

PART I:
BACKGROUND

CHAPTER I: INTRODUCTION

1.1 FROM NATIONAL SCHOOL MAPPING AND MICROPLANNING PROJECT TO NIPDEP

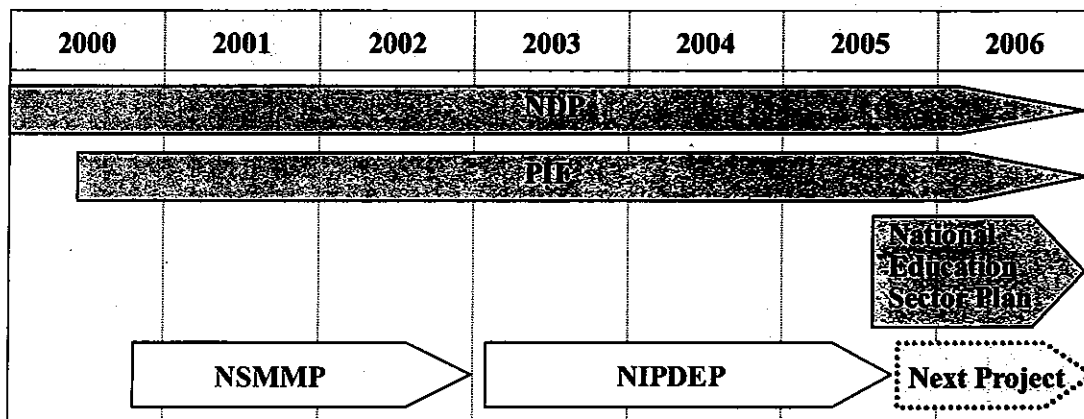
The Ministry of Education, Malawi (MoE) started the National School Mapping and Micro-planning Project (NSMMP) in November 2000 with the collaborative assistance of the leading international development partners in the education sector of Malawi, including the United Kingdom's Department for International Development (DfID), the Danish International Development Agency (DANIDA), the U.S. Agency for International Development (USAID) and Japan International Cooperation Agency (JICA) etc.

This attempt was supported by the Policy and Investment Framework (PIF) of the Government of Malawi (GoM) that was developed in the year 2000. PIF stresses the important role of national school mapping and micro-planning in helping to address some of the key challenges facing the education sector and to contribute to the promotion of the National Decentralization Plan (NDP) of the GoM through:

- (1) prioritizing problems and needs based on the stakeholders' opinions at the district and the community levels;
- (2) allocating financial and human resources properly by promoting participation of community members and civil societies in education improvement; and
- (3) capacity development of the district officials and the community members in planning, implementing and monitoring education improvement projects.

The micro-planning component of NSMMP was conducted from November 2000 to July 2002 by MoE with the technical cooperation of JICA. The micro-planning component included: 1) establishing of a micro-planning training system; 2) conducting of micro-planning training workshops and formulation of the District Education Plans (DEPs) for all of the 33 education districts in the country; and 3) implementing and monitoring of demonstration projects in the pilot districts.

Figure 1-1: Flow of National Policies, NSMMP and NIPDEP



Soon after the completion of the micro-planning component, to develop and strengthen a sustainable system to utilize, update and implement the DEPs and to improve the quality of the DEPs, the MoE started the National Implementation Program for District Education Plans (NIPDEP), regarded as the second phase of NSMMP, in January 2003 as a major technical cooperation program of JICA.

In the year of 2005, the National Education Sector Plan was being produced by the MoE in collaboration with the international development partners. The draft of the Sector Plan regarded, in its budget plan, the DEPs as the official district-level education plan and provided funds for its annual updating activities. After NIPDEP being completed in September 2005, it is expected that a new project will start late in 2005 to enhance and expand the outputs, outcomes and sustainability of the DEPs and NIPDEP.

Figure 1-1 shows the flow of the national policies related to education improvement, NSMMP and NIPDEP from 2000 to 2006.

This Final Report of NIPDEP aims to report, to all of the NIPDEP stakeholders, the background, objectives and major activities of NIPDEP, the process of the major activities, the results of the evaluation conducted inside of NIPDEP and the recommendations for the next step of NIPDEP.

1.2 OBJECTIVES

NIPDEP aimed to:

- (1) establish and strengthen the implementation mechanisms of DEPs, prepared during NSMMP; and
- (2) build capacity in planning and implementation of DEPs of the central and local education officers in the context of the NDP.

By meeting the objectives mentioned above, NIPDEP was expected to contribute to qualitative and quantitative improvement of primary and secondary education of Malawi. The three main approaches to achieve the above objectives were to:

- (1) further utilize, revise and update the DEPs;
- (2) formulate the National District Education Development Plan (NDEP), which gives guidelines for implementing all of the DEPs, to promote the goals of the Malawi Poverty Reduction Strategy Paper (MPRSP) and National Education Sector Plan and achieve the goals of the PIF and the Millennium Development Goals (MDGs) in the education sector; and
- (3) plan, implement, monitor and evaluate pilot projects in the pilot districts to experience the actual implementation process of the DEPs and to learn from annual upgrading of DEPs and from formulating NDEP.

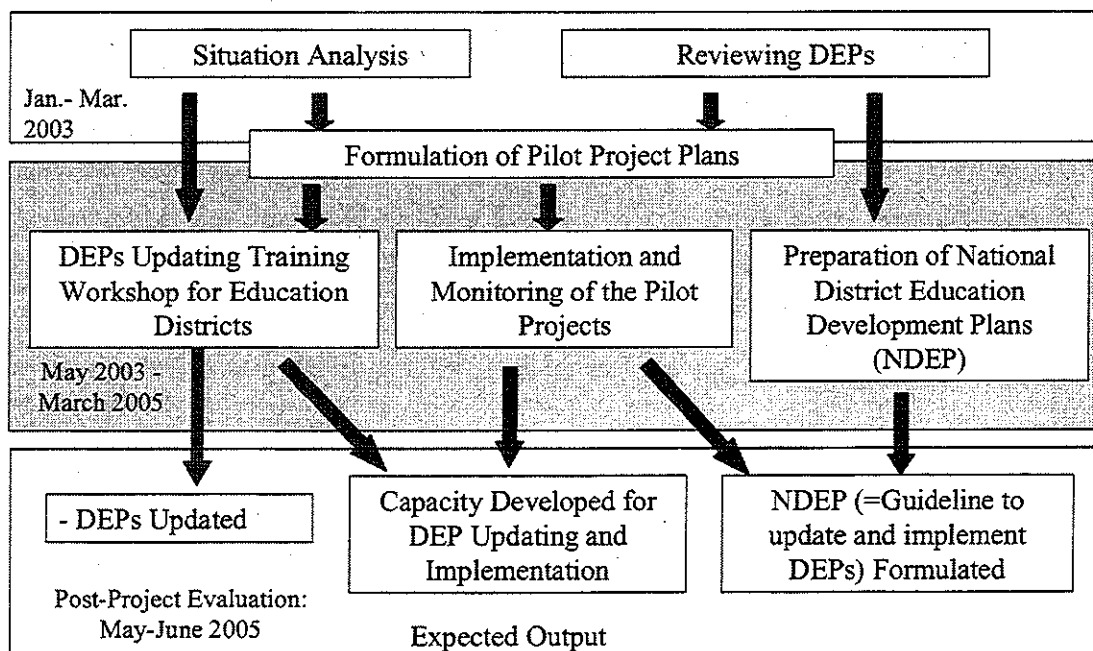
1.3 MAJOR COMPONENTS AND EXPECTED OUTPUTS

The three major components of NIPDEP to accomplish the goals and the two objectives mentioned above are: 1) updating of the DEPs (see Chapter III); 2) implementation and monitoring of pilot projects (see Chapter IV); and 3) preparation of NDEP (see Chapter V) as shown in Figure 1-2.

The expected direct outputs, through the three components of NIPDEP, are:

- (1) 33 updated DEPs
- (2) central and district education officers with capacity developed in DEP updating, implementation and management; and
- (3) NDEP and the sustainable system to utilize, update and implement the DEPs.

Figure 1-2: Major Components of NIPDEP



1.4 TARGET AREA

NIPDEP covered all areas of Malawi. The pilot projects were conducted in the six pilot districts, Nkhata Bay, Ntchisi, Mchinji, Machinga, Thyolo and Nsanje. The target areas for each main activity of NIPDEP are shown in Table 1-1.

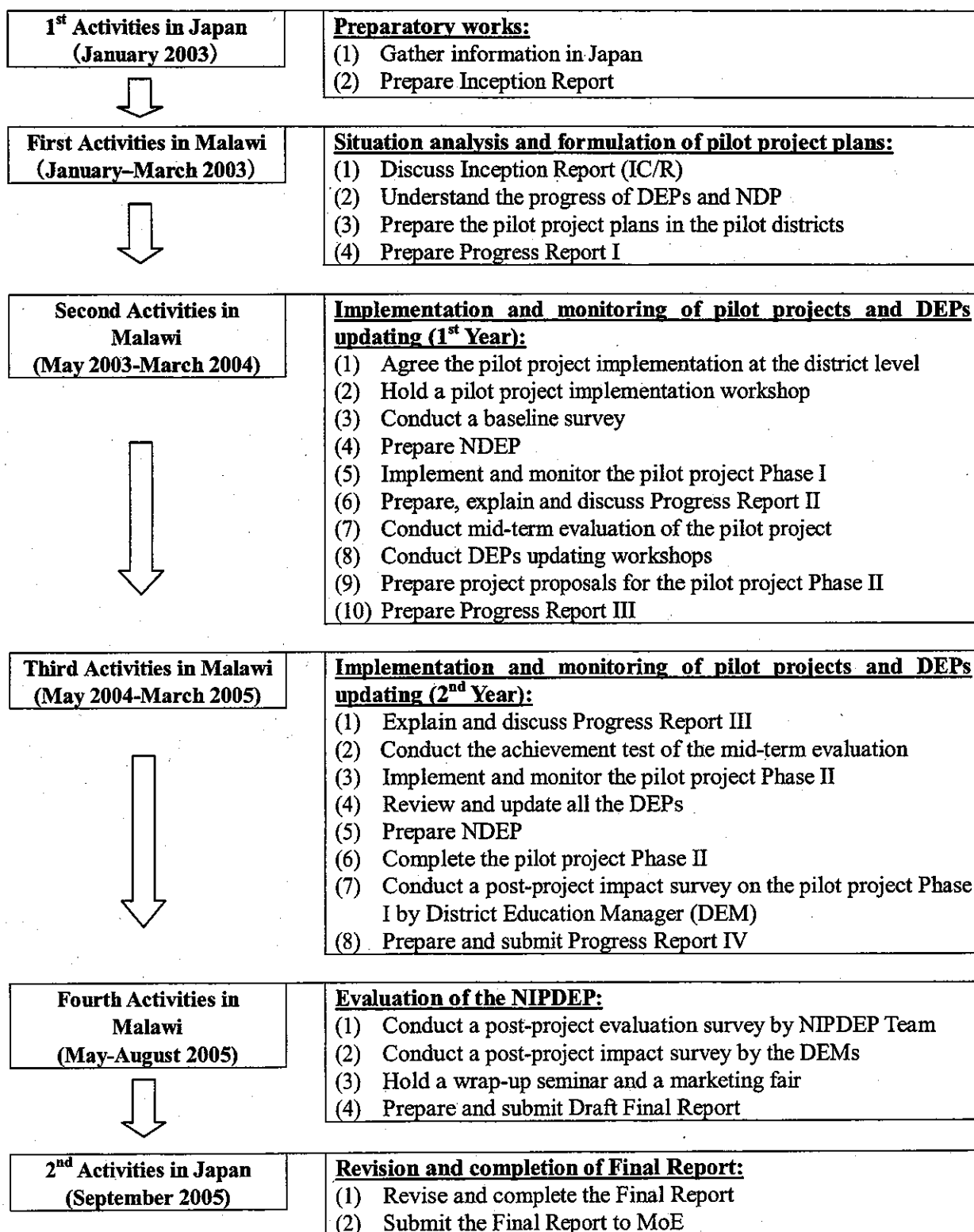
Table 1-1: Target Areas of the Major Components of NIPDEP

Major Components	Target Areas
1) Updating of the DEPs	Six pilot districts: Nkhata Bay, Ntchisi, Mchinji, Machinga, Thyolo and Nsanje
2) Implementation and monitoring of the pilot projects	All of the 33 education districts
3) Formulation of the NDEP	Planning Department and other related departments of the MoE

1.5 ACTIVITY SCHEDULE

NIPDEP was conducted as outlined in Figure 1-3:

Figure 1-3: Major Activities and Schedule of NIPDEP



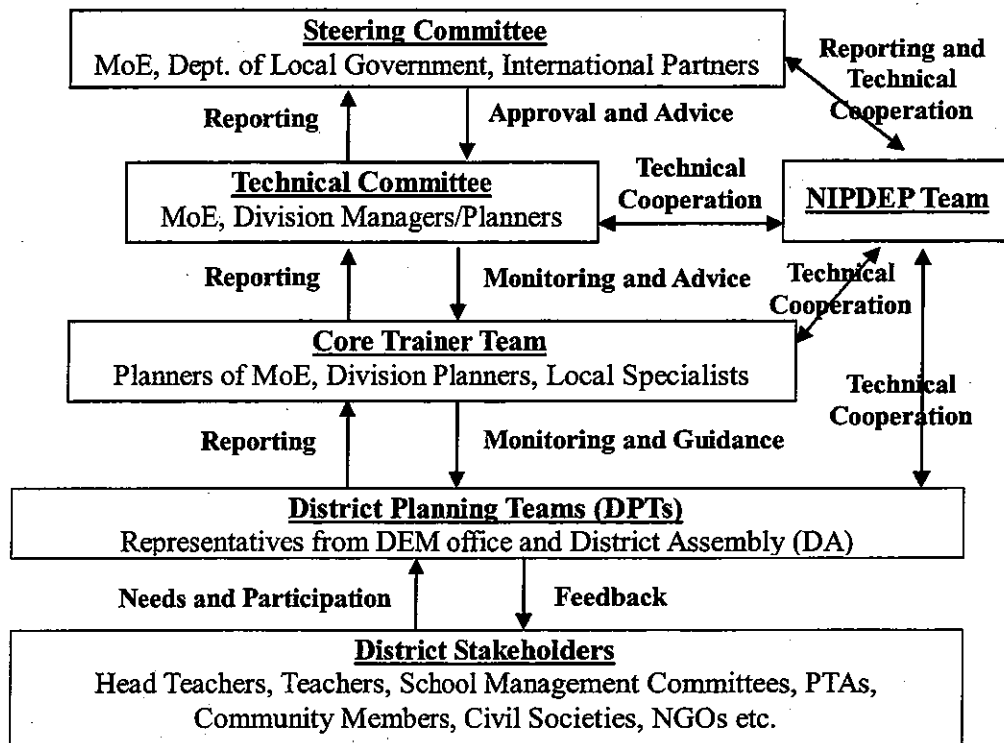
1.6 OPERATION STRUCTURE

The key players in NIPDEP are shown in Figure 1-4. At the central and division level, the project 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.

During NIPDEP, after discussions with the Technical Committee, where decision making at the policy level was required, the Technical Committee called a meeting of the Steering Committee. The Core Trainers' Team and the NIPDEP Study 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 NIPDEP Core Trainer Team.

Figure 1-4: Operation Structure of NIPDEP



The members of the Core Trainer team and the NIPDEP Team are listed in Table 1-2 on the next page.

1.7 PUBLIC RELATIONS

The following activities were carried out to promote public awareness on NIPDEP:

- (1) NIPDEP project website (<http://www.nipdepmalawi.com>)
- (2) NIPDEP Newsletter (quarterly) (see Appendix-VI)
- (3) NIPDEP pilot project information boards in the DEM office of the pilot districts
- (4) Study tour to the JICA-assisted Regional Education Development and Improvement Program in Indonesia (REDIP) in July 2004 (The report prepared by the NIPDEP

- counterparts is included in the NIPDEP Reference Documents)
- (5) Video production of the NIPDEP activities
 - (6) DEPs Marketing Fair at the central and division levels in August 2005
 - (7) Malawi and Ethiopia Views Exchange Workshop with the counterparts of the JICA-assisted Project on Increasing Access Quality Basic Education through Developing School Mapping and Strengthening Micro-planning in Oromia Region, Ethiopia (SMAPP) Project in August 2005.

Table 1-2: Member List of the Core Trainer Team and the NIPDEP Team

Name	Responsibility (Company and/or Position)
1. Core Trainer Team	
1) Augustine Kamlongera, Dr.	Team Leader (Education Specialist)
2) Joseph Chimombo, Dr.	Co-Leader (Center for Education Research and Training (CERT))
3) Grace Milner	Planner, Planning Department, MoE
4) Ziba Maclean	Division Planner, North Education Division
5) Job Mwamlima	Division Planner, Central East Education Division
6) Thokozire Chimuzu	Division Planner, Central West Education Division
7) Dyce Nkhoma	Division Planner, South East Education Division
8) Grace Banda	Division Planner, South West Education Division
9) Martin Masanche	Division Planner, Shire Highland Education Division
2. NIPDEP Team	
1) Yoko Ishida	Team Leader and Education Planning 1 (KRI International Corp.)
2) Yuki Kobayashi	Co-Leader and Education Planning 2 (KRI)
3) Paul Parker Ph.D.	Education Administration and Management (AED: Academy for Educational Development)
4) Kilemi Mwiria Ph.D.	Training Program and Manuals 1 (Kimkam)
5) Kabiru Kinyanjui Ph.D.	Training Program and Manuals 2 (Kimkam)
6) Jun Kuwabara	School Facility and Equipment (KRI)
7) Joseph Cohen Ed.D.	School Management and Community Participation (AED)
8) Tetsuya Ishii	Human Resources Development (KRI)
9) Hiroaki Umamo	Curriculum and Teaching Methodology (KRI)
10) Kazuko Yamada	Gender and Social Consideration (KRI)
11) Mikiko Tsurui	Gender and Pilot Project Monitoring (KRI)
12) Yoko Takimoto	Pilot Project Monitoring/Coordinator (KRI)
13) Wellington Madimbo	School Construction Specialist (Construction Specialist)
14) Bernadine Chidzero	Research Assistant (Social Survey Specialist)

CHAPTER II: BASIC EDUCATION IN MALAWI

OVERVIEW:

This Chapter highlights the educational development in Malawi and the background of NIPDEP.

During the period of NIPDEP, GoM promoted NDP. In the education sector, the progress of decentralization had been slow, however, the new devolution plan gradually started to shift functions to the district and the school levels.

At schools, access, quality and equity of education services did not improve as much as had been expected in spite of the input from the MoE, non-government organizations (NGOs) and the international development partners. Some indicators, such as the number of qualified teachers and pupils to teacher ratio decreased. Limited human and financial resources, poverty and HIV/AIDS¹ have become bigger burdens to educational improvement in Malawi.

The National Education Sector Plan was drafted in July 2005, which regarded the annual updating of the DEPs, in its budget plan, as the districts' regular task. The World Bank (WB) started a trial of its direct investment program. There are on-going capacity development projects/programs supported by JICA, DfID, USAID, Canadian International Development Agency (CIDA), GTZ etc. With MoE's leadership and coordination, officers, schools, international development partners, NGOs, civil societies will work together to improve the education services in Malawi according to the National Education Sector Plan, which will be finalized in 2005.

The report on "Qualified and Unqualified Teacher Survey," conducted by NIPDEP, is included in the NIPDEP Reference Documents.

2.1 NATIONAL DEVELOPMENT GOAL AND STRATEGY

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, MPRSP, Malawi Economic Growth Strategy (MEGS) and the National HIV/AIDS Policy. While Vision 2020 is a long term policy stating the expectations for Malawi development by 2020, the three other documents address policy issues from a perspective of experiences and lessons from past situations. All these policies attempt to balance carefully issues of rights and responsibilities and public concerns.

¹ HIV/AIDS = Human Immuno-deficiency Virus and Acquired Immune Deficiency Syndrome. For example, life expectancy significantly dropped from 39.5 in 1998 (UNDP 2000) to 37.8 in 2002 (UNDP 2004). The NIPDEP Team often encountered deaths of primary teachers during the study. This is a huge loss of human resources, which can be also justified from the perspective of efficient use of limited financial resources.

2.1.1 Vision 2020

Vision 2020 was developed as a tool for setting priorities for development and development management. It emphasizes long-term strategic thinking, a shared vision and visionary leadership, participation by the population, scenario planning, strategic management and national learning. The Malawian vision states that:

By the year 2020, Malawi, as a God-fearing nation, will be secure, democratically mature, environmentally sustainable, self-reliant with equal opportunities for and active participation by all, having social services, vibrant cultural and religious values and a technologically driven middle-income economy.

To attain this vision, Malawians have a number of goals. The goals are good governance, sustainable economic growth and development, a vibrant culture, a well-developed economic infrastructure, food security and nutrition, science and technology-led development, social sector development, a fair and equitable distribution of income and wealth and sustainable natural resources and sound environmental management.

The Vision states that improving education should be done by:

- (1) providing better access for all (gender, able and disabled and social groups) to all levels of education (primary, secondary and tertiary/higher education);
- (2) having more efficient management and better support;
- (3) increasing the number of institutions, related materials and human resources in all education institutions and at specific standard, form and year;
- (4) providing adequate funding and its related efficient usage;
- (5) working together with all stakeholders in education (community, NGOs and government);
- (6) effecting cost saving measures such as a textbook revolving fund (TRF) and preventive maintenance measures; and,
- (7) reminding a review of the Education Act.

2.1.2 Malawi Poverty Reduction Strategy Paper (MPRSP)

While Vision 2020 is general in many respects, MPRSP provides specifics on poverty alleviation. It starts by describing the poverty situation in Malawi, which, as of 2002, showed 65 % of the people were below the poverty line. Under MPRSP, education is considered catalyst for changing the welfare of Malawians. Thus, it underlines the statements which Vision 2020 puts forward on education development as a tool for poverty eradication.

2.1.3 Malawi Economic Growth Strategy (MEGS)

MEGS was launched in July 2004 in order to complement MPRSP in terms of effectively involving the private sector in the drive towards transforming the economy and reducing abject poverty in the process. The overall objectives of MEGS are to create an overall macroeconomic environment conducive to broad based growth of at least 6 percent per annum that is sustained over the long term; and to ensure wide participation in and sharing of the benefits from higher economic growth. MEGS

concentrates on stimulating growth through promoting private sector investment, growth and trade in some key priority high potential sub-sectors. GoM included issues in the MEGS in the 2005/2006 budget.

There are five priority cross-cutting constraints on private sector identified, and one of them is related to the human resource base. The current human resource base is relatively weak, characterized by limited vocational and technical skills and low productivity. This partly reflects weaknesses in the education system, inadequate capacity for vocational, entrepreneurial and business management skills development and the devastating impact of HIV/AIDS pandemic. The curricula for primary and secondary school education levels do not include vocational, entrepreneurial and business management skills or address other needs of business community and economy as a whole. The strategy to tackle this constraint is set to improve human resource base by:

- (1) providing more funding for increasing training in vocational and technical skills by TEVETA;
- (2) rehabilitating and increasing the number of technical colleges in the country;
- (3) strengthening the response to HIV/AIDS pandemic by the private sector through the launch of the Malawi Business Coalition Against HIV/AIDS (MBCAH) and formation of stronger partnership with National Aids Commission (NAC) and MBCAH to educate the sectors on the dangers and ways of avoiding contracting the disease;
- (4) mainstreaming HIV/AIDS in the workplace, and how to care for those infected and affected; and use available funding for relevant initiatives and learning from the initiatives of other businesses in Malawi and beyond; and
- (5) increasing of business management training opportunities in the country and introduction of vocational and technical and business management courses at primary and secondary schools.

2.1.4 National HIV/AIDS Policy

As a consequence of Malawi losing much of its productive human resources through the HIV/AIDS pandemic, the GoM developed a National HIV/AIDS Policy. This policy partly arises from the National HIV/AIDS Strategic Framework and MPRSP. Furthermore, it indirectly tries to respond to the challenges put forward by Vision 2020 to make Malawi free of social ills.

The goals of the National HIV/AIDS Policy are: to prevent the further spread of HIV/AIDS infection; and to mitigate the negative impact of HIV/AIDS on the socio-economic status of individuals, families, communities and the nation. These goals are to be achieved through the following objectives to:

- (1) improve the provision and delivery of prevention, treatment, care and support services for people living with HIV/AIDS;
- (2) reduce individual and societal vulnerability to HIV/AIDS by creating an enabling environment; and
- (3) strengthen the multi-sectoral and multi-discipline institutional framework for coordination and implementation of HIV/AIDS program in the country.

In responding to the HIV/AIDS scourge, education is taken as a critical preventive solution bearing in mind that HIV/AIDS has no cure. Thus, the National HIV/AIDS policy has been translated into an HIV/AIDS strategic plan for the education sector.

2.2 EDUCATION POLICY AND STRATEGIES

There are a number of specific policies which guide the education sector. Nonetheless, the specific policy documents which have a direct impact or bearing on the education sector are: the PIF; Medium Term Expenditure Framework (MTEF); and National Education Sector Plan, which was drafted and will be finalized in 2005. These three documents describe an effective and efficient education system which is expected to have acceptable standards.

2.2.1 Education Policy and Investment Framework (PIF)

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.

The first theme is to improve *access* to educational opportunities for all levels of the education system. At the primary education level, the PIF 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 gross enrolment ratio (GER) from 18% of the relevant age cohort to 30% by 2012. The goal for the repetition rate is to reduce it to 5% in Standards (STDs) 1 to 7 and less than 10% in STD 8 through community awareness raising and improvements in the quality of education services.

The second PIF theme is to improve *equity* in terms of infrastructure and materials, from the aspect of gender, social groupings and regional areas. Making education more equitable has to do with socio-economic factors, gender, children with special needs, other disadvantaged youths and of rural communities at all levels of the education system.

The third PIF theme is to enhance the *quality* of education. This goal intends to equip graduates with relevant skills that will prepare them to contribute towards the country's socio-economic development and for them to be competitive outside Malawi in a broader employment market.

The fourth theme is to improve the *relevance* of the country's education system through 1) revising the curriculum of primary and secondary education; and 2) relating what is taught to wider societal needs and to the world at large.

The fifth PIF theme is to improve *management* capacity at all levels of the system. The sixth PIF theme is to strengthen the national education system's *planning* capacity. The last (seventh) theme is linked to management and planning, directed toward improving *financing* mechanisms through: the encouragement of parents, communities and private organizations to contribute towards education development; and the promotion of more cost-effective uses of available resources.

2.2.2 Medium Term Expenditure Framework (MTEF)

The MTEF is a three year rolling expenditure framework. It was introduced in 1995 as an instrument for improving the link between budgeting and development priorities as presented in policy and related documents and to produce a comprehensive budget plan. It would integrate capital and recurrent expenditures.

There is a MTEF process within a public expenditure management cycle. The cycle entails the Ministry of Finance (MoF, Treasury) giving advice to ministries to prepare their budgets based on overall goals and priorities as set out in a circular. Thereafter, the prepared budget is submitted for discussion. Based on the discussions, the budget is revised and re-submitted. The different ministry budgets are finally put together as one document and submitted to the parliament for review and approval. However the budget submittal to the parliament still presents costs on a Line Item basis, which centers on costs for items rather than for activities. Hence this makes the entire MTEF process an incomplete process at this juncture.

2.2.3 National Education Sector Plan (Drafted)

The National Education Sector Plan, which was drafted 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. The Plan covers the period 2003 to 2008, according to the MoE. The Sector Plan will be broken down into sub-sector plans for basic and secondary, teacher education and tertiary and higher education. In general, the Plan will provide the basis for a process that includes the rationale for improvement planning and implementation.

In furtherance of the policies and strategies tackled in the education sector, there was an education conference (March 2005) which proposed that the MoE and GoM, in particular, should consider a number of changes, among which are:

- (1) introducing an education levy;
- (2) splitting of the MoE into basic and higher education as ministries under one minister or two;
- (3) formulating a higher education council;
- (4) revisiting the school calendar with the hope that it will revert back to October to July and change the primary school cycle from eight to seven years; and,
- (5) organizing teacher training, deployment and promotion as part of the new human resources development policy.

2.3 EDUCATIONAL ADMINISTRATION AND FINANCIAL MANAGEMENT

2.3.1 Government Administration Structure

MoE is responsible for planning, management and financing of the education sector in Malawi. There are currently six education divisions in Malawi: north, central east, central west, shire highlands, south east, and south west. Each education division administers between four and six education districts. The administration structure under the new devolution plan at the division level has not been clearly defined yet.

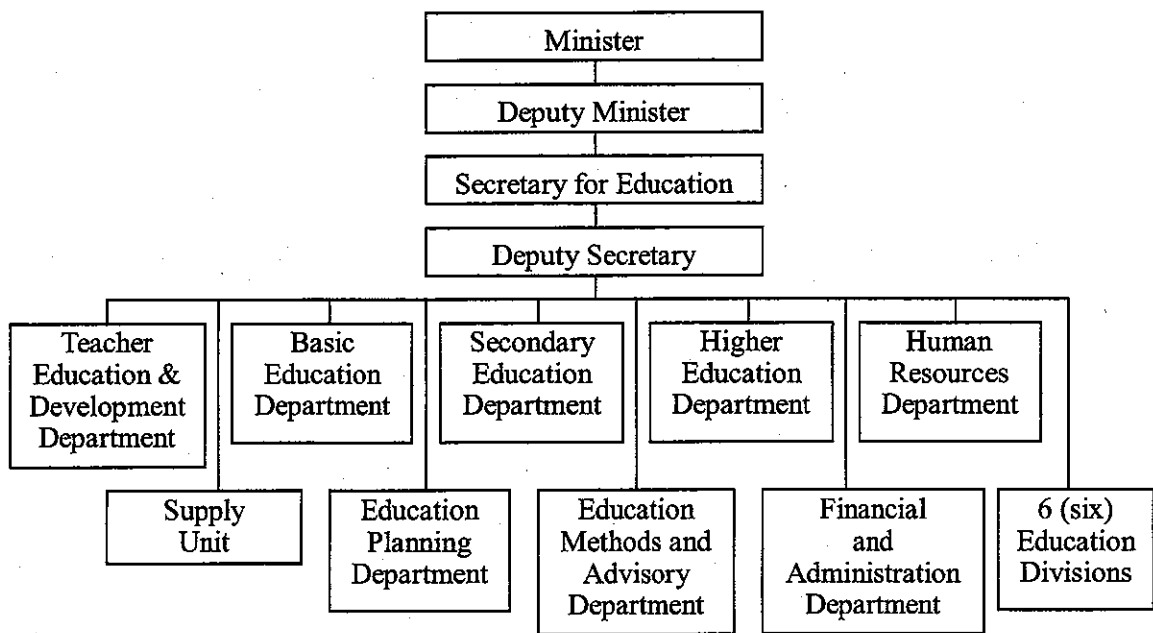
There are currently 34 education districts; one education district was added in 2003. An education district is sub-divided into zones for primary schools and clusters for secondary schools.

(1) MoE Headquarters

The MoE headquarters consists of nine departments, which are: Basic Education; Secondary Education; Higher Education; Planning; Education Methods and Advisory; Teachers Education and Development, Human Resources; Financial and Administration; and Supply Unit. Its organization structure is shown in Figure 2-1.

The Department of Education Planning is the counterpart department for the NIPDEP Study. The department coordinates the formulation of Ministry’s policies, and setting priorities. It determines the costs to attain effectiveness and efficiency for the implementation of the education delivery system. The department is responsible for strategic planning (primary, secondary and tertiary education), research and evaluation, budget and finance and the Education Management Information System (EMIS) – education statistics.

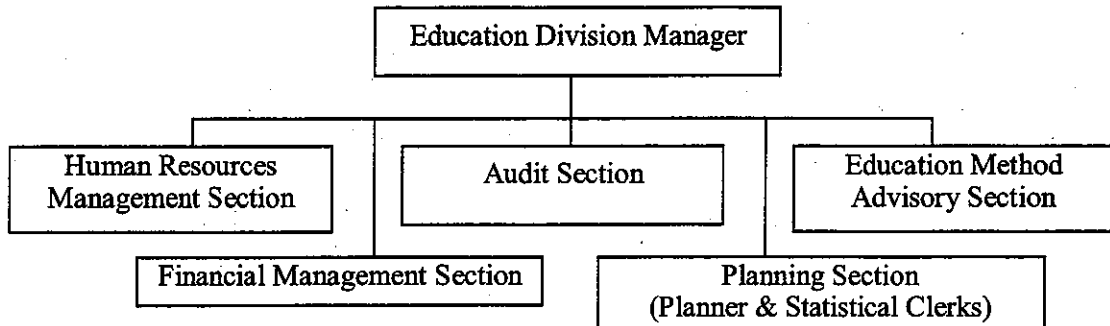
Figure 2-1: Organization Structure of MoE



(2) Education Division Offices

The education division offices are responsible for the dissemination of the MoE policies and strategies, administration and coordination of education services and development programs, and the planning and budget management in the divisions and districts. The organization structure of an education division office is shown below in Figure 2-2:

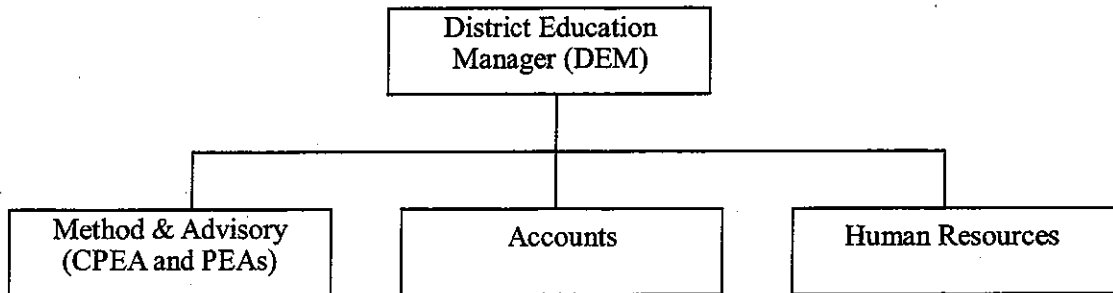
Figure 2-2: Organization Structure of Division Offices



(3) District Education Offices

The district education offices are responsible for the dissemination of the MoE policies and strategies to zones and primary schools in the districts. It administers and coordinates the education services and the distribution of teachers' salaries and it will be the key office for handling finances for direct support to primary schools. The organization structure of the district education offices is seen in Figure 2-3.

Figure 2-3: Organization Structure of DEM's Offices



(4) Sub-District Level – Zones and Clusters

Primary schools are organized in zones; there are currently 317. Each zone has 10 to 15 primary schools, a teacher development center (TDC) and a primary education advisor (PEA). The TDC has a PEA's office, training room and a small library for teachers. PEAs in each district are led by a coordinating PEA (CPEA).

With regard to secondary level, three to six secondary schools in a district are organized into a cluster. The cluster introduces strategies for effective management, in order to improve school management, teaching and learning, and student welfare. Each cluster has a cluster leader school, which is the focal point for improvement and training activities. The current number of clusters in the country is 96. Since secondary education is yet to be devolved, the cluster system continues to operate under the education divisions; which, in turn are under the MoE. Clusters are supervised by secondary education management advisors (SEMAs) who report to the division.

2.3.2 School Management Structure

The day-to-day operation of both primary and secondary schools is led by head-teachers and his/her deputies. School heads and their clerks/bursars handle overall or general administrative issues; whilst teachers operate under sections (infant, junior and senior) in primary and in departments (humanities, science, and languages) in secondary schools. There are departmental heads in secondary schools.

Primary schools have school management committees (SMCs) and parent teacher associations (PTAs) to complete the picture of the overall management of the schools.

The functions of SMC and PTAs are described in Table 2-1.

Table 2-1: Functions of SMCs and PTAs

Functions of SMCs	Functions of PTAs
1) Monitoring attendance and punctuality of both teachers and pupils at school	1) Electing the SMC
2) Advising the proprietor of the appointment and dismissal of non-teaching staff.	2) Mobilizing the community around issues identified in the school action plan
3) Assisting in the enrolment of pupils	3) Making the SMC aware of issues of concern in the community regarding the primary school
4) Encouraging pupil's attendance	4) Holding the SMC to account through the holding of regular meetings to which they must report on their actions
5) Ensuring recommendations made by the MoE are implemented	
6) Advising the proprietor whether the conduct of the school is in accordance with the wishes of the local community.	
7) Checking, inspecting and maintaining school buildings and equipment	
8) Initiating development projects at the school with the help of other community members	
9) Monitoring the quality of learning at the school	
10) Overseeing school action plans development	

Source: National Strategy for Community Participation in Primary School Management, GoM, December 2002

2.3.3 Budget Planning

The current process of MoE's annual budget preparation takes place as shown in Figure 2-4. Headquarters and divisions have been the traditional units for budgeting, i.e. cost centers. With the new financial year 2005/2006, the conventional secondary schools (CSS) and approved community day secondary schools (CDSS) and all districts have been made new budget (cost) centers.

The division is to handle funds for the non-approved CDSSs. In practice it is the districts which will handle most emolument funds for approved and non-approved CDSSs, since most teachers at this level are primary school personnel. In addition, the close proximity of CDSSs to the districts as compared to divisions will result in the

districts playing a pivotal role in the administration and funding of CDSSs. Other new cost centers, in 2005/2006, will be Department for Teacher Development (DTED), Teachers Training Colleges (TTCs) and Teaching Service Commission (TSC).

Upon the adoption of MPRSP in April 2002, a priority poverty expenditures (PPE) budget was introduced, to finance high priority MPRSP activities. PPE in primary education is subdivided into teaching and learning materials, teacher's salaries, teacher training and teacher housing. A further allocation is made for secondary education teaching and learning materials and teacher training.

The education sector is also supported by international development partners. Their assistance comes through: 1) budgetary support for recurrent expenditures, 2) budgetary support for capital expenditures, and 3) external funding for non-recurrent or non-capital expenditures which Malawi received but heretofore has never been reflected in its budget documents. Some funds are in the form of grants and some are from debt relief programs for the Highly Indebted Poor Countries (HIPC).

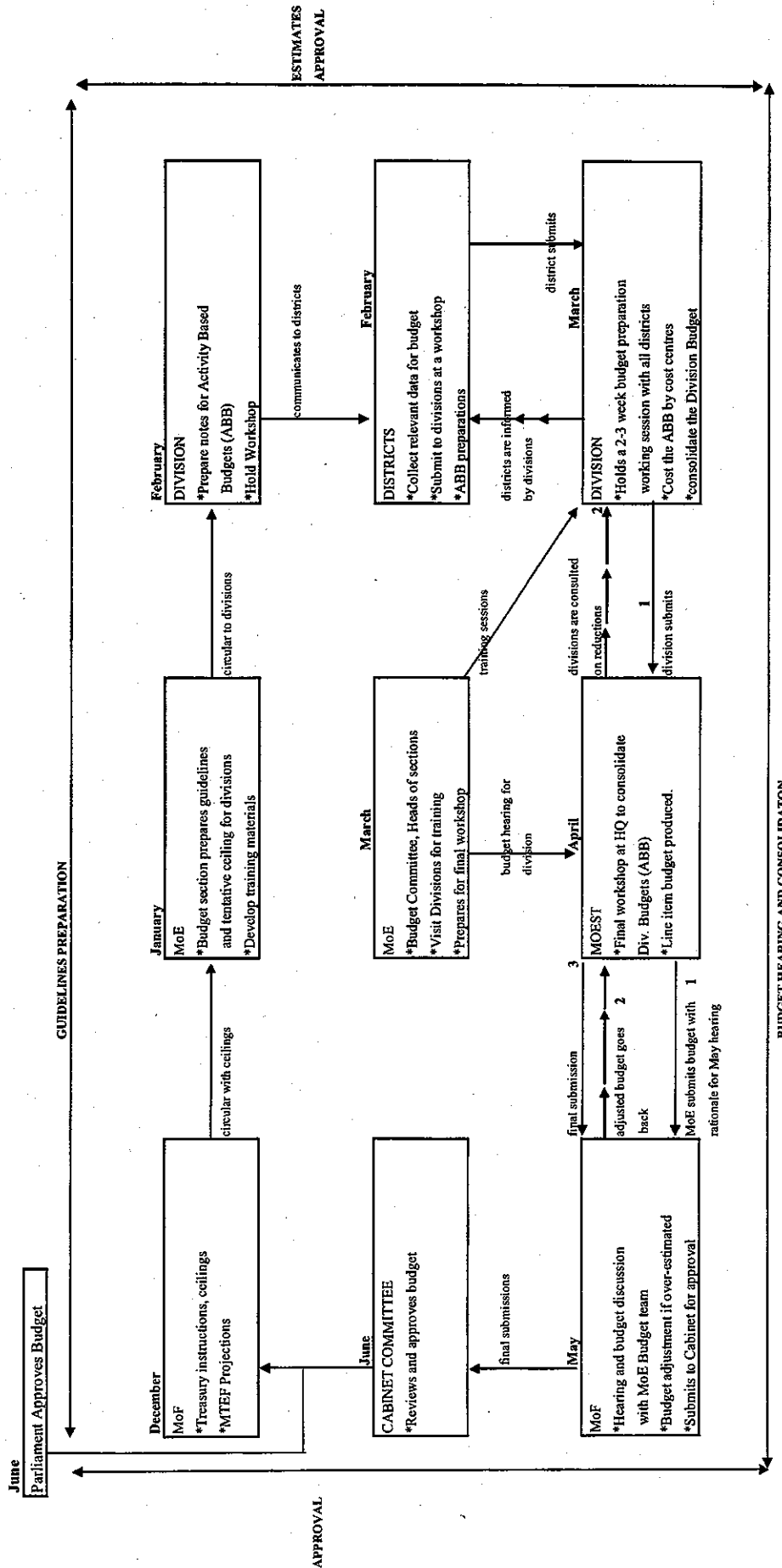
The District Assemblies (DAs) also develop plans for the education sector in their development budgets. The funding sources for district education development are in the District Development Fund (DDF) which is financed by Norwegian Agency for Development Cooperation (NORAD), United Nations Development Plan (UNDP), and other donors, Micro Projects of the European Union (EU), and the Malawi Social Action Fund (MASAF) III of WB. DDF and MASAF III Local Assembly Managed Project funds are sent directly to the DA's accounts. For MASAF III Community Managed Projects and Social Support Projects, funds are sent directly to the local communities.

Assistance also comes from DfID, USAID, CIDA and through other bilateral agreements which give high priority to primary education in support of Malawi's poverty reduction strategy, but they do not involve the DA or communities for budget planning. Modalities are being finalized so that funds from each donor will have their own budget code number under the DDF.

Local communities and parents share costs for buildings and maintenance, transport to schools, food, uniforms, learning materials, and extra-curricular activities. It is reported by GoM that more than 75% of Malawi's primary schools, between 2000 to date, have been built with the voluntary support of local communities².

² <http://www.malawi.gov.mw/educ/educrole.htm>

Figure 2-4: Budget Preparation Process in MoE



Source: Prepared by the NIPDEP Team

2.4 BASIC EDUCATION PROFILE

2.4.1 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 into the category of basic education. Primary education is not compulsory as well, but it is free since 1994. Its program culminates in the Primary School Leaving Certificate Examination (PSLCE) at the end of STD 8.

Secondary education is provided by CSSs, CDSSs, which were formally called Malawi colleges of distance education (MCDEs), and private secondary schools. Secondary education lasts four years, divided into two stages of two years' duration each. The first stage (Forms I-II) prepares students for the Junior Certificate Examination (JCE) and the second stage (Forms III-IV) culminates in the Malawi School Certificate Examination (MSCE). In 2003/04, there were 18,552 students enrolled in 75 governmental schools and 39,019 students enrolled in 550 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), consisting of five colleges including the Secondary School Teacher Component. UNIMA was established in 1965 to meet middle-and high-level human resource requirements for the management and development of the country's economy.

The education sector is assisted in the provision, improvement and assessment of education by the following four national institutions. The Malawi Institute of Education (MIE) develops and evaluates the school curriculum and coordinates in-service teacher training. It also undertakes research into teaching and learning activities in primary schools and evaluates education materials. The Malawi National Examination Board (MANEB) administers national examinations such as MSCE, JCE, and PSLCE, and develops examination syllabuses for all the school subjects. The Malawi National Commission for United Nations Educational, Science and Cultural Organization (UNESCO) links ministries, the academic and civil societies with UNESCO. The Malawi National Library Service is responsible for promoting, establishing, equipping, maintaining and developing libraries in Malawi.

2.4.2 Educational Achievements in Malawi between 2000/01 and 2003/04

This sub-section analyzes the educational achievements in Malawi at national, divisional and district (pilot district) level by referring to both quantitative and qualitative information. This also includes trend analysis of the private provisions for secondary education.

(1) Educational Trend of Primary Education Sub-sector

a) National Level (Overview)

Access & Equity: Total enrolment has 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 1:91³, while the percentage of permanent classroom blocks has decreased marginally from 78.9% to 78.8%. The transfer rate from primary to secondary level (percent of STD 8 pupils who continue to secondary education) has positively changed from 24.1% to 36.4%. However, from another perspective, the absolute number of STD 8 pupils has decreased by about 4%. This situation suggests that access to secondary education in Malawi still needs to be increased.

Quality: 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.

b) Division Level

The comparison of the achievement at the divisional level and at the national level is shown in Table 2-6. In general, the south west education division (SWED) and central west education division (CWED) have shown better educational achievement than both national and other education divisions. South east education division (SEED) and shire highland education division (SHED) lag behind, while central east education division (CEED) and north education division (NED) are in the middle.

Access and Quality: SHED (91.4%) and SEED (86.5%) are better equipped with permanent classroom blocks compared with the national level of 78.8%. CEED (64.5%) and NED (69.4%) are the least equipped districts with classroom blocks. As for classroom to pupil ratio, NED's record of 1:61 is better than all others including the national standard. CWED has the worst ratio at 1:105. There seems to be an absolute shortage of classrooms at both divisional and national levels. SWED has a

³ However this figure still is not sufficient to conclude that Malawi's education functions in a good school environment.

better record on the percentage of qualified teachers (50.0%), while that of CWED has the worst record (41.8%). NED and SWED have lower dropout rates (9.1% and 9.7% respectively) than the national (10.9%). The other divisions spread from 10.7 to 12.9% dropout percentages.

Equity: CEED and CWED have more female pupils than male pupils (50.1% and 50.7% respectively) which are even higher than the national average (49.8%). NED and SWED have the worst records of 49.0% and 48.7% respectively. As for female teacher' ratio, there is a huge gap among the education divisions; NED, CEED and SHED which have very negative results (31.2%, 31.1% and 28.9% respectively), while SWED has a very positive record (51.6%).

c) District Level (Pilot Districts)

For the NIPDEP pilot projects, one district was selected from each of the six education divisions namely: NED – Nkhata Bay, CEED – Ntchisi, CWED – Mchinji, SEED – Machinga, SHED – Thyolo and SWED – Nsanje.

In Thyolo, the number of primary schools has increased from 98 in 2000 to 187 in 2004 almost doubling in four years' time. In Mchinji, more than 200 classrooms were added within four years, increasing the number of classrooms contributing to improvement to the pupil to classroom ratio in the pilot districts, except in Nkhata Bay and Thyolo where the ratio remained constant the last four years. Despite these results, the classroom to pupil ratio still remains lower than the PIF goal of 1:80 in some of the districts i.e., Mchinji, Machinga and Thyolo. In the case of Nkhata Bay and Nsanje, the ratio varies from one educational zone to another due to the geographical problems. Nkhata Bay has mountainous areas and some areas can only be accessed by a boat from Lake Malawi. In Nsanje, villages are scattered in the low land of the Shire River and transport infrastructure has been limited.

Quality: In Nsanje, textbooks have been provided to all primary schools by several donors and NGOs and the pupil/textbook ratio has improved dramatically from 20:1 (1993) to 1:1 (2003). TDCs are in place in more than 90 % of all education zones in the pilot districts. In Thyolo, the provision of TDCs enabled the district to provide INSET training at least once per term.

Mchinji was the only district that experienced almost no change in teacher to pupil ratio (from 1:66 in 2000 to 1:65 in 2001). However, the qualified teacher to pupil ratio was worse off in every district. One of the major causes of poor teacher to pupil ratio is said to be the increased death rate for teachers from HIV/AIDS. A large number of teachers are also absent due to other infectious diseases⁴.

As a reflection of quality, the results of the PSLCE for the past three years are shown under Table 2-2. Mchinji, Machinga, Thyolo and Nsanje recorded a steady increase.

⁴ This requires further analysis to arrive at a conclusive statement that it is indeed HIV/AIDS which is negatively affecting the teacher to pupil ratio. Financial capacity to compensate and deploy, and the ability to attract teachers are also causes of poor teacher to pupil ratio.

The pass rates in Nkhata Bay and Ntchisi dropped once in 2003 and increased in 2004, although they were still lower than the national average (70.6%).

Table 2-2: Pass Rate of PLSCE in the Six Pilot Districts

District	2002 (%)	2003 (%)	2004 (%)
Nkhata Bay	61.3	56.1	61.2
Ntchisi	54.3	52.7	59.8
Mchinji	72.3	72.7	81.1
Machinga	67.6	72.5	76.3
Thyolo	68.3	73.0	78.9
Nsanje	64.2	76.9	79.9
National Average	63.7	64.6	70.6

Source: MoE HQs and District Education Offices

Equity: All pilot districts experienced improvement in the enrolment ratio for girls, exceeding 49% of total enrolment with the exception of Nsanje (45%). Improvement of girls' enrolment was supported by programs such as Girls' Attainment for Basic Literacy and Education project (GABLE) in Nkhata Bay and Ntchisi which promoted girls' education through school feeding programs and girl's awards. In Ntchisi, the enrolment ratio of girls (51.5%) outnumbered that of boys for the first time in 2003. As far as female teachers are concerned, the proportions still remain less than one third in all the districts. Lack of school facilities, such as latrines, discourages not only girls from going to school but also female teachers from working or accepting employment in such schools.

(2) Trends in Secondary Education Sub-sector Development

a) National Level (Overview)

Access: The number of students has decreased by 15% from 164,459 to 139,756 between 2000 and 2002 (Table 2-7). 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. Consequently, the classroom block to student ratio has improved significantly from 1:48 to 1:37.

Quality: 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. Although this increase has contributed to decreasing teacher to student ratio from 1:28 to 1:13, qualified teacher student ratio has not changed (1:48). Many of the secondary school teachers have been recruited from primary schools, weakening instructional quality at that level.

CDSS: The majority of secondary schools are CDSSs in Malawi. More than 70 percent (70.4%) of the secondary schools are CDSSs, while 9.6% are government schools and 18.3% are private schools as shown in Table 2-7. 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%.

Despite these negative aspects, the examination pass rate at national level for both JCE and MSCE has improved; the JCE increasing from 43.8% to 60.5% and MSCE from 20.0% to 30.3% of those who sat the examinations.

Private Provision & Equity: In private schools, although 48.8% of teachers are under-qualified, the dropout rate is the lowest among these types of schools. The girl student ratio is the highest (47.1%) among the three types (that is conventional government schools, private schools and CDSSs), but the female teacher percentage is the worst (5.9%) among the three. Regarding the exam pass rate in 2000, the pass rate for both JCE and MSCE is higher (49.4% and 28.9% respectively) than the national average (43.8% and 20.0% respectively). Finally the classroom student ratio for private schools is the best among the three; 1:26 for private schools while it is 1:38 for the other government schools and 1:39 for CDSSs.

b) District Level (Pilot Districts)

Access & Equity: Since the upgrading of CDSSs, more students are enrolled in secondary schools. This trend has resulted in constructing more schools and classrooms. In Nkhata Bay, the number of classrooms doubled from 15 in 2001 to 29 in 2004. All the pilot districts have achieved the PIF target of a classroom to student ratio of 1:80. However, only a limited number of CDSSs have science laboratories in their schools. Overall, in all the districts except for Nsanje and Ntchisi, the female secondary student percentage exceeds more than 40%.

Quality: While the PIF target for the student to textbook ratio is 2:1, three districts, i.e., Nkhata Bay, Machinga and Thyolo have already achieved the target as far as the subject of Chichewa is concerned. But the increased supply of textbooks is not necessarily catching up with the pace of accelerating enrolment in other districts. Against the national pupil to teacher ratio target of 1:60 as described in the PIF, all the pilot districts have experienced a shortage of qualified teachers (primary) varying from 1:66 (Ntchisi) to 1:101 (Machinga) as seen in Table 2-6.

There has been a revision of the secondary school curriculum. Review of the JCE curriculum in particular, has made the subjects more relevant to local needs. Introduction of a three year diploma course at Domasi contributed to the promotion of many teachers. The posting of qualified teachers to the (approved) CDSSs also improved the quality of education.

As one way of reflecting quality, the examination pass rates of both JCE and MSCE in the pilot districts from 2002 to 2004 is displayed in Table 2-3. Although they have been gradually increasing in all of the pilot districts, only Nkhata Bay and Thyolo have better pass rates, in both of JCE and MSCE, than the national average.

Table 2-3: Pass Rate of JCE and MSCE in the Six Pilot Districts

Districts	2002		2003		2004	
	JCE (%)	MSCE (%)	JCE (%)	MSCE (%)	JCE (%)	MSCE (%)
Nkhata Bay	59.2	31.1	53.8	43.4	72.1	45.1
Ntchisi	44.3	21.1	56.8	14.6	64.9	33.2
Mchinji	48.6	20.7	61.7	21.6	69.7	44.3
Machinga	56.6	24.0	63.2	30.2	79.1	32.0
Thyolo	55.5	13.7	57.9	27.3	76.9	42.7
Nsanje	56.1	19.6	56.8	25.4	65.8	33.2
National Average	NA	NA	NA	NA	71.7	41.7

Source: MoE HQs and District Education Offices

2.4.3 Problems and Priorities for Education Development

This sub-section is based on an analysis of the achievements and problems from the seven PIF themes namely: 1) access, 2) quality, 3) equity, 4) relevance, 5) planning, 6) management, and 7) finance for each sub-sector.

(1) Problems identified at National and Divisional Levels

Based on the analysis of the qualitative and quantitative information in the previous section, the problems of education in Malawi at the national level are summarized in Table 2-4.

(2) Problems identified at District Level

Problems encountered by the pilot districts are summarized in Table 2-5. This information is based on the DEPs. Problems and priorities were drawn from the statistical information available at the districts as well as the stakeholders' analysis which was collected through a survey targeting various stakeholders such as teachers, pupils, community members etc.

Table 2-4: Summary of Problems of Education at National Level

Access	Primary	<p>(1) Decrease in enrolment: Despite the increase in the enrolment for both boys and girls, the net and gross enrolment ratios have deteriorated</p> <p>(2) Lack of permanent classroom block: More than 20% of the classrooms are still temporary type of classrooms in which the learning environment is poor.</p> <p>(3) limited promotion from primary to secondary The actual promotion rate remains very low as of 2000 at only 24.1%. The access to secondary education continues to be very limited.</p>
	Secondary	<p>(1) Decline in the number of secondary students: It is especially true in CDSSs and private schools; that the number of CDSSs students has significantly declined by 20.9%, and the private schools by 8.6%.</p> <p>(2) Increased dropout and repetition rate. Due to unfavorable school environments (both infrastructure and quality of teachers) for both primary and secondary education, pupils/students are being discouraged from going to schools and parents are less interested in sending their children to schools.</p>
Quality	Primary	<p>(1) Decrease in the number of teachers Since 2000 the number of teachers has dropped tremendously. The ratio has changed downward from 1:63 to 1:72, which affects seriously the quality of education.</p> <p>(2) Increase in dropout rate and repetition rate The decrease in the number of teachers put in percentage may be closely related to the rapid increase in dropout rate (10.0% to 10.9 %) and repetition rate (15.0% to 18.8%)</p> <p>(3) Low level of morale among teachers Low morale of primary teachers, reflected by high absenteeism, is one of the serious problems at school level.</p>
	Secondary	<p>(1) Decline in the number of qualified teachers Although the number of secondary teachers increased 1.8 times between 2000 and 2002, the proportion of qualified teachers has significantly dropped from 58.1% to 26.8 %. At CDSSs, the qualified teachers have significantly decreased from 45.1% to only 7.0 %. It is said that among the main reasons are the rapid increase in students' enrollment, transferring of primary teachers to CDSSs and the influence of HIV/AIDS.</p> <p>(2) Increased dropout rate in all types of secondary schools except for private schools As of 2002, the dropout rate at CDSSs stood at 17.6% compared with the other government schools (6.7%) and private schools (4.6%).</p> <p>(3) Wide gap between CDSSs and the other schools In many respects, there exists a significant gap in terms of quality between CDSSs and the other government secondary schools.</p>

Equity	Primary	<p>(1) Low level of female teacher ratio</p> <p>In general, the gender balance has been improved, girl pupil ratio improving from 48.4% to 49.8%, and female teacher ratio improving slightly from 37.9% to 38.3%⁵; however in absolute terms this figure needs further improvement.</p> <p>(2) Increased female dropout ratio:</p> <p>In 2000, out of total dropouts, female pupils were slightly less than half (49.4 percent); however in 2003/04, more female pupils dropped out than male pupils.</p>
	Secondary	<p>(1) Low level of female teacher ratio (especially in private schools)</p> <p>Only 23% of secondary teachers are female at national level. At CDSSs and private schools, the figure is lower at 21.2% and 5.9% respectively, as of the year 2002.</p> <p>(2) Low level of girl student ratio (except for private schools)</p> <p>At CDSS and other government secondary schools, the percentage of female students is quite low (41.9% and 41.2% respectively as of 2002), compared with that of private schools (47.1%). This trend corresponds to the lower percentage of female teachers at CDSS.</p>
Relevance		<p>School curriculum is particularly weak with regard to the teaching of so-called 'neglected subjects' (creative art, music, physical education, agriculture) at primary level and science and technology at secondary. The proportion of the school time allocated for the teaching of these subjects depends on the capacity and interests of the teachers handling the subjects. Due to the fact that the pass rate in subjects like science and mathematics is relatively poor, the country's production of scientific human resources is very limited.</p>
Management and Planning		<p>(1) Limited authority and decision making by local administrators</p> <p>The centralized system results in little flexibility at divisional and district levels regarding issues such as the determination of school fee levels, the modification of curriculum or syllabuses to local needs, the employment and firing of school staff, the use of contributed funds by parents, and the degree of involvement of community, parents, teachers, and students in their activities. This resulted in limited community participation in school management. Since teacher employment and firing is not handled by each district at present, communities are not as interested as they should be in their children's classroom activities and in individual school efforts to enhance the quality of teaching. This may eventually discourage student interest in continuing education.</p> <p>(2) Lack of capacity at local level</p> <p>Although divisional officers are well trained and placed as advisors, district officers are not well equipped to use education statistics in planning. There is not enough training for district managers in data collection, data maintenance, and the effective use of statistics in planning. This lack of capacity impedes proper planning, especially the documentation of needs with education statistics and for district education decision making. At school level, head teachers and deputy head teachers are not well trained, as well, to manage their resources for maintaining effective schools.</p>

⁵ However this is closely related to the impact of HIV/AIDS; more male teachers died than female counterpart.

Management and Planning	<p>(3) DEMs and PEAs are overburdened with routine office administrative works</p> <p>Routine administrative work leaves little time for DEMs and PEAs to conduct regular monitoring and evaluation regarding the relevance of curriculum, the quality of teaching and learning, and the effectiveness of in-service teacher training.</p>
Finance	<p>(1) Shortage of education financing:</p> <p>The process of making decisions on budget allocations for districts commences at the division and districts where division planners and DEMs prepare and submit their respective plans. However, these plans are not reflected in the final national budget plan, as districts and schools are allocated a much reduced proportion of their budget requests. They are, therefore, dependent on other funding sources, most notably MASAF and the DDF, both of which also benefit sectors outside education.</p> <p>(2) Communities, donor partners and civil societies' important role to support the education system</p> <p>Local communities and parents contribute to local schools through the sharing in the cost of buildings and their maintenance, transport to schools, food, uniforms, learning materials and extra-curricular activities. It is estimated that local communities have participated in the building of almost 75% of the country's schools and most school maintenance is officially a responsibility of local communities; but it is done sporadically as outside funds are made available.</p> <p>(3) Financial dependence on donors</p> <p>The DDF was set up by GoM and controlled and managed by DAs with the main contributors being the GoM, United Nations Children's Fund (UNCEF) and the UNDP. External donors also play a prominent role with regard to the purchase of teaching materials, equipment, and furniture, the building of educational institutions and their renovation and maintenance.</p>

Table 2-5: Priority Problems by the Pilot Districts (Source: DEPs, December 2004)

	Nkhata Bay	Ntchisi	Mchinji	Machinga	Thyolo	Nsanje	
Primary Education	<ol style="list-style-type: none"> Inadequate infrastructure (permanent classrooms and teachers houses) Inadequate qualified teachers Poor sanitation in schools. Inadequate INSET for teachers Lack of desks in schools. 	<ol style="list-style-type: none"> Shortage of teachers' houses Shortage of desks for teachers and pupils Uneven distribution of teachers Lack of training for head teachers & senior staff on school administration 	<ol style="list-style-type: none"> Shortage of teachers' houses Shortage of classroom blocks Shortage of desks Poor sanitation at schools Lack of teacher's school management skill 	<ol style="list-style-type: none"> Shortage of qualified teachers Communication between pupils and teachers limited; teachers live far away Shortage of classrooms Inadequate permanent pit latrines and sanitation Shortage of safe water supply in schools 	<ol style="list-style-type: none"> Inadequate number of qualified teachers Inadequate number of desks Shortage of teachers houses Inadequate classroom blocks Inadequate permanent pit latrines 	<ol style="list-style-type: none"> Inadequate number of teachers High dropout rate High pupil to desk ratio High pupil to classroom ratio 	
Secondary Education	<ol style="list-style-type: none"> Inadequate infrastructure (permanent classrooms and teachers houses) Inadequate INSET for teachers Poor sanitation in schools. Lack of desks in schools. 	<ol style="list-style-type: none"> Shortage of teacher's houses Shortage of science laboratory kits 	<ol style="list-style-type: none"> Shortage of teacher's houses No science laboratories in CDSSs Shortage of desks in CDSSs Inadequate number of textbooks 	<ol style="list-style-type: none"> Shortage of qualified teachers Shortage of science laboratory equipment Inadequate textbooks in schools Inadequate teacher's houses 	<ol style="list-style-type: none"> Inadequate number of qualified teachers Lack of laboratories Shortage of teacher's houses Lack of accessibility to bursary 	<ol style="list-style-type: none"> Inadequate number of teachers in secondary schools Need of upgrading of the under-qualified teachers Lack of training opportunities for secondary school teachers Lack of provision of accommodation for secondary school teachers 	<ol style="list-style-type: none"> Inadequate number of teachers in secondary schools Need of upgrading of the under-qualified teachers Lack of training opportunities for secondary school teachers Lack of provision of bursaries to secondary school pupils
District	<ol style="list-style-type: none"> Training of teachers, anti-aids club leaders and PTA committees on HIV/AIDS issues 	<ol style="list-style-type: none"> Lack of knowledge and practices in HIV/AIDS awareness 	<ol style="list-style-type: none"> Increasing death of parents, pupils and teachers by HIV/AIDS pandemic Lack of security for materials before distribution 	<ol style="list-style-type: none"> Shortage of provision of safe water in schools Increasing death of parents, pupils and teachers by HIV/AIDS pandemic Lack of security for materials before distribution 	<ol style="list-style-type: none"> Inadequate functioning of office equipment for DEM's office Absenteeism and high drop out of students, a large number of orphans due to HIV/AIDS 	<ol style="list-style-type: none"> Lack of provision of bursaries to secondary school pupils Lack of motor vehicle to DEM's office and to secondary schools 	

Table 2-6: Achievement in Primary Education at National, Divisional and Pilot District Level (2000/1 - 2003/4)

Indicators	National Figure		North Div.		Central East Div.		Central West Div.		South East Div.		Shire Highland Div.		South West Div.	
	2003/04	2000/01	Div. Figure 2003/04	2000/01	Div. Figure 2003/04	2000/01	Div. Figure 2003/04	2000/01	Div. Figure 2003/04	2000/01	Div. Figure 2003/04	2000/01	Div. Figure 2003/04	2000/01
Access	No. of Primary School	5,103	1,194	163	134	965	1084	184	170	757	158	144	499	187
	No. of Classroom Block	34,707	8,226	1,040	881	5,367	7,564	1,095	872	5,320	1,087	731	4,128	1,229
	No. of Permanent Classroom Block	27,356	24,109	687	651	3,462	6,306	896	704	4,603	979	539	3,774	1,094
	% of Permanent Classroom Block	78.8%	78.9%	69.4%	66.1%	64.5%	83.4%	81.8%	80.7%	86.5%	90.1%	73.7%	91.4%	89.0%
	No. of Primary Pupils (total)	3,166,786	3,009,623	501,780	72,999	68,303	60,347	794,501	91,246	515,995	102,295	73,338	419,846	151,312
	No. of Pupil (Male)	1,590,193	1,554,287	256,096	37,195	35,994	30,518	391,397	50,821	260,161	51,716	38,402	210,232	74,828
	No. of Pupil (Female)	1,576,593	1,455,336	245,684	35,804	32,309	29,829	403,104	50,011	255,834	50,579	34,936	209,614	76,484
	No. of Teachers (total)	43,952	47,682	7,877	873	1,058	7,326	11,411	1,570	5,898	1,129	968	4,851	1,749
	No. of Teachers (Male)	27,102	29,506	5,421	649	755	5,046	6,283	1,069	3,808	806	646	3,448	1,201
	No. of Teachers (Female)	16,850	18,056	2,456	224	2,880	204	5,128	451	2,090	323	322	1,403	548
Quality	No. of Qualified Teachers	19,508	24,487	3,461	445	3,096	293	4,774	730	2,646	554	410	2,229	862
	(Teachers with more than MSCCE)	44.4%	51.4%	43.9%	51.0%	55.8%	42.3%	41.8%	48.0%	44.9%	49.1%	42.4%	45.9%	49.3%
	Teacher Pupil Ratio 1:	72	63	64	84	66	71	66	70	66	87	91	76	87
	Qualified Teacher Pupil Ratio 1:	162	123	145	164	118	167	178	138	127	195	185	179	188
	Classroom Pupil ratio 1:	91	98	61	70	70	97	105	92	105	97	94	100	102
	No. of Repeaters	595,146	450,439	98,641	12,839	9,771	91,877	10,333	14,971	21,081	102,844	21,054	11,304	81,261
	% of repeaters	18.8%	15.0%	19.7%	17.6%	14.3%	17.7%	18.6%	20.9%	14.8%	19.9%	20.6%	15.4%	19.4%
	No. of Dropouts (total)	345,541	301,249	45,788	5,330	5,095	55,194	6,844	8,567	12,203	64,477	14,487	9,424	54,177
	No. of Dropouts (Male)	169,694	152,522	22,164	2,692	2,576	27,114	3,223	4,996	31,994	7,149	4,866	26,440	8,485
	No. of Dropouts (Female)	175,847	148,727	23,624	2,638	2,519	28,080	3,621	4,295	32,483	7,338	4,558	27,737	9,482
Equity	% of Dropout	10.9%	10.0%	9.1%	7.3%	7.5%	10.7%	13.1%	10.9%	12.5%	14.2%	12.9%	12.9%	11.9%
	No. of Pupil who pass PSLCE	n.a.	105,273	n.a.	n.a.	3,327	n.a.	n.a.	2,065	n.a.	n.a.	1,523	n.a.	2,195
	% of pupil who pass PSLCE	n.a.	74.0%	n.a.	n.a.	80.5%	n.a.	n.a.	88.7%	n.a.	n.a.	80.7%	n.a.	83.7%
	No. of Pupils at STD 8	147,314	153,291	37,663	5,166	5,319	23,917	29,943	4,152	18,379	3,118	2,538	16,685	5,797
	% of pupils who went to Secondary level	53,558	37,013	10,775	1,248	521	8,408	1,011	1,766	6,154	1,288	1,042	6,212	2,210
	% of pupils who went to secondary level	36.4%	24.1%	28.5%	24.2%	9.8%	35.2%	33.3%	44.9%	33.5%	41.3%	41.1%	37.2%	38.1%
	School without electricity	95.8%	97.5%	95.2%	98.8%	115.0%	97.4%	98.5%	96.1%	90.6%	96.7%	100.0%	97.9%	96.2%
	girls students ratio	49.8%	48.4%	49.0%	49.0%	47.3%	50.1%	51.5%	48.6%	49.6%	49.6%	47.6%	49.8%	50.5%
	Female Dropout Ratio against all dropouts	50.9%	49.4%	51.6%	49.5%	49.4%	50.9%	52.9%	49.3%	50.4%	50.7%	48.4%	51.2%	52.8%
	Female teacher ratio	38.3%	37.9%	31.2%	25.7%	27.3%	31.1%	25.2%	32.0%	35.4%	28.6%	33.3%	28.9%	31.3%
No. of orphan pupils	386,728	n.a.	67,362	11,643	n.a.	51,700	5,286	85,675	n.a.	68,171	11,629	n.a.	58,093	
% of orphan students	12.2%	n.a.	13.4%	15.9%	n.a.	10.8%	10.1%	10.8%	13.2%	11.4%	n.a.	13.8%	13.1%	

Data Source: Compiled from School Census 2004, EMIS 2003 and EMIS 2000 (Ministry of Education, Government of Malawi)

Table 2-7: Achievement in Secondary Education at National Level (2000-2002)

		National Figure		Government School (except for CDSSs) *1		CDSS		Private	
		2002	2000	2002	2000	2002	2000	2002	2000
Access	No. of Schools	781	na.	75	na.	550	na.	143	na.
	No. of Classroom Blocks	3,819	3,415	825	381	2,361	1,655	566	672
	No. of Permanent Blocks *2	3,754	na.	821	na.	2,309	na.	559	na.
	% of Permanent Blocks	98.3%	na.	99.5%	na.	97.8%	na.	98.8%	na.
	No. of Students (total)	139,756	164,459	31,550	30,880	93,195	117,783	14,438	15,796
	male	80,683	98,254	18,552	18,142	54,176	71,765	7,643	8,347
	female	59,073	66,205	12,998	12,738	39,019	46,018	6,795	7,449
	GER								
Quality	No. of teachers	10,805	5,905	2,453	1,012	7,869	4,063	475	677
	Male	8,317	na.	1,665	na.	6,198	na.	447	na.
	Female	2,488	na.	788	na.	1,671	na.	28	na.
	No. of unqualified teachers	7,914	2,472	359	74	7315	2,230	232	98
	% of unqualified teachers	73.2%	41.9%	14.6%	7.3%	93.0%	54.9%	48.8%	14.5%
	No. of Dropout	19,513	12,509	2,120	1,504	16,721	9,483	658	1,117
	Male	10,549	5,999	1,285	675	8,876	4,463	381	636
	Female	8,964	6,510	885	829	7,845	5,020	277	481
	% of Dropouts	14.0%	7.6%	6.7%	4.9%	17.9%	8.1%	4.6%	7.1%
	JC exam pass rate (total)	60.5	43.8	/	na.	/	42.3	/	49.4
	Male	66.6	31.0	/	na.	/	32.7	/	28.8
	Female	52.8	61.0	/	na.	/	56.0	/	72.8
	MSCE exam pass rate (total)	30.3	20.0	/	na.	/	8.6	/	28.9
	Male	34.5	23.4	/	na.	/	10.8	/	35.4
Female	24.0	14.3	/	na.	/	4.3	/	20.9	
Equity	Female Teacher Ratio	23.0%	na.	32.1%	na.	21.2%	na.	5.9%	na.
	Girl Student ratio against all the students	42.3%	40.3%	41.2%	41.3%	41.9%	39.1%	47.1%	47.2%
	Female Dropout ratio against all students	45.9%	52.0%	41.7%	55.1%	46.9%	52.9%	42.1%	43.1%
	Female Dropout ratio against all female students	15.2%	9.8%	6.8%	6.5%	20.1%	10.9%	4.1%	6.5%
	Male Dropout ratio against all male students	13.1%	6.1%	6.9%	3.7%	16.4%	6.2%	5.0%	7.6%

Source: Compiled from Basic Education Statistics 2000 & 2002 (Malawi Government)

*1: including Government Day, Government Boarding, Grant Aided Secondary Schools

*2: including Good, Minor and Major Repair needed, and Semi Permanent

Table 2-8: Achievement in Secondary Education in Pilot Districts (2001-200)

Indicators	PIF target (by 2012)		Nkhata Bay		Mchinji		Ntchisi		Machinga		Thyolo		Nsanje	
	2001	2004	2001	2004	2001	2004	2001	2004	2001	2004	2001	2004	2001	2004
Enrolment														
Male	2,467	3,797	4,635	5,926	2,527	2,926	3,993	3,690	7,351	7,833	3,379	3,813	3,379	3,813
Female & (%)	1,778	2,064	2,617	3,303	1,494	1,755	2,524	2,277	4,654	4,702	2,415	2,451	2,415	2,451
% of female students	689	1,733	2,018	2,623	1,033	1,171	1,469	1,413	2,697	3,131	964	1,362	964	1,362
	28%	46%	44%	44%	41%	40%	37%	38%	37%	40%	29%	36%	29%	36%
No. of schools	15	29	18	28	9	15	18	27	22	35	15	20	15	20
No. of classrooms	54	117	72	206	54	80	84	152	107	179	90	89	90	89
Ratio of pupils / classroom	45:1	35:1	64:1	51:1	47:1	38:1	48:1	25:1	69:1	50:1	38:1	46:1	38:1	46:1
No. of teachers	87	187	157	261	75	135	144	222	222	338	108	149	108	149
Male	58	168	132	226	61	113	120	194	182	282	65	129	65	129
Female	29	19	25	35	14	22	24	28	40	56	43	20	43	20
% of female teacher	33%	10%	16%	13%	19%	16%	17%	13%	18%	17%	40%	13%	40%	13%
% of under qualified teachers*1	43%	52%	23%	64%	36%	59%	25%	67%	67%	66%	55%	76%	55%	76%
No. of dropout	266	338	633	356	271	515	607	759	564	344	381	n.a.	381	n.a.
Male	126	204	378	200	131	244	308	419	224	171	259	n.a.	259	n.a.
Female	140	134	255	156	140	271	299	340	340	173	122	n.a.	122	n.a.
Dropout rate*2	11%	11%	14%	9%	11%	22%	15%	26%	8%	14%	11%	13%	11%	13%
No. of teacher houses	31	82	55	77	33	40	44	61	64	38	26	12	26	12
Pupil / Textbook Ratio (Chichewa)	2:1	4:1	2:1	4:1	3:1	3:1	1:1	1:1	2:1	2:1	1:1	4:1	1:1	4:1

(Source: compiled from EMIS 2000, 2004)

*1: figure extracted from EMIS 2003 is given in the place of 2004

*2: figure given by DEM's office in Dec 2003 in the place of 2004

*3: figure is for rural schools, written on PIF.

2.5 DECENTRALIZATION OF EDUCATION

2.5.1 Structure for Decentralization Process

Under the Department of Local Government and Rural Development (MoLGRD), the NDP was passed by the parliament in December 1998. The plan intended to begin and continue with the process of devolving GoM functions to local governments under the DAs. The Decentralization Secretariat (DS), supported by UNDP, was created to direct and manage the transition to decentralization. The DS is scheduled to be phased out by December 2005 and apparently be absorbed into the MoLGRD as a project management unit (PMU) to continue to perform many of its oversight and coordinating roles and responsibilities. The National Local Government Finance Committee (NLGFC) was created as a statutory agency to guide the financial processes involved in decentralization and be a watchdog over District Assembly (DA) and external donor agency financial management in the districts.

2.5.2 Objectives of Decentralization

The objectives of decentralization are to:

- (1) create a democratic environment and institutions for good governance at the local level to facilitate the participation of grassroots level people in decision making;
- (2) eliminate malpractices as result of dual administration (field administration and local government) at the district level;
- (3) promote accountability and good governance at the local level; and,
- (4) mobilize the masses for socio-economic development at the local level.

2.5.3 Progress of Decentralization

The NDP has been divided into two phases; Phase I from 2001 to 2004 and Phase II from 2005 to 2009. In December 2004, the review of the NDP Phase I examined the progress of the program by taking stock of the work done for each component as shown in Table 2-9.

Table2-9: Achievements, Challenges and Emerging Issues

Component	Achievement	Outstanding Issues/ Emerging Issues
1. Legal Reforms	<ul style="list-style-type: none"> ▪ The Local Government Act (LGA) was amended to: <ul style="list-style-type: none"> - Reconcile the terms of office for the elected members of assemblies as provided for in LGA and the Local Government Election Act - Align the LGA to the Constitution on the functions of Local Authority Service Commission (LASCOM) ▪ A comprehensive review of LGA has been conducted ▪ Ministries of Education, Lands and Physical Planning and Housing and Natural resources (environmental affairs) undertook to review their Acts in view of NDP 	<ul style="list-style-type: none"> ▪ Drafting of proposed amendments of LGA and subsequent passing of the amendments ▪ Amending of various laws so that they are in harmony with LGA

<p>2. Institutional Development</p>	<ul style="list-style-type: none"> ▪ Central institutions like The NLGFC and Malawi Local Government Association (MALGA) were established and are functional ▪ A number of partnerships with development partners to technically and financially support the decentralization process namely UNDP/UNCDF, ADB, GTZ and NORAD were established. A GoM/Donor Technical Committee that reviews implementation was established ▪ A number of both career development as well as short term performance improvement capacity building initiative have been provided to staff at both assembly and the center ▪ Vehicles and equipments (like computers) have been procured and provided to assemblies ▪ New organizational structures for each assembly were developed ▪ Human resource management system was developed. More staff for assemblies were recruited and posted 	<ul style="list-style-type: none"> ▪ Implement the new organizational structures for assemblies ▪ The need to restructure the management of the NDP ▪ The need to transform the NLGFC into a commission ▪ The need to restructure the MoLGRD, NLGFC and MALGA and wind up the functions of the Decentralization Secretariat ▪ Ability of assemblies to retain staff
<p>3. Building a Democratic Culture</p>	<ul style="list-style-type: none"> ▪ Increased awareness of NDP and understanding of the role of DA, elected local officials and civil society among Malawians 	<ul style="list-style-type: none"> ▪ Open (public) debates on assembly operations ▪ Role conflicts between councilors and members of Parliament
<p>4. Fiscal Reforms</p>	<ul style="list-style-type: none"> ▪ An intergovernmental Fiscal Transfer System was approved by Parliament ▪ General Resource Fund (GRF) from GoM is being transferred to local authorities ▪ Development funds including DDF, MASAF, the NRA Road Fund, HIPC and the Environmental Fund are being distributed and transferred to assemblies ▪ Some sectors like agriculture, gender, commerce, water, housing and education started direct sectoral fund transfer 	<ul style="list-style-type: none"> ▪ GoM not meeting the 5 percent GRF) ▪ Accountable institution for devolved funds
<p>5. Financial Accounting and Management</p>	<ul style="list-style-type: none"> ▪ Completed preparation of final accounts of assemblies ▪ Conducted auditing of some assembly accounts ▪ Developed financial reporting guidelines and assemblies preparing and regularly submitting financial reports ▪ Computerization of IFMIS in assemblies ▪ Developed an integrated pay roll system ▪ Transfer of funds to assemblies being published 	<ul style="list-style-type: none"> ▪ Completion of the computerization of accounting. ▪ The need to link the National Integrated Financial Management Information System (IFMIS) and the Assembly IFMIS
<p>6. Sector Devolution</p>	<ul style="list-style-type: none"> ▪ 10 sectors (education, health, agriculture, natural resources and environmental affairs, water, gender and community 	<ul style="list-style-type: none"> ▪ Preparation of sector devolution plans and guidelines for some ministries ▪ Commencement of transfer of

	<p>services, land and physical planning, transport and public works, commerce; and housing) prepared devolution guidelines to guide the absorption and implementation of devolved functions</p> <ul style="list-style-type: none"> ▪ Some sectors commenced (agriculture, gender, commerce, water, housing and education) transferring some functions to the assemblies ▪ Guidelines for managing devolved prepared by 7 line ministries. ▪ Assemblies have started managing some of the devolved functions 	<p>sectoral funds by some sectors</p> <ul style="list-style-type: none"> ▪ Orientation of the local authorities and communities on what devolution is and its implications for their day to day activities ▪ The need to come up with specific and effective measures for overcoming resistance to the devolution process ▪ Lack of a clear devolution strategy ▪ Re-organization of some line ministries has affected the structures of the prepared devolution plans. There is need to prepare new strategic plans in view of the devolution functions
<p>7. Local Development and Financing Mechanisms</p>	<ul style="list-style-type: none"> ▪ Completed installation of electronic data base and preparation of district socio-economic profiles, District Development Plans (DDPs) ▪ Increasingly development projects are being implemented by assemblies ▪ DAs implemented projects as defined DDPs ▪ The Malawi Social Action Fund (MASAF) has aligned itself to the development planning system ▪ More donors funding projects through the District Development Fund (DDF) 	<ul style="list-style-type: none"> ▪ Linking of the DDP System to the national systems ▪ Preparation of village action plans. ▪ Creation of local development funds in urban assemblies ▪ The need to focus on promotion of local economic development ▪ Geographical focusing by donors not a viable approach to funding development projects. There is need to develop basket financing mechanisms

Source: Ministry of Local Government and Rural Development.

In view of the outstanding issues/emerging issues in Table 2-9, GoM developed a NDP II (2005-2009) through a multiple stakeholders' participatory approach. The NDP II is designed to help the government realize the objectives of the NDP in terms of summing up the emerging issues, lessons learnt and challenges as:

- (1) need for sustained socio-political and economic transformation;
- (2) slow pace of the devolution process;
- (3) need to create functional and effective institutions for the management of the decentralization process at the district and village levels;
- (4) need to improve financial management and accounting in local governments;
- (5) unclear linkages between the Decentralization Policy and other key public sector reform policies;
- (6) poor coordination of program implementation; and
- (7) poor monitoring and evaluation systems.

The NDP II is expected to contribute towards the goals of Vision 2020 and is an important implementation tool of the MEGS. The following will, therefore, constitute the key action areas of NDP II and thus form the components of the program:

- (1) Sector devolution;
- (2) Institutional development and capacity building;

- (3) Fiscal devolution and financial management; and
- (4) Local development planning and financial mechanisms.

2.5.4 Devolution Plans and Progress in Education Sector

Education is expected to continue with its sector devolution. Thus the Devolution of Primary Education to Local Assemblies will continue as has been the case. Such devolution will ultimately take into account the current piloting of payroll in DAs of M'belwa, Mchinji, Lilongwe, Dedza, Chiradzulu, Blantyre and Thyolo: where the transfer of the primary school teachers' salaries will involve the transfer of the payroll processing from MoE to DAs.

Parallel to the transferring of the payroll, the 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 let and 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 EFA.

Overall, 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. However, the three functions will be establish capacity at the division level and create a system of operations which will allow the divisions to handle most of the three issues it will retain. 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.

Although development planning is largely in the hands of MoE, DAs, through the DEM, will plan the following:

- (1) sitting of schools which will be based on approved plans and MoE divisions to oversee the process;
- (2) updating of school census;
- (3) coordination of data collection and management;
- (4) management of a reliable Education Management Information System (EMIS) and coordination of various operational parts of the system;
- (5) development and upgrading of DEPs and the binding nature of the plans;
- (6) Development of education budgets; and
- (7) Monitoring and evaluation of services delivery and impact assessment in DAs.

MoE will support the DAs in the education planning process by using the division level as consultants on:

- (1) broad policy guidelines and district education plans (micro-planning);
- (2) selection of sites for schools;
- (3) enrolment statistics and EMIS; and
- (4) resource estimation and distribution of teaching and learning materials.

While inspection will be the duty of MoE, the advisory services and supervision will mainly fall under the DAs; however, there is need to improve the structure of such a services if

current weaknesses are to be surmounted at all levels (district, division and headquarters). The intent of advisory and methods services at DA is to ensure that schools are actually teaching and pupils are achieving intended standards.

Since the MoE is initially devolving the primary education sector, it has accomplished the followings, between 2005 to date:

- (1) Opened bank account for districts. These are accounts which have been, to a large extent, agreed with the World Bank for direct funding of schools for teaching and learning materials under the ESSUP 1;
- (2) Under the current budget some programs were removed from division office to district; and
- (3) Circulated to all districts the devolution guidelines for primary education.

During the same period, the devolution of the education sector has faced the following problems:

- (1) Some DEMs did not know their position in the decentralized set-up of the DAs; and
- (2) Some districts did not receive their education allocation due to technical and communication problems among MoF, MoLGRD and MoE. Besides, the district budget is still under the MoE HQ although districts are supposed to control all activities under their jurisdiction.

To improve the devolution process, the MoE has been advised, by the MoLGRD, to draw a timeframe, which will help the different interested parties to plan properly. In addition, the MoE intends to carry out capacity assessment; the findings will be discussed with MoLGRD. MoE will train district education managers in financial and personnel management.

Parallel to the advice given by the MoLGRD on scheduling the devolution, the issue of payment for most of the CDSS teachers has not been apparently resolved. That is most of the CDSS teachers are primary school teachers by qualification and designation. Their salaries will still be paid by the DAs, although in principle their centers may be cost centers or part of the division cost-centers. Hence, there is a need to come up with a proper mechanism for demarcating the primary from secondary education levels when it comes to payroll scheme. It is hoped that the current piloting will look into such anomalies and try to offer best solutions as a way forward.

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, whose form selection is currently based on within district catchment of primary school graduates, 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.

The role of the division planners remains a key in giving consultancy to the districts when needed regarding the conduct of the projects and in being a vital link with MoE in its predominant oversight role, especially with respect to pilot projects involving secondary education, teacher in-service training (INSET), EMIS improvement and many aspects of budget preparation related to the national budget.

2.5.5 National Education Sector Plan (Drafted): Relationship to DEPs and Decentralization

The National Education Sector Plan was drafted and will be finalized in 2005. In the draft, the annual updating of DEPs was regarded in its budget plan as the regular task of the district officers under the decentralization policy. Although the MoE appears to recognize NIPDEP as the foundation for the national sector plan and will re-enforce the NDEP, the current draft of the Sector Plan oddly did not mention the DEPs or the NDEP in its documents.

It is apparent that the strengthening of local planning capacity will be a major priority of both the MoLGRD and the MEP&D. NIPDEP and the micro-planning process has already made significant inroads in expanding local capacity in the area of planning. NSMMP and NIPDEP have emphasized the need for DA staff to be well-trained in planning and financial management.

It is required that the National Education Sector Plan, when the draft is revised and finalized, should stress the important roles of DEPs and NDEP in the process of devolution in education.

2.6 DEVELOPMENT PROGRAMS AND PROJECTS

This section highlights the coordination among international donors with the MoE or GoM in general, in terms of joint sector review and preparation of the national education sector plan, and major projects in cooperation with the international partners.

2.6.1 Coordination among International Development Partners

- (1) The MoE is the lead agency for education development in Malawi; however, in certain situations the international partners have taken the lead due to financial constraints of the GoM and poorly/weakly defined parameters for executing a particular project. Regardless of some decision-making weaknesses, coordination by the GoM is continuously improving. Arising from initiatives from both the GoM and the donors there is consensus for the need to move towards better integrated sector programs and harmonization by using the GoM processes and procedures.
- (2) To enhance donor coordination and GoM-donor collaboration, MoE advanced a joint sector review. The MoE and all major cooperating partners have been meeting once a year since 2000. The objectives of these reviews can be summed up as to:
 - 1) increase common understanding of the role of education in the national context of poverty alleviation;
 - 2) increase common understanding of the problems and constraints affecting the education sector;
 - 3) learn from the donors and discuss their respective strategies for investing in education;
 - 4) review the PIF and MTEF processes;
 - 5) review education financing issues and budget performance;
 - 6) review the education sector indicators and assess sector progress; and,
 - 7) review research findings relating to the sector.

The main output of the joint sector reviews has been a concise Aide Memoire, which contains the main findings of the review and highlights achievements and critical issues.

- (3) The Education Sector Plan is expected to facilitate the development of a Sector Wide Approach (SWAp) in the education sector, which will see a better coordinated and efficient use of all resources in the education sector in the medium to long-term. Therefore, it is pertinent that the MoE takes the leading role and define the issues that should be addressed under SWAp.

2.6.2 Major Projects by International Partners

The major programs and projects conducted by MoE in collaboration with international development partners are outlined as follows:

(1) DfID

DfID has supported MoE in implementing the PIF. The Education Sector Support Program (ESSP) (2001-2004), targeted especially the basic education sub-sector, emphasizes development for Standards 1-4 in one pilot education district from each education division: Mzimba South, Ntchisi, Ntcheu, Mangochi, Chikwawa, and Phalombe.

As for the major outputs so far, the program has contributed in providing headship and adviser training programs for about 6,000 senior school staffs and TDC start-up training for about 200 PEAs, and in building 109 TDCs and boreholes. On-going is the construction of classroom blocks in the respective pilot districts.

(2) USAID

After Quality Education through Supporting Teaching (QUEST) program, USAID has advanced Malawi Education Support Activities (MESA) (2003 -2006). The QUEST follow-up activity has 3 components: 1) teacher INSET of both the untrained and the Malawi Integrated In-service Teacher Education Program (MIITEP) group at national level, including HIV/AIDS and life skills education; 2) teacher INSET for integrated 1-4 curriculum in districts yet to be identified; and 3) training of school committees in school management.

The Building Education through Training Program targets four education districts: Machinga, Phalombe, Kasungu and Mzimba South, and aims at 1) improvement of teacher competencies and classroom practices; 2) development and utilization of appropriate instructional materials; 3) strengthening of school management committees; and 4) assessment of pupils learning performance.

USAID has also supported MoE on strengthening EMIS; USAID financial support for EMIS will end in November 2005 according to the USAID representative.

(3) GTZ and KfW

GTZ (German technical cooperation) has conducted development cooperation in Malawi since the 1990s. It has been mainly involved in the basic education sector: teacher training, curriculum reform and vocational training. KfW (German financial cooperation) has contributed to primary school construction and teacher training centers. Of late, GTZ has been constructing temporary shelters, giving a rehabilitation grant of MK10,000 per school and has offered food security as part of a school feeding program in primary schools.

(4) CIDA

Through the Grant to Support the Education Sector (GSES), CIDA has targeted primary school teachers and pupils in all the districts for 1) textbook procurement (primary school textbook project) and 2) development of database for primary education. Also, there has been a Secondary School Teacher Education Project (SSTEP) (2000-2005) aimed at strengthening the management and delivery of secondary education in selected CDSSs by upgrading the skills, knowledge and gender awareness of existing teachers to the Diploma in Education level, with its budget amounting to \$5million. The project has three components; 1) support for developing teaching and learning materials; 2) training of staffs of Domasi College of Education; and 3) training of under-qualified CDSS teachers through a combined residential and distance education approach.

(5) WB

Upon completion of Secondary Education Project (SEP) (1998-2003), WB has prepared a new project known as Malawi Education Sector Support Project 1 (ESSUP) effective June 21 2005. ESSUP will focus on the following critical areas: 1) teacher capacity development; 2) quality improvements and inputs; 3) mitigating externalities affecting the quality of education; 4) direct support to primary schools; and 5) capacity building and policy development.

In addition to ESSUP, WB is funding a new MASAF Program (MASAF III) which has been designed as an instrument for achieving the MPRSP goal through community empowerment, support for the creation of a socio-economic infrastructure and services, safety net transfers, and the raising of the welfare of vulnerable persons. The program advocates principles of Community Driven Development (CDD) focusing on 1) community empowerment; 2) empowering local governments; 3) re-aligning the center; 4) improving accountability; and 5) building capacity.

(6) UNICEF

The Basic Education and Youth Development Program (BEP), with its budget being US\$12,590,000 for 2002-2006, encompasses early learning, primary education and adolescent development and participation, and emphasizes community capacity development as an overarching strategy for the realization of the rights of children and girls in particular.

(7) NGOs

A number of NGOs work in the education sector notably Action Aid, World Vision International, Sight Savers International, Care International, Plan International and Association of Christian Educators in Malawi (ACEM) among others. These NGOs are active at both primary and secondary school level and in some cases at tertiary level through construction, procurement of teaching and learning materials, community mobilization and community based care.

PART II:
PLANNING AND IMPLEMENTATION

CHAPTER III: TRAINING WORKSHOP TO UPDATE DEPS

OVERVIEW:

This Chapter covers the NIPDEP progress in district staff capacity building to update their three-year DEPs and to market their Plans to their local constituencies, GoM, and the international donor community.

In 2003/04, the first DEPs updating workshop was conducted to revive the memory of the District Planning Teams (DPTs). In 2004, the second workshop was held to prepare the official updated DEPs. During the workshops, following positive and negative points were observed:

- (1) The role and responsibility of the DPT and the importance of the DEPs and the bottom-up approach was generally understood by the participants;
- (2) The quality of the DEPs was improved compared to the original DEPs prepared in 2001 and 2002, and the pilot districts showed greater improvement;
- (3) There was still limited logical relationship between the problem (gap) analysis and the prioritization and selection of strategies and projects;
- (4) The pilot districts prepared a more practical and realistic budget plan, based on the pilot project experience, with a reasonable number of projects for three years, while most of the non-pilot districts tended to have more projects; and,
- (5) It was strongly requested that MoE needs to have strong commitment to plan and implement education development efforts and to support DEPs according to the National Education Sector Plan and the NDEP in well-coordinated collaboration with international development partners and NGOs.

After updating the DEPs, the DEMs from the 33 education districts made a presentation to market their own DEP to MoE and division officers, related government agencies, international development partners, NGOs and civil societies at the DEP Marketing Fair at the national and the division level. The Fairs provided a good opportunity to disseminate DEPs to the important stakeholders and to improve the districts' sense of ownership of the DEPs.

As a sample of 33 DEPs, the Nkhata Bay DEP is shown in Appendix-V. "DEPs Updating Manual" is included in the NIPDEP Resource Documents.

3.1 BACKGROUND

3.1.1 National School Mapping and Micro-Planning Project

As a consequence of NSMMP (2000-2002), 33 DEPs were produced by the DPTs through a series of workshops at the Malawi Institute of Management (MIM) in Lilongwe. Following each workshop, DEMs took their DEPs to their LEAs and education sub-committees of DAs for review and approval. The DEPs then were transmitted to those DA staff responsible for producing the DDP, which contains all the sectors under the purview of the DA (education, health, transportation, etc.). The DDP provides the justification for national funding from the parliament to the district through the DDF; however, the district allocation is based upon an

evolving national formula based upon population and poverty indexes. Each DA then takes its allocation from the parliament through the DDF and allocates it within the district for each sector.

Because the education sector, with its DEPs, was one of the first sectors to produce district level plans and budgets, it was reported anecdotally, at both district and at the Department of Local Government (DLG) levels, that the DEPs were being used as a model for other sectors to adopt and adapt for their own sector plans and budgets as part of DDPs.

It was reported anecdotally, also, that the DEPs have positively influenced district level DA internal allocations to education. As is reported in Chapter II "2-5 Decentralization of Education," the GoM is moving towards allocating some development funds directly to the schools. The DEPs should be helpful to schools in using comparative data and information at zonal and district levels to make local decisions in the use of funds and coordinating with district efforts to their advantage.

The perennial low level of funding for all sectors has meant, however, that even if some advantage was gained by the education sector by having a sound planning process, it would not necessarily show in marked increases for funding for the education sector. Any advantage for the education sector gained through the early production of DEPs in 2001-2002 doubtless was blunted by the severely depressed economic realities of Malawi resulting in all sectors being under-funded. The education sector DEPs did provide the education sector a local competitive advantage in justifying the internal district allocations of available DDF.

3.1.2 Utilization of DEPs in the District after NSMMP

After the completion of the original DEPs, a few marketing efforts by the DEMs resulted in modest support from the DDF in 2003 – 2004. There were and are potentially various players or partners in the improvement effort at the district level, especially international partners and local community support groups and agencies, including parents, SMCs and NGOs. These organizations were in most districts rarely engaged in resource mobilization to implement the original DEPs, an omission addressed by NIPDEP in 2003 – 2005. Although an attempt was made in 2002 by the Department of Education Planning of MoE to survey the districts as to how they were using their DEPs to mobilize resource support, the responses from DEMs were few, indicating that little local follow-up was being done.

To close this gap, the decentralization or DEPs updating workshops held in November 2003 and February and March 2004 devoted sessions to a more systematic reporting from each district what they had done to market and implement their DEPs. The questions asked of each district team were:

- (1) Any progress made in implementing your DEP?
- (2) Has your district used the DEP and if so, how?
- (3) If the DEP has not been used, what are the reasons and what are the obstacles to implementation?
- (4) Who should be responsible for leadership in implementation of DEP?
- (5) How does your team see the use of DEP over the next three years?

In summary, they:

- (1) indicated that the direct use of a DEP to obtain targeted resources to implement DEP

- improvement strategies is patchy and inconsistent;
- (2) showed that there is little question that many of the district education officers are more conscious of what is in their DEPs and have used them in one way or another, formally and informally, to help obtain resources locally or elsewhere and at the least point out to their communities the deficiencies of their schools;
 - (3) identified and prioritized more precisely for DAs what needs to be done to modernize and improve their schools; and,
 - (4) are making progress in improving their schools regardless of whether or not the improvements came as a direct result of having a DEP.

While most responses were negligible with respect to documented DEP follow-up efforts, there were a few notable exceptions. For an example, a very successful use of a DEP was in Salima district in 2002-03, which is introduced in Box 3-1 below:

Box 3-1: Salima's Successful Use of a DEP

The Salima DEM and Director of Planning and Development (DPD) actively and aggressively marketed its DEP to its DA and a number of major donor agencies active in the district. The DEP had identified and documented in detail through its situational analysis the need for new schools in an area near Lake Malawi. There were 60,000 potential primary pupils in the catchment area, but not one school existed. The DEM and other members of DA staff went to donor agencies already operating in the district and showed them their DEP pointing out the underserved region as being a very high priority of the district for assistance.

The donor agencies which visited Salima included: MASAF, UNICEF, World Vision, Save the Children and International Water Aid. The response was remarkable, resulting in funding from all sources to construct four new school blocks, 33 classrooms and 18 teacher houses where none had existed before.

There is no more salient example than the Salima experience of the potential of DEPs to set a local priority development agenda and receive a positive response from those able to help to provide it. The Salima story has been presented to the DEP updating workshops with impressive impact on others to have them realize that the DEP can be a powerful marketing tool to get required resources.

3.1.3 Donor Agency Utilization of DEPs

Since international development partners provide the major support for the operation of GoM, the impact of the DEPs on their projects is potentially profound, inasmuch as the districts are now in a position to impress upon donor agencies that they know what their priorities are for improvement and development. In addition, they have documented their plans with stakeholder input and local and national education data and information.

The DEPs represent a major paradigm shift to making assistance much more "bottom-up" than the more typical "top-down" approach characterized by donors and GoM assistance in the past. The districts now have a tool to tell donor agencies what they really need as priorities of the district level instead of initiating improvements following donors' priorities.

There is anecdotal evidence (Box 3-2) that donor agencies, from formal and informal meetings and from district level collaborations, are increasingly using the DEPs in trying to assess where best to make investments in improvements.

Box 3-2: Use of the DEPs by International Development Partners

For example, DfID has used the DEPs in deciding where to use construction money for school blocks and, in fact, it is coordinating such construction in Ntchisi with NIPDEP in its initiative to construct school blocks in concert with NIPDEP's building of teacher houses in the district identified in its DEP. This was done so that the two donors do not duplicate efforts in that pilot district, but, in fact, coordinate their efforts to maximum benefit. The construction of a teacher house with a classroom blocks is a necessary companion initiative, so the Ntchisi coordination results in a logical and almost required partnership.

GTZ has wanted especially to see what the development plans are for Machinga, another one of NIPDEP's pilot districts, as it is building school blocks and doing other development activities in the district, as well. There have been planning interactions with Save the Children with respect to DEPs relating to community awareness and sanitation improvement projects in the pilot project districts. Both NIPDEP and those agencies through the DEPs are now better able to see where duplication may be a problem and where coordination and partnership may result in a stronger benefit to the district.

Although the uses and marketing of DEPs is not yet systematic and pervasive, there are extremely hopeful signs that they have already improved planning processes at the local level and have improved coordination at the donor agency and national levels. More needs to be done to fully make the DEPs achieve their potential effectiveness in setting a common grassroots development agenda and foster more systematic cooperation for all parties involved and concerned.

3.2 DEPS UPDATING WORKSHOP IN NIPDEP

3.2.1 Objectives and Approaches

The DEPs updating process in NIPDEP was implemented through a workshop program for key persons at the district level involved with the production of the original DEPs. The first step in 2003/04 was to bring together the District Planning Teams (DPTs), which consisted of DEM, CPEA, DPD, Director of Finance (DoF), one school head from a primary school and one from a secondary, to develop a draft DEP and the second step in 2004 was to bring them together again to produce a final DEP for 2005/06 – 2007/08 (See Figure 3-1).

The objectives of the DEP updating training workshops were to:

- (4) revive the district personnel's memory of how they created their original DEP;
- (5) review and update their DEPs covering FY 2002/03 – FY2004/05; and,
- (6) learn how to market their DEPs locally and beyond.

The expected outcomes of the training were to have participants:

- (1) understand the role of the DEP in decentralization; and
- (2) update the 33 DEPs and make them more realistic and practical.

The main chapter headings of the 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

3.2.2 Training Program, Content, and Schedule

During the first DEPs drafting workshops in 2003/04, 33 education districts were divided into three groups. The first group of DPTs from six districts, NIPDEP's pilot districts, joined the workshop in March 2003. The second group of 11 districts from the southern region attended the workshop in November 2003; and the third group of 16 districts from the northern and the central regions in February 2004.

For updating of DEPs in 2004, the 33 education districts were divided into three groups again. The first group of 11 districts from the southern region and the second group of 16 districts from the northern and the central region joined the workshops in August 2004 and the third group of six NIPDEP pilot districts attended the workshop in December 2004.

Figure 3-1 shows the timeline of preparation and updating of the DEPs during NSMMP and NIPDEP from 2000 to 2005.

Figure 3-1: Timeline of DEPs Preparation and Updating from 2000 to 2005

Year	2000	2001	2002	2003	2004	2005
DEP Preparation and Updating						
NSMMP	◀────────────────▶					
1. Preparation of the original DEPs		↔				
NIPDEP				◀────────────────▶		
2. 1 st DEPs drafting workshop				↔		
3. 2 nd DEPs updating workshop to prepare DEPs 2005/06 – 2007/08					↔	

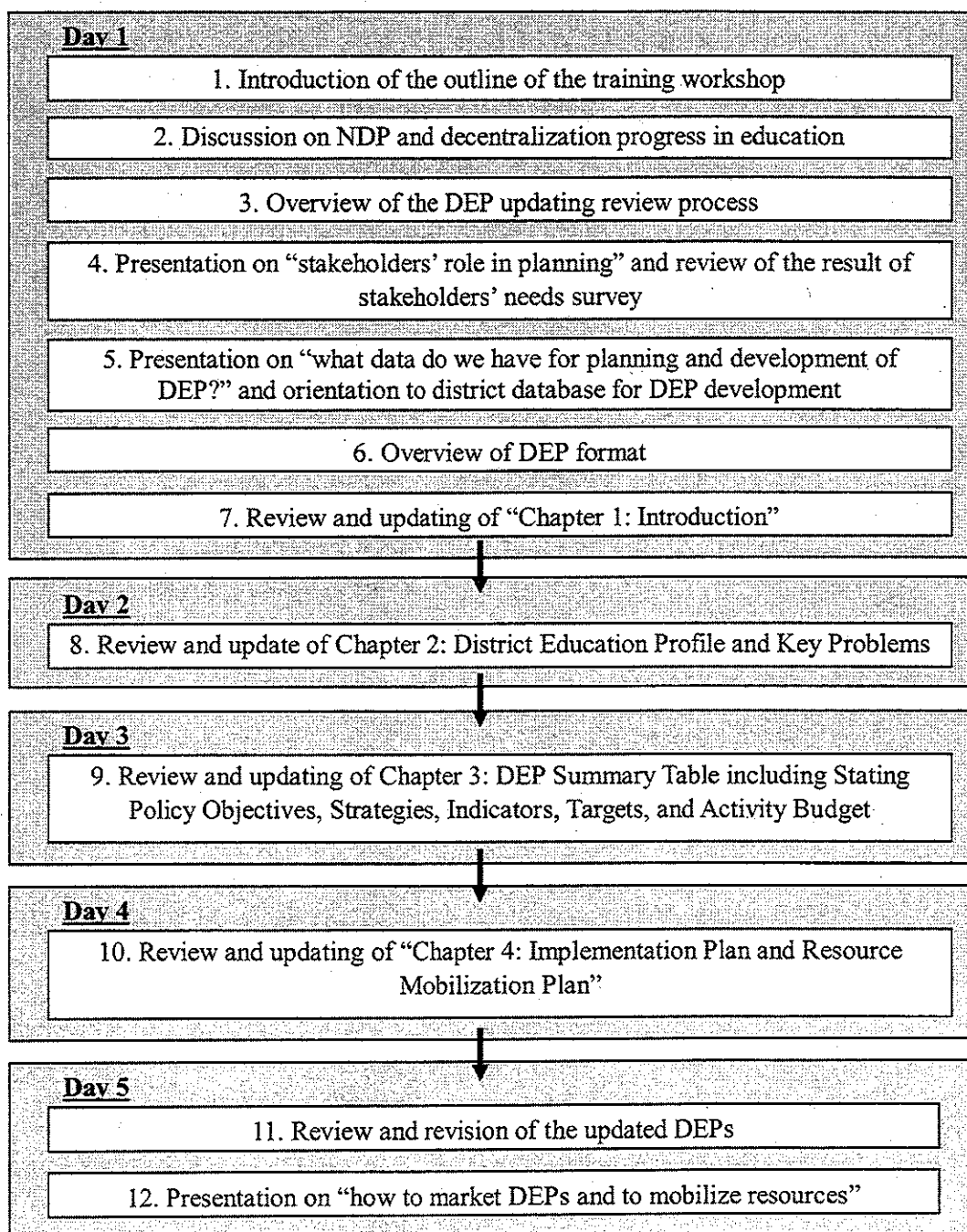
The workshop programs were essentially the same for the DEPs drafting workshops in 2003/04 and the DEPs updating workshops in 2004. The steps and schedule of the DEP updating workshop is summarized in Figure 3-2.

The first day was partially spent in activities, including presentations by the DLG on the background and purposes of decentralization and the current status of devolution in the education sector. DPTs reviewed what progress had been made in implementing their DEPs:

The remainder of the workshop was spent in group works going through their original DEPs chapter by chapter to make changes based upon changes in their districts backed up by appropriate recent data and documentation. Core Trainers made brief presentations before group work on each chapter to provide an overview of what should be done to update each chapter and what was expected. The NIPDEP Team and the Core Trainers were assigned district groups or teams to work with to provide assistance where needed.

The second workshops in 2004, to produce a final DEP, followed somewhat the same schedule and activities as the earlier ones, but more time was allotted to group work to produce the final plans. The sessions on marketing the DEPs involved group work to lay out new specific action plans for enlisting and mobilizing outside support to implement their DEPs. Also, the sessions on budgeting were longer, as the activity budgeting formats used by the pilot districts in developing their proposals were introduced into the final plans to help to make the budgeting and costing more realistic.

Figure 3-2: Steps and Schedule of a DEP Updating Training Workshop



The teams were told to work more carefully on priorities for projects and to limit the number of projects for each PIF theme to three in an attempt to make the DEPs more realistic in

terms of the local personnel required to manage several projects at once, if funded. The five days allotted to the final drafts proved insufficient for most of the districts to complete their work, so work continued after the closure of the workshops in the district offices and in the NIPDEP Team office to complete the DEPs at the highest level of quality possible before final printing and distribution in early 2005. DPTs had major difficulty completing the new activity budget forms, especially, so in the subsequent workshops for the pilot districts the forms were streamlined.

The Nkhata Bay DEP completed in August 2004 found in Appendix-V is represented as a sample of an updated DEP.

3.2.3 Data and Tools

The materials for the workshop included:

- (1) DEPs Updating Manual;
- (2) a revised PIF gap analysis worksheet;
- (3) copies of their original DEPs in hardcopy and on a floppy disk;
- (4) results of district funding sources survey collected by the DEMs;
- (5) school census data kept by the DEM office and the national EMIS data;
- (6) item cost information for budgeting revisions; and
- (7) rented computer to use for the duration of the workshop to make their revisions more efficient as they worked their way through each of the DEP chapters.

The primary tool for updating the DEPs was a "DEP Updating Manual." The Manual is found in the NIPDEP Reference Documents. It contains some of the same information and formats of Units I, II and III of the original DEP manual, which were produced by the NSMMP, but marked changes were made in the matrices used for gap analysis, project descriptions and activity budgeting. A new section was added on resource mobilization which required participants to develop an action plan for marketing their DEPs.

Data for planning and management has been a persistent problem in the production of the original and updated DEPs. The national EMIS tried to supply recent data on schools, teachers, enrollments, dropouts, repeaters, facilities and equipment at zone and district levels, but the district personnel participating in training complained that it was not accurate or up-to-date, often at least a year old. They have preferred to bring their own more recent district level data. The updated DEPs are based on district level data from 2003 – 2004 and may or may not relate perfectly with the data for the same period generated by the national EMIS, although in most cases, the data are closely related.

3.2.4 Learning-by-Doing in Updating Workshops

The learning processes used in the training workshops was essentially, "learn-by-doing." While presentations were made by Core Trainers to get participants oriented to their tasks and to answer questions regarding updating issues, the emphasis was upon group work, where trainees were to see what kind of plans were put together a year or more ago and then agree as to what extent conditions may have changed. Stakeholder input was elicited before the workshops through surveys to key stakeholders in each district and summarized before or during the workshops by the DEMs. Periodically, throughout the workshops, the DPTs would

swap their draft plan progress to learn from one another how they were approaching similar problems. These swaps were thought to be very useful for all concerned.

A survey of the sources of financial support for development was conducted prior to the workshops to collect information on the extent to which their DEPs were or are being supported by the DAs, NGOs, and international development partners. This information was thought to be very useful in looking at action plans for marketing and resource mobilization efforts in the near future. However, the collection of data was disappointing. The DEMs claimed that they did not know how to find such information at the district level, as no one was responsible in the districts for the collection of data.

The Core Trainers provided the presentations on the work to be done for each chapter of the DEPs prior to group work and each one worked closely with the districts assigned to them.

3.2.5 Changes between the Workshops in 2003/04 and in 2004

(1) Pilot Districts

The DEP drafting of the pilot districts in March 2003 was part of the development of their first phase pilot project proposals, as the proposals had to be based on their DEPs. It was an instructive exercise for the district personnel to see what happens when a plan is turned into real projects to implement a DEP. The construction of a project structure, TFs, financial management systems and monitoring and evaluation processes required DEP planning to operate in the real Malawi local environment.

During the DEPs updating workshop in 2004, the DPTs of the pilot districts did a commendable job of updating the DEPs. Their experience with pilot projects obviously showed in their ability to identify problems, devise a realistic list of strategies and budget with the necessary precision required to implement their plans. They all completed their updated DEPs on time in the five days provided and seemed to make the needed connections between their work on pilot projects and the realism required for their updated DEPs.

The DEMs were conscious about trying to include too many projects, knowing how difficult it is for them and district staff to implement and monitor many projects at once. They knew, also, how hard it is to budget correctly, so their budgets for DEP strategies were made much more conservatively. They did not produce wish lists, but rather DEPs which would be credible to potential donors and to include resources available within their own districts.

(2) Non-Pilot Districts

The non-pilot districts involved in the first DEP drafting in 2003/04 had some of the benefit of the experiences being encountered by the pilot districts, but it was more anecdotal, as those projects were still in process. The realism with which they approached drafting a revised or updated DEP was more affected by their bringing their original DEPs home for review by their DAs and stakeholders and by limited interactions with potential donor agencies.

The realities of trying to implement plans in 2002-2003 and the second look that updating provided made many trainees very concerned that their original plans were more "wish lists" than real. The updated plans coming from the workshops were minimally improved, but still

not as realistic as they should be, and especially their costs and budgets. They still have a distance to travel to make them as credible as they should be to potential supporters.

The realism of the DEPs in 2004 was relatively better than in 2002, so, perhaps, progress in this respect may have to be regarded in the future as incremental each time the updating is done. The local pressures to put as much as possible in the plan is great, as there is a hope that someone will come forward to provide major help to overcome major gaps and deficiencies identified clearly in the DEPs.

(3) Computer Skills

It was remarkable that every team but two of the 33 that participated in the updating workshops had persons on their teams who could update DEPs on the computer. There was a wide disparity in computer literacy by DPT.

The production of the final plans was done on the computers by each DPT with the exception of two districts which did not have anyone to do the word processing. While the budgeting was done in the first drafting exercise on MSWord tables, the subsequent workshops used an Excel program. It was expected to facilitate more rapid progress of the work and to make the budgetary calculations more accurate; however, some DPTs did not have anyone familiar with Excel, so had major difficulties completing the activity budgets on time and accurately.

The DPT members huddled around the computers as they worked and conducted discussions as to needed changes, a strong indication that there has been some technical capacity growth in the districts. The improved ease with which DPTs updated their DEPs appeared to be a consequence of them being more conscious of their need to understand the use and importance of educational data in a planning process.

3.3 DEPS MARKETING

3.3.1 Marketing of DEPs

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.

The following process was suggested to be followed when putting together a resource mobilization plan:

- (1) Identify highest priority projects to be marketed to donors.
- (2) Assess what the local (within district) contribution will be to the project from the DDF and community in-kind contributions.
- (3) Write a brief description of the nature, purpose and costs and intended outputs and outcomes of the project.
- (4) Identify who will take the leadership in marketing and developing project proposals.
- (5) Identify and build contacts with potential funding sources, both external and internal to the district.
- (6) Develop a proposal, including background, justification, detailed budget, expected outputs and outcomes.

- (7) Submit proposal and marketing plan(s) to MoE for clearance to approach donors operating in their district with a minimum of overlap and conflict with other donors.

The DPTs were required to complete an action plan to mobilize resources related to each project in their DEP covering the steps above. It was apparent that much more work needs to be done in the future by donors and MoE to provide more training in resource mobilization and project monitoring.

3.3.2 Marketing Fair at the National Level

The DPTs discussed the value of having some kind of vehicle to showcase their DEPs to potential donors and supporters. One idea that was floated at updating workshops was that there might be a national DEP marketing fair in which all districts would interact with potential donors regarding their DEPs to get feedback and support for their implementation.

A marketing fair was organized in August 2005 to bring the donors together for a promotion of the DEPs in general and to have an opportunity to learn from a selected number of districts, both pilot and non-pilot, about the contents of their DEPs and all DEPs and the extent to which they should be useful for donors in making their project district-level interventions during the next three years. Copies of all the 33 DEPs were made available to the districts, related ministries, international partners, NGOs and civil societies.

The objectives of the Fair were:

- (1) To launch and publicize the DEPs to contribute to the smooth implementation of the NDP of GoM;
- (2) To facilitate the support for the implementation of the DEPs by bringing together to international development partners and NGOs and immediate districts on education matters (i) by providing the DEMs an opportunity to interact with major international partners and NGOs in order for them to market their DEP development projects; and (ii) by providing the international partners and NGOs an opportunity to learn about the DEPs from the DEMs and DPT members who produced them and be sensitized to the potentials for using the DEPs in their project planning and aid interventions
- (3) To provide the DEMS an opportunity to learn how to present and market their DEPs effectively.

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 such major ones as the WB, UNDP, UNICEF, EU, WFP, DfID, USAID, GTZ, CIDA, Actiona 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. It was reported that most of the international partners already were planning to attend because they felt it would be very valuable to them in their efforts.

The districts were organized by divisions in which four or five districts in the each division presented their DEPs in the small room. The DEMs most often made the presentations. Each presentation was limited to ten minutes, following a standard format that was designed to bring out on three flip chart sheets the basic facts in their respective DEPs as follows:

- (1) What are the most THREE critical needs / problems (PIF goals) in your district?
- (2) Why are these needs / problems the most critical?
- (3) How do you plan to address these needs / problems? List three major priority projects in your DEP that relate to the critical needs / problems above.
- (4) Total cost estimates for three major projects presented above.
- (5) Who will be involved in supporting the major projects presented? What are the contributions within the district and outside the district?

The flip chart presentations were sufficiently well presented to stimulate excellent questions from the international partners and others attending the sessions from other districts and MoE personnel. Many of the questions were directed at the justifications for the priorities and the costs for the projects, giving the districts very useful feedback about the effectiveness of their presentations and the credibility and thoroughness of their DEPs. This feedback was also requested from the participants on a short form completed at the end of each presentation asking simple responses as to the length and effectiveness of the presentation and the extent to which the DEP details were realistic and well-explained. International partners in attendance were asked whether they were interested in following up with the district presenting the DEP or simply wanting more information. This feedback was extremely important to the districts in learning how they can improve their DEPs in the next updating cycle and how they can better market their projects.

The international partners and NGOs appeared to be very interested in each presentation and almost all remained throughout the two days and, in fact, some additional partners who were unable to come the first day participated on the second. They also made brief presentations to the districts on what kinds of projects for which they had interest, how to contact them and what procedures they followed in providing assistance. One major international partner representative said that he knew of nowhere in the developing world where such DEPs had been developed and where you would find people so well trained that they could make the kinds of professional presentations made by the presenters at the Fair. He was very impressed with plans and the confidence of the presenters and praised JICA for its path finding project and for bringing partners and district people together for such a productive experience. He was further impressed that the potential of the DEPs was to get the partners to be much more sensitive to the need to do what the people believe they need and not what the partners think they need.

The enthusiasm and satisfaction for the results of the Fair in raising consciousness on all sides was clearly evident and there were urgings that such Fairs should be held at division levels and again on a national level in future. 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.

In addition to the voiced reactions to the Fair, NIPDEP conducted a more formal evaluation eliciting ratings and responses from everyone on the value, quality and utility of the experience. The ratings were high and the satisfaction levels evident on all sides. District participants answered that learning how to market DEP and interaction with donors and other participants were most useful parts of the Fair. Asked what they intended to do as a result of the Fair, they answered that they would further market DEPs at district level, sensitize their

office colleagues in the district and at the DA. As for division planners, they answered they would give more advice to the districts in terms of marketing and they would also gather the information of the funding agencies and relay it to their districts, and encourage DEMs to write proposals to donors. On the other hand, some district participants answered that they would start referring to DEP in their daily work, others answered they would revisit issues in their DEPs and try to update it. These answers indicated that marketing DEP, did not only equip them with the marketing skill but also let them understand their DEP at deeper level and enhanced the ownership of the DEP.

3.3.3 Marketing Fair at the Division Level

Four half day market fairs on DEPs took place for the six education divisions on the following days 17th August 2005 (CWED and CEED), 19th August (SEED), 22nd August (NED) and 24th August (CWED and SHED). All workshops were facilitated by the Core Trainers and presentations were made in most cases by DEMs. The fair had invitees from the different development partners from the respective districts. These partners were largely the same organization that were present during the national market fair although based at the district or regional level and taken as part of implementation agency and not just funding or facilitating/soliciting funding.

Like the national level Fair, the DEMs presented three priority issues of greatest need in their respective districts. On aggregate the issues centered on access (construction), quality and procurement of desks. INSET for teachers, peer educators and community was also mentioned. The presentation were preceded by discussions which among the many issues dwelt on the need for realistic budgets if the projects were to be fully funded, the place of a volunteer teacher in primary education, importance of involving key stakeholders in preparing DEPs and its link to their (donors) action plans and need for community participation and how it can be enhanced.

From the presentations and discussions the following key lessons were learned:

- (1) involvement of development partners during the development of the plans in order to provide them with activities, justification and their budget to include in their action plans for their respective area and district of intervention;
- (2) need for the link between the DEP and DDP to made explicit so that the development partners and other stakeholders are not left guessing on the relationship between the two documents;
- (3) importance of understanding the place of DEPs in relation to what is termed "community demand driven request" as requested by some organizations. It is apparent that some agencies do not appreciate and understand that the issues in DEPs are stakeholders' needs qualified by empirical evidence (data);
- (4) need for the presentations to be brief but thorough and reflecting the holistic nature of the issues under education; and
- (5) DEPs and the market fair are a good starting point for sensitization of the different stakeholders of the education plight and its possible remedy in different districts.

The fairs were concluded by recommending that they should be annual and the district should conduct them with the stakeholders at the grassroots. Secondly, it was argued that the budget estimates should be refined as and when the activities are bound to be implemented.

The participants to all these fairs highlighted the need for community participation in relation to development partners' contribution to be reflected as uniform if consistency is to be attained. For example, some districts and projects indicated 20 percent contribution by community whereas others indicated 25 percent. Finally issues that need the attention of MoE HQ should be made known to the said authorities in time and possible remedies (feedback) being sought in time.

3.4 KEY ISSUES IN UPDATING AND MARKETING OF DEPS

3.4.1 Quality of the DEPs

The quality of the updated DEPs for the non-pilot districts, based on the observation of the NIPDEP Team, appeared to be better than the original ones done in 2001-02, but there is still room for improvement. The number of projects, in a significant number of the non-pilot DEPs, is apparently still too many to be accomplished in a three-year time frame. The amounts of money proposed to be expended on projects are still high, showing that they have no clear image of their limited financial resources and management capacity in the district.

There is still a tendency to want to address too many needs right away, which realistically could not be fulfilled in a three year period. While the DPTs want the plans to show genuine on-the-ground needs and requirements, they have to be more credible than being simply a wish list. Again, while the updated pilot district DEPs are more realistic and better done all the way around, they still can be improved.

3.4.2 Needs and Priorities

The updated DEPs, as was true with the originals, require that there be a careful and precise gap analysis of needs calculated by seeing where the district is currently with human and physical inputs and how close the district is to the similar resource standards in the PIF. The gap analysis should show the relative size of gaps between current district status and PIF goals and objectives, so that if there are huge gaps in qualified teachers versus a small gap in the number of textbooks to students, then the district presumably would put the need for qualified teachers at a much higher priority than textbooks in their DEPs. This priority setting process is still not fully understood or there is still reluctance to make such decisions lest some constituent group may be unhappy.

One of the problems many DEP district teams had in developing the original DEPs and updating them was making judgments as to which need was a higher priority than others and squaring their justifications for priorities with their stakeholder inputs. The stakeholders at times put some needs, such as textbooks, at a higher level than the need for qualified teachers, although the data and gap analysis proved otherwise. The professional judgment of local planners should be exercised in these instances, but often it was not done, leaving the credibility of the final DEP priorities in question. These priorities are supposed to be related and form the basis of the strategies and projects in the plan designed to reduce the gaps.

3.4.3 Strategy and Project Formulation

Attempts were made in the updating process to get the DPTs to reduce the number of strategies and projects to be carried out in the three year planning period. A limit of three

projects or strategies for each PIF theme (access, quality, equity, relevance, planning, management and finance) was set by NIPDEP in order to reduce the number of projects reflected in their original plans and it was urged that the size of the projects be reduced. No limit was put on the teams as to how much the projects would cost individually or totally for all projects.

The project selection by the DPTs was improved by requesting that they classify their projects as to whether they were for construction, procurement, or training and community awareness. This improvement has helped readers of the plans understand more easily what the priorities are in the district. There was considerable variety among the districts as to the emphases on physical infrastructure and human resource development, although the non-pilot DEPs still were heavily weighted toward infrastructure development. The need for more classrooms is endemic throughout Malawi as reflected in the DEPs.

The pilot district DEPs emphasized teacher recruitment and improvement generally higher than infrastructure development. For example, in places like Nsanje, human resource development and procurement of things like INSET for teachers, provision of science kits and improvement in learning materials were high on the list of projects in their DEP. Infrastructure was still of high priority in DEPs in Machinga and Nkhata Bay.

3.4.4 Activity Budget

The activity budget formats were standardized based upon the one used for pilot project proposals submitted to JICA in the first phase of NIPDEP. Because of problems in completing the longer activity budgets by non-pilot districts, the forms were simplified and streamlined for the pilot districts, greatly facilitating their completion.

These two innovations did produce much more consistent budgets and resulted in some budgets being more easily reduced and corrected, but they were still regarded as too detailed for the non-pilot districts and about right for the pilot districts. The application of standard item costs made budget estimates much improved. The non-pilot DEP budgets were still very high for many projects, despite standard approaches to costing and budgeting, as mentioned above, primarily because the district participants tried to close PIF gaps all at once in three years rather than spreading out the reductions over a much longer time frame beyond the three years of the Plan.

The total for all projects in the non-pilot DEPs produced in 2002 was more than the national budget for all GoM functions, but the updated ones in 2004 were at least somewhat less ambitious and costly. The balancing of even identified and documented needs with available time and fiscal resources is a difficult one, especially in a resource deficient environment such as exists in Malawi, so the need to make priority decisions (which needs to be met first and on what reasonable schedule) remains a challenge for the DEP planning process. The pilot districts prepared DEP budgets for three years that were substantially more credible than the non-pilot districts.

3.4.5 Resource Mobilization

The DEP updating process has placed a much greater emphasis than it did in the original DEP process on providing training in marketing of DEPs and resource mobilization to

implement DEPs. If the DEP process is going to be considered useful and is going to be viable and sustainable in the long run, the plans will have to generate support for their implementation. It remains to be seen whether donor agencies are going to respond specifically to these DEPs to help the districts do what they now say needs to be done. If the DEPs languish in DEM bookcases never to be seen again or they are known only to a few staff in the DA offices, then the DEP process will have been largely a wasted, one-off exercise. The potential to do much more than has been done with the DEPs is definitely there for the Districts to exploit.

The experiences in Salima and Mangochi and other districts that have used their DEPs as an effective marketing tool show how powerful the DEPs can be in gathering needed targeted support. The potential is there for these DEPs to turn the aid paradigm upside down, making grassroots, bottom-up-planning, funding and improvement management a reality and routine. If the personnel at the district level regard it just as an interesting training exercise and do not see how the DEPs benefit them in their work and in becoming effective leaders in their district, it will be a pity. If the donor agencies and GoM agencies, ministries and departments do not utilize the DEPs in their improvement and management functions, they are losing a potentially powerful tool to make targeted investments in improving Malawi's schools and education.

The concern for sustainability of all development projects is a persistent one in Malawi and elsewhere in the developing world. If the DEPs are to reach their potential, then the MoE and its staff need to be familiar with them and provide assistance to the districts in keeping the DEPs updated and help them acquire needed resources to implement them.

The NDEP is being coordinated by the NIPDEP Team to provide a guideline and an action plan to show the concrete actions, key players and their responsibilities to ensure the sustainable and routine DEP updating and implementation. If the DEP process is not sustainable through the commitment of the district and the national level professional personnel, then an opportunity will be missed to truly foster decentralization and meet the real needs for improvement of the schools and the educational system of Malawi.

3.4.6 Marketing of DEPs

From all accounts and evaluations by participants, the Marketing Fair was a milestone for sensitizing the districts and potential donors of the value of the DEPs in assessing the varied needs of the districts beyond the global needs which will be expressed in the National Education Sector Plan. The Fair was followed up in late August with regional division Fairs to re-enforce contacts made and to get the donors and districts into a more detailed negotiation as to what can be done to implement DEPs.

It was apparent that the Fair could be improved, but the execution was good enough to impress the key persons involved. One donor believe that the Malawi fair had significance for other developing countries and has given the country and its districts a new way to have donors more sensitive to meeting the country priorities rather than their own.

Based on the experience and the lessons learned from the Fair, it is recommended that:

- (1) The Fairs at the national level become an annual event followed by division level fairs and initially be supported by NIPDEP;

- (2) The fairs held in the divisions, in their planning, work with other nearby divisions to assure that where feasible be coordinated, making them as efficient as possible for the international partners, NGOs and civil societies;
- (3) The contacts between donors and districts, if they result in more detailed efforts to implement DEPs be reported to the MoE Department of Planning to give it the opportunity to assist, where needed, in coordination; and
- (4) There be a follow-up evaluation of the Fairs annually to determine what changes can be made to make them more effective and whether or not the fairs are generating more support from donors that is better targeted and have fostered better coordination of efforts within districts, among districts and nationally.