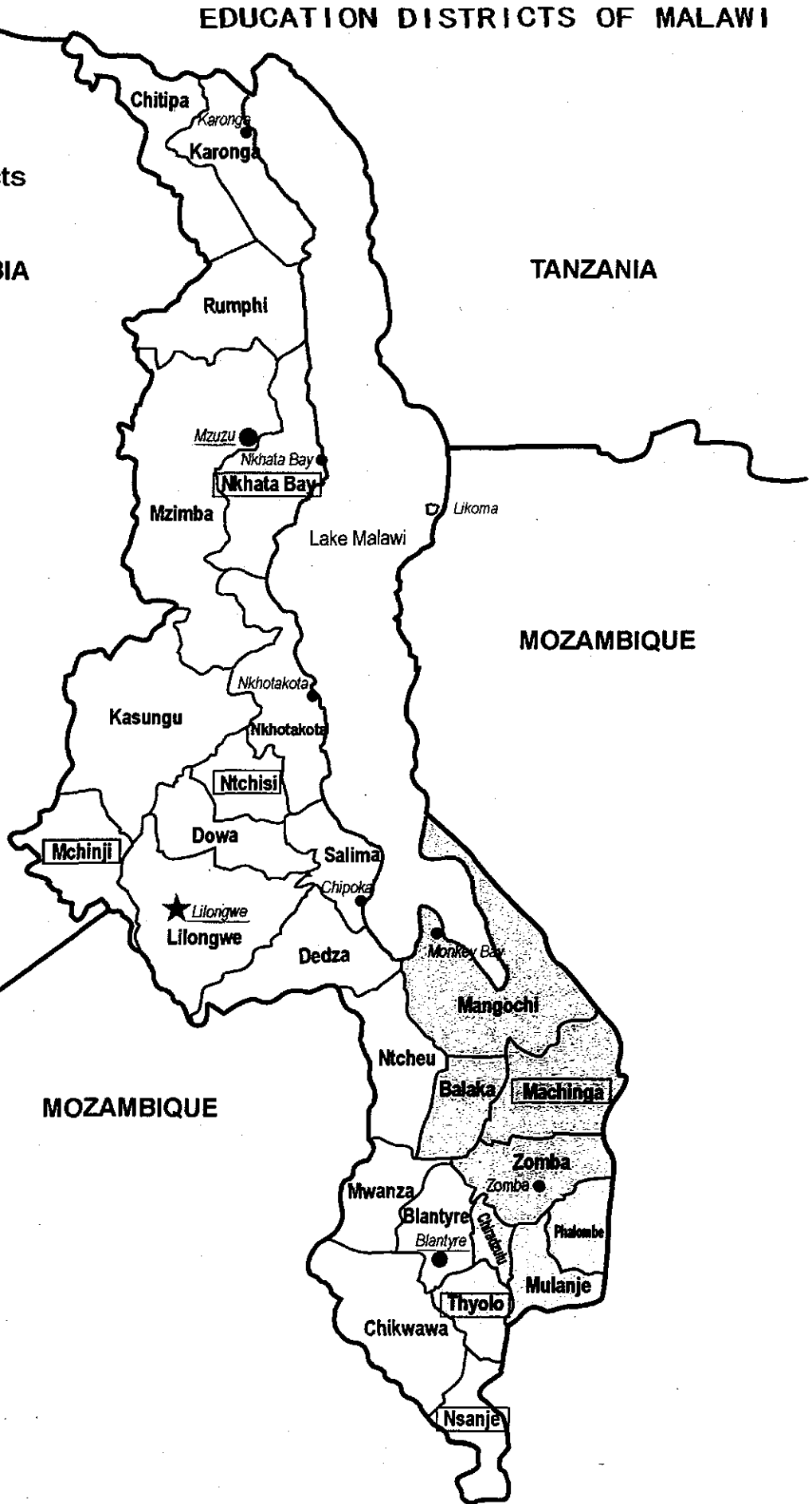
Pilot Districts

ZAMBIA

TANZANIA

MOZAMBIQUE

MOZAMBIQUE





## PHOTO COLLECTION OF NIPDEP ACTIVITIES

### 1. PROJECT MANAGEMENT



Photo-1: Steering Committee



Photo-2: Technical Committee



Photo-3: Workshop to Report NIPDEP Progress



Photo-4: NIPDEP Wrap-up Workshop

### 2. DEPS UPDATING AND MARKETING



Photo-5: DEPs Updating Workshop



Photo-6: Marketing Fair Plenary Session



Photo-7: Marketing Fair DEM Presentation



Photo-8: Division Marketing Fair (Machinga)

### 3. IMPLEMENTATION OF PILOT PROJECTS



Photo-9: PMT Meeting (Nkhata Bay)



Photo-10: Task Force Meeting (Mchinji)

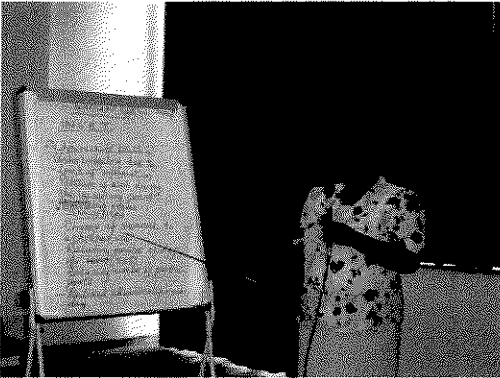


Photo-11: Progress Reporting Workshop  
(Lilongwe)

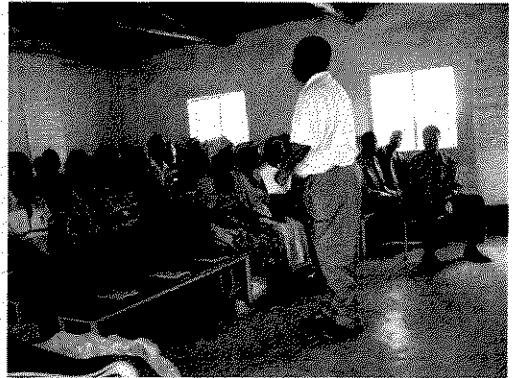


Photo-12: SMC Training (Thyolo)



Photo-13: HIV/AIDS Awareness Campaign  
(Machinga)

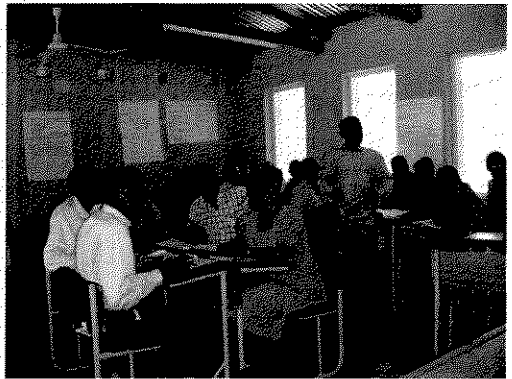


Photo-14: INSET for Teachers (Nsanje)



Photo-15: Textbook Procurement (Machinga)

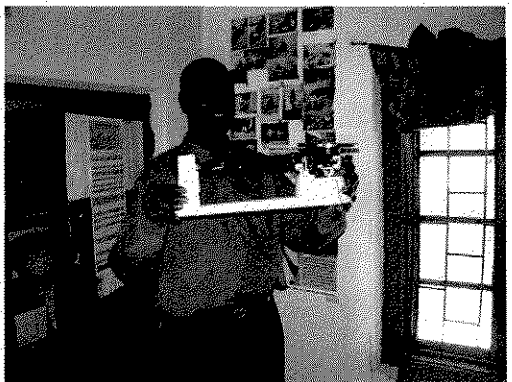


Photo-16: Procurement of Science Kit (Thyolo)



Photo-17: Community Participation  
: Water Fetching (Machinga)

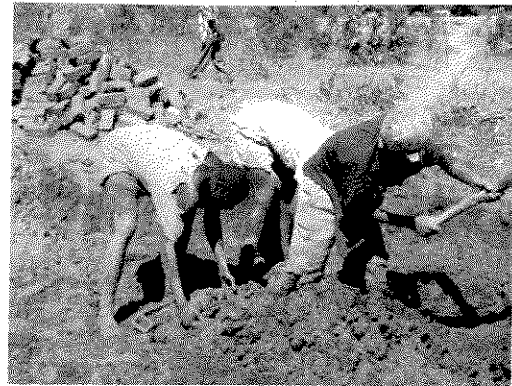


Photo-18: Community Participation  
: Brick Production (Mchinji)

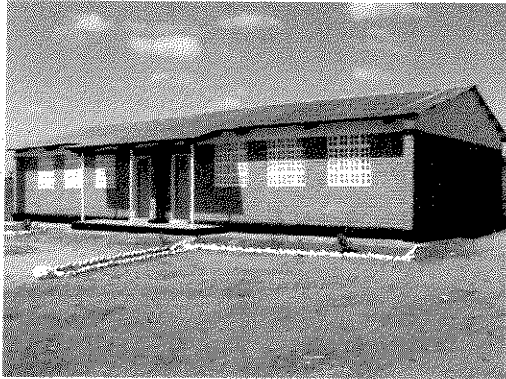


Photo-19: Classroom Block Construction  
(Mchinji)

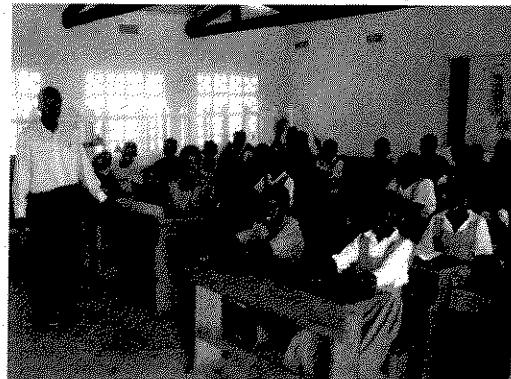


Photo-20: Learning in a New Classroom  
(Nkhata Bay)

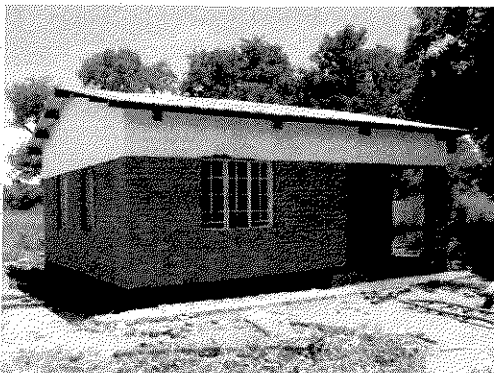


Photo-21: Teacher's House Construction  
(Ntchisi)

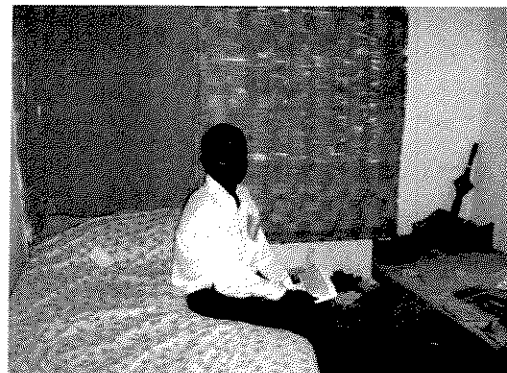


Photo-22: Head Teacher Living in a New  
Teacher's House (Nkhata Bay)



Photo-23: Borehole Construction (Machinga)

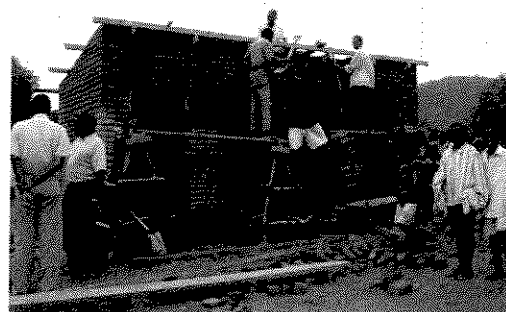


Photo-24: Pit Latrine Construction (Thyolo)



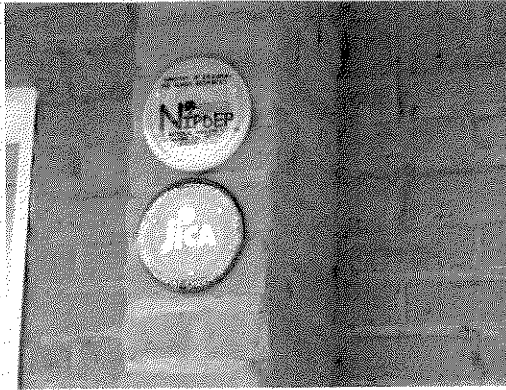


Photo-25: JICA and NIPDEP Logos  
For Newly Constructed Facilities



Photo-26: Income Generation Project  
(Harvesting from Fish Pond in Machinga)



Photo-27: Task Force Wrap-up Meeting  
(Nsanje)



Photo-28: Pilot Project Wrap-up Workshop  
(Lilongwe)

#### 4. TRAINING AND INFORMATION EXCHANGE IN JAPAN, INDONESIA AND ETHIOPIA



Photo-29: Counterpart Training in Japan (Kyoto)



Photo-30: Counterpart Training in Japan (Matsue)

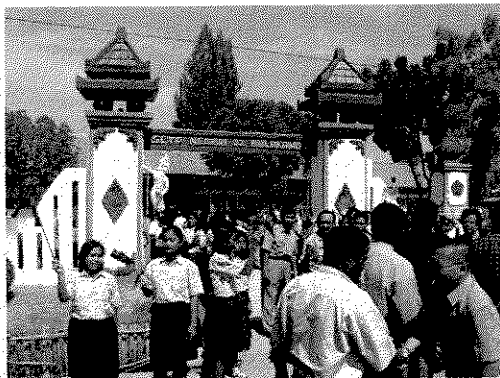


Photo-31: Study Tour to Indonesia JICA-assisted  
REDIP (Semarang, Indonesia)



Photo-32: Views Exchange with Ethiopia  
JICA-assisted SMAPP (Lilongwe)



# THE NATIONAL IMPLEMENTATION PROGRAM FOR DISTRICT EDUCATION PLANS IN THE REPUBLIC OF MALAWI (NIPDEP)

## FINAL REPORT: MAIN REPORT

### EXECUTIVE SUMMARY

#### 1. NIPDEP OBJECTIVES AND OPERATION STRUCTURE

The Ministry of Education, Malawi (MoE) conducted the National Implementation Program for District Education Plans (NIPDEP) from February 2003 to September 2005, after the completion of the National School Mapping and Micro-planning Project (NSMMP), to develop and strengthen a sustainable mechanism to implement the District Education Plans (DEPs), which were created during NSMMP, as a technical cooperation program of Japan International Cooperation Agency (JICA). After NIPDEP, MoE will start a new project in collaboration with JICA to enhance the outputs of NIPDEP.

NIPDEP aimed to:

- (1) establish and strengthen the implementation mechanisms of DEPs; and
- (2) build capacity in planning and implementation of DEPs of the central and local education officers in the context of the National Decentralization Plan (NDP).

The three major components of NIPDEP to accomplish the goals mentioned above are:

- (3) updating of the DEPs;
- (4) implementation and monitoring of pilot projects; and
- (5) preparation of the National District Education Development Plans (NDEP).

NIPDEP, at the central and division level, had a Steering Committee, which was headed by Dr. Simeon Hau, Principal Secretary of MoE, and a Technical Committee, headed by Dr. Kuthemba Mwale, Director of Education Planning. The Core Trainer team and the NIPDEP Team reported to the Steering Committee based on the advice of the Technical Committee. The major components of NIPDEP were carried out by the District Planning Team (DPT) with the input of district stakeholders under the technical guidance of the Core Trainer team.

#### 2. POLICIES RELATED TO BASIC EDUCATION

A number of national policy documents describe the development goals and strategies for national development and/or education development in Malawi. Some of these documents are: Vision 2020, Malawi Poverty Reduction Strategy Paper (MPRSP), Malawi Economic Growth Strategy (MEGS) and the National HIV/AIDS Policy. The specific policy documents which have a direct impact on the education sector are: the Policy Investment Framework (PIF); Medium Term Expenditure Framework (MTEF); and National Education Sector Plan. The PIF (2000-2012) was formulated in 2000. The PIF is expected to guide the development of the education sector. It outlines seven main themes which may be taken as goals; namely access, equity, quality, relevance, management, planning and financing. The MTEF is a three year rolling expenditure framework.

The National Education Sector Plan, which will be finalized in 2005 by MoE in collaboration with international development partners, states the MoE's vision, mission, strategic objectives and core values and aims at giving a new direction for the implementation of policies for achieving stated objectives in a timely, efficient and cost effective way.

### **3. ACHIEVEMENT IN PRIMARY AND SECONDARY EDUCATION**

In Malawi, total enrolment of primary schools increased by 5.2% between 2000 and 2003 from 3,009,623 to 3,166,786, with better gender balance. The girl student ratio has increased from 48.4% to 49.8%. The increase in enrollment, however, is not catching up with the pace of the annual population growth rate of 3% between 1975 and 2002 (UNDP 2004). Thus, the enrolment in real terms as a percentage of the population receiving schooling has declined. There are increasing numbers of children not going to primary schools. The number of primary schools and classroom blocks has increased more rapidly (10.0% and 13.6% respectively). This suggests that the supply side expanded its capacity to accept more pupils; consequently, classroom to pupil ratios have improved from 1:98 to 1:91, while the percentage of permanent classroom blocks has decreased marginally from 78.9% to 78.8%.

The number of teachers has decreased by 7.8% between 2000 and 2003/04. The number of male teachers has decreased by 8.4%, more than that of female teachers (6.8%). This might be closely related to the impacts of HIV/AIDS. As a result, the teacher to pupil ratio has deteriorated from 1:63 to 1:72. What is worse is that the percentage of qualified teachers has significantly dropped from 51.4% to 44.4%. An increase in dropouts and repeaters, 14.7% and 32.1% respectively, can be partly explained by the inadequate number of teachers and the poor quality of instruction.

The number of students of the secondary schools has decreased by 15% from 164,459 to 139,756 between 2000 and 2002. The rate of decrease among male students (-17.9%) is more serious than among female students (-10.8%); however, the number of classroom blocks has increased by 11.8% from 3,415 to 3,819, most of which are permanent structures (98.3%) according to EMIS 2003. While the number of secondary teachers has dramatically increased by 83% from 5,905 in 2000 to 10,805, only 23% of these teachers are qualified. The number of qualified secondary teachers has decreased by 15.8% from 3,433 to 2,891. Many of the secondary school teachers have been recruited from primary schools, weakening instructional quality at that level.

The majority of secondary schools are CDSSs in Malawi. More than 70% (70.4%) of the secondary schools are Community Day Secondary Schools (CDSSs), while 9.6% are government schools and 18.3% are private schools. There are serious gaps between CDSSs and other government schools in terms of the quality of teachers. The ratio of under-qualified or unqualified teachers is only 14.6% in government schools and 48.8% in private schools, while it is as many as 93% in CDSSs. It should also be noted that the percentage of unqualified or under-qualified teachers has significantly increased from 54.9% to 93%.

#### **4. DECENTRALIZATION OF EDUCATION**

Education is expected to continue with its sector devolution. Parallel to the transferring of the payroll, the Department of Local Government and Rural Development (MoLGRD) is preparing a guideline for the preparation of DDPs with intent that by December 2005 all DAs will execute development projects based on their DDP. The DDPs will take into account all sector plans without assuming that the sector plans have had the blessing of the DA and its affiliates. Thus for education, it is expected that the DDP will summarize the DEP being arguing for changes under the issue of literacy levels, human capital development in the light of national policy frameworks (Vision 2020, PIF, MEGS) and international protocols such as MDGs and "Education for All (EFA)."

It is presented in the devolution guidelines of MoE that the management and administration of basic education (primary schools) will be transferred to DAs although the registration of schools, licensing of teachers and registration of teachers will be retained by the MoE. The MoE will also expound a system in which the role of DAs will be spelt out and disseminated to all concerned parties to follow on the registration of schools, licensing and registration of teachers. Whereas the primary education sector is being devolved, the secondary school level remains with the MoE. However, there are all signs that there will be a separation of secondary schools in future between the CDSS, districts secondary schools and division/national secondary schools. The CDSS and district secondary schools are likely to fall under the DA in future; while the division/national schools will be a responsibility of the MoE. This expectation should be taken with caution because there is still a possibility that GoM may decide to bring all secondary school under MoE or the under each respective DA.

#### **5. UPDATING AND MARKETING OF DEPS**

As a consequence of NSMMP (2000-2002), 33 DEPs were produced by the DPTs through a series of workshops. Following each workshop, DEMs took their DEPs to their Local Education Authorities (LEAs) and education sub-committees of DAs for review and approval.

The objectives of the DEP updating training workshops of NIPDEP were to:

- |  |
|--|
| <ol style="list-style-type: none"><li>(1) revive the district personnel's memory of how they created their original DEP;</li><li>(2) review and update their DEPs covering FY 2002/03 – FY2004/05; and,</li><li>(3) learn how to market their DEPs locally and beyond.</li></ol> |
|--|

The main chapter headings of the updated DEPs were:

- Chapter I: Introduction
- Chapter II: District Socio-Economic and Educational Profile
- Chapter III: Stating Policy Objectives, Strategies, Indicators, Targets, Resources, Budgeting and Costing
- Chapter IV: Implementation Plan, Schedule and Resource Mobilization Plan

NIPDEP, through the DEP updating workshops, put emphasis in the training on the need for district personnel to distribute the DEP widely in their districts and market their Plans to potential supporters and donors as part of resource mobilization to implement their DEPs. The revised DEPs now include a new section on marketing and resource mobilization.

A Marketing Fair was organized in August 2005 to bring the donors together for a promotion of the DEPs in general. The Fair involved all 33 districts, pilot and non-pilots, represented by the DEMS, some district managers, desk officers and in some cases assembly staff, MoE officials and staff, and representatives from over 20 different international partners and NGOs, including WB, UNDP, UNICEF, EU, WFP, DfID, USAID GTZ, CIDA, Action Aid, World Vision International, Save the Children, Care International, Sight Savers International and the Muslim Association of Malawi. Several of these organizations brought more than one representatives to assure better coverage of the DEP presentations. There was a common understanding that follow-up on contacts were needed, although some of the contacts being informal and useful during tea breaks and lunch. NIPDEP provided the contact list of international partners and NGOs to the district participants.

After the Marketing Fair in Lilongwe, four half-day Marketing Fairs on DEPs took place for the six education divisions on the following days 17<sup>th</sup> August 2005 (CWED and CEED), 19<sup>th</sup> August (SEED), 22<sup>nd</sup> August (NED) and 24<sup>th</sup> August (CWED and SHED). All workshops were facilitated by the Core Trainers and presentations were made in most cases by DEMs.

## **6. IMPLEMENTATION OF PILOT PROJECTS**

The objectives of the NIPDEP pilot projects were to provide district level personnel an opportunity to:

- (1) implement several improvement strategies identified in their DEPs;
- (2) learn from this effort how to manage resources to achieve objectives;
- (3) be accountable and transparent in project operations;
- (4) work with the community to give it a sense of ownership for their schools;
- (5) recognize the complexity of the improvement process; and,
- (6) reveal the extent to which the planning process and DEPs were realistic.

The primary target areas were the six pilot districts of Nkhata Bay, Ntchisi, Mchinji, Machinga, Thyolo and Nsanje. The secondary targets were the 27 non-pilot districts which were to receive training under NIPDEP to update their DEPs. 39 pilot projects were conducted in Phase I from June 2003 to February 2004 and 41 pilot projects were conducted in Phase II from May 2004 to February 2005. The list of pilot projects of Phase I and Phase II by district is attached in Appendix-2.

The pilot project management structure was developed in order to insure that the structure was one that would result in the local communities feeling a sense of responsibility and ownership for results. Each set of district projects was to be overseen by a Project Management Team (PMT), a mix of local professional, political and community leaders. Each pilot project in a district was to have a pilot project Task Force (TF) of approximately eight local persons with appropriate expertise appointed by the PMT, including selected appropriate PMT members.

The NIPDEP pilot projects were categorized into four types: namely in-service training (INSET), awareness campaign, procurement and construction.

Among the 39 pilot projects of Phase I, 17 projects (44%) were related to capacity building, while there were 14 out of 41 projects (34%) in Phase II. Measuring the outcomes and impacts of the INSET was not an easy task. Five days training should not be expected to change teaching behaviors overnight; however, it was observed that the impact of training on class management such as the preparation of lesson plans, time management, and uses of the syllabi was more evidently learned by comparison with the teaching of subject matter. NIPDEP awareness programs included training to strengthen the SMCs and PTAs. An education awareness campaign was conducted in Machinga, training for gender awareness in Mchinji and an HIV/AIDS intervention campaign was conducted in Thyolo. The main objectives of the SMC and PTA training in Nkhata Bay and Ntchisi was to equip the PTA, SMCs and local communities with knowledge, skills and attitudes to enable them to contribute effectively towards school management.

11 projects out of 39 NIPDEP pilot projects (28%) in Phase I, and 11 out of 41 (27%) projects in Phase II were procurement projects. Procured equipment were science kits, desks and chairs, textbooks and teachers guides, and office equipment. Other than the immediate outputs of procurements including the improvement in the access to the procured goods such as pupil/desk and pupil/textbook ratio, there were outcomes of Phase I procurement projects that were reported on the Impact Survey conducted by the DEM office staff members. The introduction of equipment had been misunderstood by parents as reducing their financial burden. It might be true in the short term, but in the long term, the cost of maintenance and sustenance should be taken seriously and planned in advance by both parents, communities, and district and division offices.

The NIPDEP construction projects followed the basic strategies to have: 1) reasonable and less expensive building costs for self-sustainability; 2) effective and efficient community participation within the project timeframe; 3) solid structures; 4) the capacity development for district officers; and 5) a regular and routine monitoring system. Monitoring and supervision was done by the local consultant, TFs and the NIPDEP Team. Community participation was considered at the outset of a construction project, to be a critical mechanism for not just cost saving through their materials mobilization, but to instill in the supporting community a sense of ownership in the structures constructed. During actual construction, the communities participated by supplying locally available materials, such as bricks, sand and stones. In addition, the communities participated in the excavation of pits for latrines and molding of Soil Stabilized Blocks (SSBs) by volunteering their labor.

The outputs of the NIPDEP pilot projects are summarized in the table below:

	Phase I (FY2003)	Phase II (FY2004)	Total
No. of teachers, SMCs and PTAs trained	3,330 teachers 970 SMC/PTA members	1,850 teachers 1,760 SMC/PTA members	5,180 teachers 2,730 SMC/PTA members
Classroom blocks constructed	8 blocks	7 blocks	15 blocks
Teacher houses constructed	13 houses	5 houses	18 houses
Science laboratories constructed	1 lab	1 lab	2 lab
Pit latrines constructed	20 latrines	19 latrines	39 latrines
Boreholes constructed	3 boreholes	2 boreholes	5 boreholes
Fish pond constructed	--	3 ponds	3 ponds
Textbooks procured	5,170 books	3,410 books	8,580 books
Desks and chairs procured	1,400 desks/chairs	1,490 desks/chairs	2,890 desks/chairs
Science kits procured	12 kits	15 kits	27 kits

## **7. NATIONAL DISTRICT EDUCATION DEVELOPMENT PLANS (NDEP)**

The NDEP has been prepared as guidelines and an action plan to provide a concrete answer to questions such as: “What kind of activities should be implemented with respect to the DEPs?”; Who is responsible for the management of each activity in the DEPs?”; and “When and how should it be conducted?” The full document of NDEP is included in the Appendix-IV.

The NDEP has the following chapters and contents:

- Chapter 1: Introduction
- Chapter 2: Overview of DEPs Management
- Chapter 3: Action by District and Support by MoE
- Chapter 4: Operation Structure
- Chapter 5: Implementation Schedule and Budget
- Chapter 6: Recommendations

The MoE needs to improve its commitment and ownership sense for the DEPs and NDEP as well as the National Education Sector Plan and PIF for realizing educational development in the country. In order to achieve the national goals shown in PIF and to realize the policy objectives of the National Education Sector Plan, the DEPs provide in detail the urgent and needed strategies and projects to address the priority problems in the districts and thus the nation as a whole.

The NDEP has a close relationship with the DEPs and the national policies and strategies such as PIF, National Education Sector Plan (drafted), NDP etc.; therefore, it should be reviewed and updated by MoE when these national policies and strategies are finalized and/or updated.

## **8. EVALUATION ON PILOT PROJECTS AND CAPACITY DEVELOPMENT**

To collect information about achievements, impacts and sustainability of the NIPDEP as well as its pilot projects from the different viewpoints as much as possible, three types of evaluation surveys were conducted by the different groups with the technical assistance of the Core Trainers and the NIPDEP Team, which were as follows:

- (1) “Post project impact survey,” conducted by the education officers of the pilot districts; which also aimed at capacity development in evaluation of development projects.
- (2) “Post pilot project evaluation,” conducted by the Center for Education Research and Training (CERT), the Center for Social Research (CSR) and MIE.
- (3) Evaluation on “capacity development in NIPDEP,” done by CDI.

In this Final Report, Chapter VI summarizes the approaches and the findings of the (1) post project impact survey done by the pilot districts. Chapters VII covers the (2) post pilot project evaluation and Chapter VIII covers the (3) evaluation on capacity development in NIPDEP. Additionally, a collection of anecdotes of the NIPDEP pilot projects, which includes unexpected impacts of the pilot projects, is shown in Appendix-II.

## **9. CONCLUSION OF EVALUATION**

The expected outputs of NIPDEP, including 33 updated DEPs, NDEP and other manuals, were created and achieved as planned in the Scope of Work signed by MoE (MoEST at that time) and JICA in October 2002, although there is still room for the enhancement. Additionally, nine Core Trainers were

trained in data management, planning, facilitation, monitoring, evaluation and reporting; approximately 140 members of the DPTs from the 33 education districts trained in updating and marketing of DEPs; approximately 500 members of the PMTs and TFs of the pilot districts were trained in project implementation and monitoring

The major impact of the NIPDEP are summarized as follows:

- (1) The annual updating of DEPs will be accepted as a regular and routine task of MoE and the districts and routine funds will be provided, which mentioned in the budget plan of the draft of the National Education Sector Plan.
- (2) The DEPs have the latest education statistics in its achievement and problem analysis section, which can be function as useful primary and secondary education database for each district.
- (3) A system to update DEPs was understood by DEMs, although their competence and the DEPs quality need to be improved.
- (4) The district officers' sense of ownership of the DEPs increased through the two year updating workshops and the Marketing Fair.
- (5) The post pilot project evaluation including achievement tests and data collection did not document completely clear impacts, although the potentials and problems with the delivery of education services in the pilot districts were identified.
- (6) The capacity among the pilot district education officers was improved in data management, project planning, implementation, monitoring, and financial management, which also enhanced their confidence, competence and leadership in education improvement in their districts.
- (7) During the pilot projects, community participation was promoted and community members worked together, which enhanced their sense of the ownership for projects and schools.
- (8) The pilot projects included a few projects for gender sensitization, HIV/AIDS prevention and income generation to build a community foundation for improvement in the pilot districts, although the impact was limited.

The sustainability of the outputs and impacts of NIPDEP are assessed as follows:

- (1) The capacity of DEMs in updating of DEPs was improved to some extent by NIPDEP. To enhance the sustainability of the DEPs updating, NIPDEP strengthened the Core Trainer team and prepared a DEPs Updating Manual. To improve the institutional memory, the skills and know-how that DEMs learned from NIPDEP should share with the other members in DEM's offices.
- (2) The planning and implementation department of the MoE needs to be involved more actively in the DEPs updating and the NDEP preparation to strengthen the sustainability of the NIPDEP impact.
- (3) The Planning Department of the MoE needs to show a stronger sense of ownership for NIPDEP and effect better donor coordination to avoid duplication of donor assistance and make better resource allocations.
- (4) Core Trainers were not replaced during NIPDEP and were actively involved in project activities; they have become a stable group of facilitators and coordinators to further the NIPDEP activities.
- (5) What the district personnel and division planners learned from the DEPs updating workshops needs to be routinely delivered to other district officers by the trainees, because there were many cases from year to year of replacements for division planners and district officers.
- (6) The budget flow from the MoE to the district under the decentralization policy needs to be fully

implemented and enhanced by GoM in order to make full use of the NIPDEP outputs of improved professional capacity in project management and financial management in the pilot districts.

## 10. RECOMMENDATIONS

The recommendations for MoE's Enhancement of DEPs and NDEP are summarized as follows:

- (1) ***NDEP and National Education Sector Plan:*** It is highly requested by the NIPDEP Team that MoE should reflect and encompass its recommendations in any further drafting or editing of the final Sector Plan to clearly identify the DEPs in it and, the NDEP as the supporting system for the DEPs updating and management. This is critical and essential for the promotion of the decentralization policy in the education sector.
- (2) ***DEPs Usefulness and Sustainability:*** It is recommended that the MoE continue to support and fully sustain the annual updating of DEPs, as shown in the budget plan of the draft of the National Education Sector Plan, through a process similar to those used in NIPDEP. The updating should be ostensibly directed and supported by the staff of the MoE Department of Education Planning with the help of division planners and key DEMs, who have demonstrated special competence in the managing and carrying out the process. It is suggested that MoE strengthen the updating, marketing, implementation, monitoring and evaluation of DEPs with continuing collaboration of JICA. The Planning Department of MoE should use the DEPs updating and marketing workshops as a useful platform to discuss educational development needs with the districts, international development partners and NGOs and to coordinate their resources.
- (3) ***Leadership and Ownership of Educational Development:*** It is recommended that future projects and the MoE consciously establish a way to systematically identify potential leaders for development work and transmit these impressions, formally or informally, to those making personnel decisions at the GoM or district levels as to appointments, redeployments, advancements or into key development roles at the district level or for special training opportunities in-country or abroad. Leadership and management training, using learn-by-doing techniques, should be a key element in the planning of future projects, emphasizing leadership enhancement at the district and school levels. Although there may be reluctance to make local people responsible for development activities, the placement of activities within localities should be routine. Material and moral support should be given to those in such roles to help them grow in their leadership and managerial competencies. Future projects must not become top down, but remain bottom-up relying on local leaders for planning, management and evaluation.

The recommendations for a New Project after NIPDEP are summarized as follows:

- (1) ***DEPs Updating and Decentralization:*** It is recommended that a new project after NIPDEP be designed to continue to emphasize capacity building activities for the key and development project related personnel at the district and division levels. This effort should continue to be done through training programs coupled with the continuation of the responsibility of these persons to produce updated DEPs and have the major responsibility for managing, monitoring, evaluating and marketing development projects. In the new project, the roles and the responsibilities, in the devolved system of the DEM offices, the DAs and the secondary schools, as cost centers, should be clarified. After the DEPs are drafted, it might be helpful for the DPTs to have a meeting with the Planning Department of MoE to introduce their priority strategies and



projects and to have a consultation for marketing and fund raising with them. It might be more useful that the next project gives more attention to the marketing and the fund raising for the DEPs to make the DEP updating more practical and attractive for the district officers, the stakeholders in the communities, the international development partners, NGOs and civil societies.

- (2) ***Pilot Project Planning, Implementation and Monitoring:*** The new project after NIPDEP will conduct educational development projects as NIPDEP implemented the pilot projects. The development projects might include classroom block construction, INSET, community awareness and procurement. When planning, it is needed to consider a comprehensive approach through the combination of the various types of projects to produce more substantial outputs and outcomes than NIPDEP. Monitoring and evaluation is important component of the project management. To improve the quality of the project implementation, it is necessary to strengthen the monitoring system, especially in the construction projects. In the next project, it is suggested that educational development projects will be implemented in at most three districts chosen from the 33 education districts; three districts might be appropriate for effective monitoring to improve the project implementation process and to enhance the quality of the project outputs based on the lessons learned from NIPDEP.
- (3) ***Pilot Project Implementation: INSET and Awareness Campaigns:*** It is recommended that the districts, MoE and MIE, through, perhaps, a special TF, re-examine the delivery of all INSET. The TF should develop, design and disseminate a set of guidelines to correct project delivery management and teaching and learning deficiencies identified through the NIPDEP project and other similar projects and administer a district by district assessment of training needs using a common or standard process recommended by the TF. The MoE, as a routine responsibility, should annually, using a standard process, district by district, assess the INSET needs for teachers, managers and community support groups, such as members of SMCs. The DEMs with the help of CPEAs would be responsible for finding the resources to conduct the trainings, plan for them, organize and complete them according to schedule. It should be considered, by the next project after NIPDEP, that using the DEPs to identify INSET projects and to decide the contents and targets. This will contribute to shifting of the INSET from a supply-side approach to a demand-side approach.
- (4) ***Pilot Project Implementation: Procurement:*** It is recommended that the districts be provided by the MoE or other appropriate agencies assistance in assessing carefully and systematically procurement needs for their routine administrative needs and for development projects, so that qualitative standards are met for purchased equipment and material and maintenance reinforced. It would be helpful for the MoE or appropriate GoM agencies to recommend standard procurement contracts and tendering or bidding procedures for the districts to use to ensure that their purchases of goods and services are protected and the money spent is well-targeted, implemented at the lowest cost possible for high cost items, distribution is equitable within a district and follow-up evaluation is conducted. Under the next project, it might be useful to develop a procurement manual, including forms and standards.
- (5) ***Pilot Project Implementation: Construction:*** Construction was the major thrust of the pilot project implementation and very much the most complicated part of the NIPDEP effort. The issue of community participation and mobilization was most significant in construction projects and, in fact, required the inculcation a local sense of ownership. GoM and MoE construction projects assisted by international development partners or NGOs should be thoroughly familiar

with the lessons learned in NIPDEP and to 1) institute a more thorough and required needs assessment before determining a site or a proposal; 2) institute a systematic and regular liaison with other donor partners in the district as to proposed sites; 3) produce more careful assessments of geographic and geological potential obstacles to a site's selection; 4) develop better district level intra-communications with ground rules; 5) re-examine building specifications; and 6) emphasize those involved in DEP development and in proposal writing to be realistic about the number of projects that can be managed in the JICA time frame, so that projects can be done to high standards and on time.

- (6) ***Importance of Comprehensive Approaches in Education and with Other Sectors:*** To address the educational improvement problems, a comprehensive approach is essential to improve the readiness of children and the parents' and guardians' awareness. At the same time, it is also important to address poverty in the communities to increase access to school and to make the curriculum more practical such as introducing pre vocational subjects. It is necessary to consider these multi-sectoral projects when updating the DEPs in the next project after NIPDEP. In addition, the next project should formally invite more agencies related to education development to the Steering Committee and/or the Technical Committee, to promote smoothly collaborative works for the pilot projects by asking them to join NIPDEP at the project formulation workshop.
- (7) ***Coordination and Collaboration with International Development Partners and NGOs:*** More collaborative work should be included in the next phase of NIPDEP; such as EMIS and school census improvement, DEPs updating and marketing, pilot project implementation, capacity development of the MoE and the education officers, and the monitoring and evaluation of programs and/or projects. The DEPs Marketing Fair at the national level provided a good example of setting up a platform for effective coordination among international development partners and NGOs with the leadership of MoE as well as with the bottom-up approach from the DEM's offices. MoE, in collaboration with the JICA-assisted new project, need to utilize and expand this useful opportunities to disseminate the DEPs and to mobilize and coordinate resources from the donors and NGOs.
- (8) ***Monitoring and Evaluation of DEPs and Development Projects:*** Evaluation is an important tool to improve the project activities and outputs as well as for project sustainability. Therefore, the next project after NIPDEP should have an expert on monitoring and evaluation in the education sector, who can join the project occasionally and continually at the very beginning. Under the guidance of the MoE Monitoring and Evaluation Unit, Core Trainers and the local specialists (education, construction, facilitation and monitoring), the educational development projects of the next project after NIPDEP should be monitored and evaluated by the members of the DEM's offices and DAs as well as by the third party to assess the impact and to improve the transparency of the development projects. At the same time, it is recommended that the process, achievements and impact of the DEPs, NDEP and the National Education Sector Plan are to be assessed by the MoE Monitoring and Evaluation Unit and the Core Trainers. The process and achievements of the DEPs can be evaluated, also, by the DEMs and other DPT members at the annual DEP updating workshop to obtain useful lessons learned and to update DEPs efficiently.

**THE NATIONAL IMPLEMENTATION PROGRAM  
FOR DISTRICT EDUCATION PLANS  
IN THE REPUBLIC OF MALAWI (NIPDEP)**

**FINAL REPORT: MAIN REPORT  
CONTENTS**

**PREFACE  
LETTER OF TRANSMITTAL  
LOCATION MAP  
PHOTOS OF NIPDEP ACTIVITIES**

**EXECUTIVE SUMMARY**

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#### **NIPDEP Reference Documents:**

1. DEPs Updating Manual
2. Pilot Project Implementation Manual
3. Reports of PMT Wrap-up Report of NIPDEP Pilot Projects
4. Data of NIPDEP construction pilot projects
5. Reports of Post-project Evaluation
6. NIPDEP Capacity Building Evaluation Report
7. INSET/Awareness Campaign Monitoring/Evaluation Report
8. Qualified and Unqualified Teacher Survey Report
9. Report of Indonesia REDIP Visit

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## ABBREVIATIONS

ACDO	Assistant Community Development Officer
ACE	Area Education Committee
ACEM	Association of Christian Education in Malawi
AEC	Area Education Committees
AED	Academy for Educational Development
BEP	Basic Education Program
CDA	Community Development Advisor
CDD	Community Driven Development
CDI	Communication Development Initiatives
CDSS	Community Day Secondary School
CEED	Central East Education Division
CERT	Center for Education Research and Training
CIDA	Canadian International Development Agency
CPEA	Coordinating Primary Education Advisor
CSR	Center for Social Research
CSS	Conventional Secondary School
CWED	Central West Education Division
DA	District Assembly
DANIDA	Danish International Development Agency
DC	District Council
DCDO	District Community Development Officer
DDF	District Development Fund
DDP	District Development Plan
DDPS	District Development Planning System
DEC	District Executive Committee
DEM	District Education Manager (formerly called DEO)
DEMIS	District Education Management Information System
DEPs	District Education Plans
DfID	Department for International Development
DLG	Department of Local Government
DoA	Director of Administration
DoF	Director of Finance
DPD	Director of Planning and Development
DPT	District Planning Team
DPW	Director of Public Works
DS	Decentralization Secretariat
DTED	Department of Teacher Education and Development
EDMU	Education Development Management Unit
EMAS	Education Method Advisory Services
EMIS	Education Management Information System
EPD	Ministry of Economic Planning and Development
ESSUP	Education Sector Support Project
EU	European Union
FAWEMA	Forum for African Women Educationalists in Malawi
FY	Fiscal Year
GABLE	Girls' Attainment for Basic Literacy and Education
GER	Gross Enrolment Ratio
GoM	Government of Malawi
GPF	General Purpose Fund
GSES	Grant to Support the Education Sector

GTZ	Gesellschaft Technischer Zusammenarbeit
GVH	Group Village Headman
HIPC	Highly Indebted Poor Countries
HIV/AIDS	Human Immuno-deficiency Virus and Acquired Immune Deficiency Syndrome
HQ	Headquarters
IC/R	Inception Report
IFMIS	Integrated Financial Management Information System
INSET	In-Service Training
JCE	Junior Certificate of Education
JFY	Japanese Fiscal Year
JICA	Japan International Cooperation Agency
KAPB	Knowledge, Attitude, Practice and Behavior (Survey)
KfW	Kreditanstalt für Wiederaufbau
KRI	Koei Research Institute
LASCOM	Local Authority Service Commission
LEA	Local Education Authority
LGA	Local Government Act
LSC	Life Skill Club
MALGA	Malawi Local Government Association
MANEB	Malawi National Examination Board
MASAF	Malawi Social Action Fund
MBCAH	Malawi Business Coalition Against HIV/AIDS
MCDE	Malawi Colleges for Distance Education
MDGs	Millennium Development Goals
MEGS	Malawi Economic Growth Strategy
MEP&D	Ministry for Economic Planning and Development
MESA	Malawi Education Support Activities
MIE	Malawi Institution of Education
MIITEP	Malawi Integrated In-service Teacher Education Program
MIM	Malawi Institute of Management
MK	Malawi Kwacha
MoE	Ministry of Education
MoF	Ministry of Finance
MoLGRD	Ministry of Local Government and Rural Development
MPRSP	Malawi Poverty Reduction Strategy Paper
MSCE	Malawi School Certificate Examination
MTEF	Medium Term Expenditure Framework
N/A	Not Available
NAC	National Aids Commission
NDEP	National District Education Development Plans
NDP	National Decentralization Plan
NED	North Education Division
NER	Net Enrolment Ratio
NGO	Non-Governmental Organization
NICE	National Initiative for Civil Education
NIPDEP	National Implementation Program for District Education Plans
NLGFC	National Local Government Finance Committee
NORAD	Norwegian Agency for Development Cooperation
NSMMP	National School Mapping and Micro-planning Project
PEA	Primary Education Advisor
PIC	Project Implementation Committee
PIF	Policy and Investment Framework

PMT	Project Management Team
PMU	Project Management Unit
PPE	Priority Poverty Expenditures
PRSP	Poverty Reduction Strategy Paper
PSIP	Public Sector Investment Plan
PSLCE	Primary School Leaving Certificate Examination
PTA	Parent Teacher Association
QUEST	Quality Education through Supporting Teaching (Program)
REDIP	Regional Education Development and Improvement Program in Indonesia
SEED	South Eastern Education Division
SEMA	Secondary Education Method Advisor
SEP	Secondary Education Project
SHED	Shire Highland Education Division
SMAPP	The Project on Increasing Access to Quality Basic Education through Developing School Mapping and Strengthening Micro-planning in Oromia Region, Ethiopia
SMC	School Management Committee
SSB	Soil Stabilized Blocks
SSTEP	Secondary School Teacher Education Project
STD	Standard
SWAp	Sector Wide Approach
SWED	South West Education Division
TA	Traditional Authority
TALULAR	Teaching and Learning Using Locally Available Resources
TCF	Technical Cooperation Framework
TDC	Teacher Development Center
TF	Task Force
ToT	Training of Trainers
TRF	Textbook Revolving Fund
TTC	Teachers Training College
TSC	Teaching Service Commission
UNDP	United Nations Development Plan
UNESCO	United Nations Educational, Science and Cultural Organization
UNICEF	United Nations Children's Fund
UNIMA	University of Malawi
USAID	United States Agency for International Development
VEC	Village Education Committee
VH	Village Headman
WB	World Bank
WFP	World Food Program

