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NON-GOVERNMENTAL ORGANISATIONS IN THE EDUCATION SECTOR -

A NEEDS ASSESSMENT

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NON-GOVERNMENTAL ORGANISATIONS (NGOs) IN THE EDUCATION SECTOR -
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in consultation with NGOs
and other agencies
Prepared by:

SUVIRA CHATURVEDI
Consultant, USAID
LILONGWE

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ACRONYMS & ABBREVIATIONS

ADD	Agriculture Development Division
ADF	African Development Fund
ADP	Area Development Programme
ADRA	Adventist Development and Relief Agency
BRAC	Bangladesh Rural Advancement Committee
CCAP	Church of Central Africa Presybesterian
CCM	Christian Council of Malawi
CDP	Community Development Projects
CDSS	Country Development Strategy Statement
CIDA	Canadian International Development Agency
CPHA	Canadian Public Health Association
CONGOMA	Council for Non-Governmental Organisations in Malawi
CORAT	Christian Organisation for Research and Advisory Trust
CPAR	Canadian Physicians for Aid and Relief
CSC	Christian Service Committee
CSR	Centre for Social Research
CSWS	Council for Social Welfare Services
DACs	Development Assistance Centres
DC	District Commissioner
DDC	District Development Committee
DEMATT	Development of Malawian Traders Trust
DEMODA	Dear Mom and Dad Children Fund
DEO	District Education Office(r)
DRCU	Drought Relief Coordination Unit
ECM	Episcopal Conference of Malawi
EC	European Community
ELDP	Evangelical Lutheran Development Programme
EVARD	Evangelical Alliance for Relief and Development
GABLE	Girls' Attainment in Basic Literacy & Education
GOM	Government of Malawi
GTZ	German Agency for Technical Cooperation

JC	Junior Certificate
KAFA	Kaporo Foundation for Rural Development
MAM	Muslim Association of Malawi
MAP	Malawi Against Polio
MCDE	Malawi College of Distant Education
MIE	Malawi Institute of Education
MIM	Malawi Institute of Management
MOA	Ministry of Agriculture
MOE	Ministry of Education (Ministry of Education and Culture (MOEC) until November, 1993).
MOH	Ministry of Health
MUSCCO	Malawi Union of Savings and Credit Cooperatives
MVDP	Mzokoto Village Development Project
MOWCACS	Ministry of Women and Children Affairs and Community Services
NFPE	Non-formal Primary Education
NGOs	Non Governmental Organisations
ODA	Overseas Development Administration
OPC/SDA	Office of the President & Cabinet/Social Dimension for Adjustment
PACGEM	Public Affairs Committee General Election Monitoring Programme
PAMET	Paper Making Education Trust
PFP	Policy Framework Paper
POET	Project Officers and Entrepreneurs Training
PSLC	Primary School Leaving Certificate
PTAs	Parent Teacher Associations
RDA	Rural Development Area
SCF/M	Save the Children Fund/Malawi
SCF(US)	Save the Children Federation (USA)
SEDOM	Small Enterprise Development Organisation of Malawi
SHARED	Services in Health, Agriculture, and Rural Enterprise Development (USAID)
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund

USAID	United States Agency for International Development
USPG	United Society of Propagating the Gospel
WCC	World Council of Churches
WID	Women in Development
WLI	World Learning Inc.
WVI	World Vision International

EXECUTIVE SUMMARY

I INTRODUCTION

This report presents the findings of the study, Non-Governmental Organisations (NGOs) in the Education Sector - A Needs Assessment, which was undertaken by the consultant at the request of USAID during the period October-December 1993. There has been little written about the current situation and programmes of NGOs in education, which in the past have been sidelined by government and donors. The main objective of the study, therefore, was to gain an understanding of NGO programmes in education, assess the needs and capabilities of educational NGOs in Malawi, examine the potential for expanding their role to provide primary education to remote/unserviced areas, and to outline possible options for USAID interventions to support educational NGOs in Malawi.

Background and Context

In examining the expanded role of NGOs to provide primary education to remote areas the situation of primary education in Malawi forms the background and context of this study.

The Government of Malawi (GOM) has clearly articulated the goal of Universal Primary Education in Malawi's Second Education Development Plan 1985-1995 with the objective of raising the enrollment rate to 75% in 1996 and 80% by the year 2000. Enrollment in primary school has expanded significantly since Independence from 350,000 to 1.7 million in 1992/93. During the period 1986-89 the net enrollment ratio in primary schools was estimated at 53% of which 55% are boys and 51% girls. Drop-out rates are high and approximately half the children leave school before becoming permanently literate. Twice as many girls drop out as boys, resulting in a low literacy rate in the country of 39% (48% for men and 29% for women). Malawi's education system is poor in terms of access and coverage, quality and efficiency, as evident in low enrollments, high repetition and low retention rates.

The education sector receives 15% of the total GOM budget, with primary education receiving 56.7% of the allocation in 1992/93 (GOM). Although allocations to the education sector have increased, primary education - the most important investment of all, claims a disproportionately low share as compared to tertiary education. In 1988/89 for example average recurrent expenditure per pupil amounted to a mere MK57.00. In the same academic year the expenditure per university student was about 188 times as high.

Even if extra resources can be found, government by itself faces a most daunting challenge in providing universal primary education in the conventional manner. The serious issue of children outside the formal school system (about 50%) remains to be addressed. Experience from other countries suggests that NGOs can be critical innovators in the expansion of primary education. It is apparent that a more vigorous and innovative strategy will have to be pursued if the goals set out by government are to be attained. The case for involving

local communities and NGOs in sharing responsibility for basic education is an area that needs further consideration and the study explores this aspect.

II MAJOR FINDINGS

A Overview

NGOs in Malawi are growing in number and have over the recent years become key players in providing development assistance. There are seventy-five NGOs in Malawi registered under the Trustee Incorporation Act. Fifty-two are members of the Council for Non-Governmental Organisations in Malawi (CONGOMA). These organisations are heterogeneous and diverse with broad ranging social, development and religious goals. Their programmes are multisectoral spanning a wide spectrum of activities: health, education, agriculture, water and sanitation, environment, housing, women, enterprise and credit, population and family planning and emergency relief. Almost 50% of the NGOs surveyed are sectarian. These maintain religious exclusivity at senior management levels and on policy and advisory boards, but their development projects are targeted to the community at large irrespective of religious affiliations. NGOs in education are widespread across Malawi with a concentration in the southern region.

B NGO PROGRAMMES IN EDUCATION

Historically the churches were the driving force behind educational programmes but after Independence, the Government of Malawi (GOM) assumed greater responsibility for education; churches no longer played a lead role though they continued to be proprietors of many schools established. Other NGOs have also entered into a variety of educational activities and continue to make tremendous efforts. Educational programmes form only part of the programme portfolio of NGOs, and there is no single organisation specialised in education. NGOs are active in the following educational programmes.

1 Pre-School Programmes

Several NGOs are involved in pre-school activities, SCF(US), Action Aid, MAM, CCAP Blantyre Synod and World Vision (refer to the list of Acronyms). The main NGO is the Association of Pre-School Playgroups which acts as a coordinating body for pre-schools in Malawi. The Association recognises the significance of early childhood education and development as a means of reaching children in their most formative years, and in raising parental motivation and aspirations for children's continued education.

Less than 1% of children under 6 years attend pre-school activities. There are a total of 113 playgroups, 80 rural and 33 urban enrolling a total of 5636 children. Though the demand in rural areas for pre-school facilities continues to grow, existing playgroups are inaccessible to poorer households because of their inability to pay fees. Therefore the Association in collaboration with the Ministry of Women and Children Affairs and Community Services (MOWCACS) is piloting the establishment of community based pre-school playgroups. These are organised and managed by parent committees, use trained volunteer teachers, develop locally available play materials, and communities determine the fees that will be

charged. The Association is currently cooperating with the Malawi Institute of Education (MIE) in the preparation of a pre-school curriculum to make a link with primary education, and to be used by various organisations involved in establishing pre-school programmes in the country.

Key issues confront the development of pre-school programmes. Firstly there is an absence of a comprehensive government policy on early childhood education and development. Links have not been forged between pre-school education and continuation of pupils into primary schools, and pre-school education has received inadequate attention from government and donors. Secondly, because of financial constraints the Association has limited staff and management capacity to reach significant numbers of village communities and poor rural children.

2 Primary School Education Programmes

Primary schools were originally started by church organisations in Malawi. After the government the Catholic Secretariat is the largest provider of primary schools having a total of 928 schools of which 775 are assisted by GOM. There are approximately 3,000 primary schools in Malawi. Other NGOs that have established primary schools are ADRA, the Anglican Diocese of Southern Malawi, CCAP Livingstonia and Blantyre Synods, and MAM. Church organisations have been the most active in supporting unassisted schools which are initiated by communities.

Besides the establishment of primary schools, NGO interventions include: school rehabilitation and construction of teachers houses, provision of learning and teaching materials, school furniture and supplies. Action Aid, EVARD, ADRA, SCF(US), World Vision are most active in this area. Educational assistance for school fees is provided for needy children and orphans by SCF/M, SCF(UK), SCF(US), DEMODA, CCAP Blantyre Synod and MAM. Training of unqualified teachers has been supported by Action Aid, and SCF(US) is initiating after school skills training activities in selected schools in Mangochi district. PAMET has introduced a paper recycling and paper making programme to provide exercise books in 67 schools in three regions.

Though NGO interventions are promising, serious issues and concerns confront primary education in Malawi as seen from the NGO perspective. Primary education is neither free, universal nor relevant to the majority of Malawi's rural population. A critical issue is that about 50% of the school age population is outside the formal school system. Even with the waiver of tuition for Std. 1-3, and of school fees for girls who are non repeaters (USAID/GABLE programme), poor parents are still unable to meet costs of exercise books and a nominal maintenance fee which is now their responsibility. Other issues pertain to ineffective teaching methods, inadequate school facilities and materials, limited interaction between parents/communities and schools, weak parent teachers committees and insufficient responsibility of schools towards good performers who drop out for various reasons. The rigid requirements of two school blocks and two teachers houses in order for schools to qualify for government assistance imposes hardships on communities too poor to make this investment.

NGO interventions to address the broad issues have however remained rather conventional and as yet there is no single organisation with a strategy, and alternative approaches to address the critical problem of children who are totally outside the formal school system. NGOs have been ambivalent in taking initiatives to address dominant qualitative issues and those of access and coverage in a subsector considered the domain of government after Independence. There has been no clear policy/mandate from government to encourage and open up primary education to innovation by NGOs and their efforts therefore remain marginal.

3 Secondary School Programmes

On a nationwide basis there are a total of 74 secondary schools in the country, 26 of which are government assisted schools of church organisations. The Catholic Secretariat is the largest provider of secondary schools and has 15 government assisted schools and 10 owned and operated by itself. Other NGOs involved in secondary education are the CCAP Livingstonia and Blantyre Synods, ADRA, MAM, the Anglican Diocese of Southern Malawi, KAFA, and Phwezi Foundation. Secondary schools are few in number and only 11% of PSLC holders have access to them. The Malawi College of Distant Education (MCDE) supplements the provision of secondary education and has a total of 190 MCDE centres in the country.

A main issue in secondary school programmes is the shortage of well trained teachers, inadequate facilities and poorly equipped science laboratories. NGOs who are proprietors of assisted schools continue to bear the burden of school maintenance, without a direct involvement in the management of the schools.

4 Vocational Education and Skills Training

There is a definite trend amongst NGOs to expand activities in vocational education and skills training to meet the acute demand created by the increasing population of out-of-school youth, school drop-outs and rural women. Fifty percent of NGOs surveyed in the study are engaged in various interventions. NGO vocational education programmes range from community based non-formal, non-institutional initiatives aimed at training participants for self-employment in the informal sector, to the more formal structured curricula in technical colleges. The latter are generally preparing trainees to enter formal employment with standard government certification. Formal technical training at technical colleges is provided in carpentry, brick laying, and motor mechanics. The Catholic Secretariat, the Livingstonia Synod, and Phwezi Foundation are the main NGOs involved.

Non-formal vocational education and skills training is widespread and varied and provided in a number of different disciplines: agricultural training, horticulture, basket making, weaving, painting, shoe-making, tile-making, tailoring, tin-smithing, carpentry, brick-making, agro-forestry, paper-making, homecraft and business training. NGOs active in these programmes are; Anglican Diocese of Southern Malawi, CSC, CCAP Blantyre Synod, EVARD, PAMET, the Nazarene Vocational School Phwezi Foundation, SCF(US), SCF/M, Tiyende, and WVI.

Inspite of these valid initiatives there are important weaknesses that emerge. The design of various skills programmes demonstrates weak linkages with markets, access to credit, basic business management training and follow-up services, all elements necessary to promote self-employment. Technical training is focussed on a narrow range of subjects without adequate market assessment of current skills requirements. Another shortcoming is that NGO vocational training follows stereotypic gender roles.

To safeguard and strengthen the benefits of the initiatives, NGOs need to review and refine their approaches in the context of self-employment/employment and draw in relevant technical expertise to improve on the programmes.

5 Adult Literacy Programme

NGOs have voiced concern over the low literacy rates in Malawi. The current estimates put the national literacy rate at 39% (29% for females and 48% of males). Action Aid, EVARD, SCF(US), the CCAP Blantyre and Livingstonia Synods, CCM, World Vision and the Spiritual Assembly of Bahais are amongst the NGOs with active programmes in adult literacy. The organisations collaborate with MOWCACS in this field.

Key pedagogical issues highlighted pertain to the need for a functional context to adult literacy, such as in skills training, and the involvement of participants in the design of the programmes to maximise its effectiveness and impact. NGOs recognise with unease that unless investments are accelerated in addressing the basic education needs of children out of school, the attempts at eradicating illiteracy may become a futile activity.

6 Civic Education Programme

In the changing political landscape of Malawi over the last two years, NGOs (especially the church organisations) have taken the lead initiatives for civic education. The key players are the Catholic Secretariat, CCM, CCAP Blantyre and Livingstonia Synods, the Anglican Diocese of Southern Malawi, and CSC. Civic education programmes are targeted to the community and congregations, and seminars have been organised for women's groups. The content of civic education is focussed on the rights and responsibilities of Malawi citizens in the democratic process, as well as on human rights including the social, cultural, economic and political dimensions. Civic education is an important component of education, and existing curricula in educational institutions needs to be reoriented to the new political realities of Malawi.

7 Innovative Approaches

Innovative approaches in NGO educational activities are only just beginning to surface and are few in number. Some of these initiatives include: "The Practical Learning for Living School" (PLLS) as an alternative adventure in academics and skills training launched by the CCAP Blantyre Synod in Domasi; and the Nazarene Vocational School at Bangwe which is piloting a programme in primary school curriculum through computers.

The impact of NGO educational programmes is hard to measure as data is generally unavailable. It is however evident from various reports and discussions that NGO programmes have had positive results on small target populations and in limited geographic areas. Unsuccessful attempts need to be improved and modified. But a wealth of experience has been accumulated and NGOs can be a potentially important force in basic education if appropriately strengthened.

C ORGANISATIONAL STRUCTURE AND MANAGEMENT CAPACITY

Institutional capacity is a key determinant to effective execution of development projects by NGOs. The study reveals that there are wide variations amongst NGOs in their organisational structures, delivery mechanisms, human resources, technical expertise, administrative ability and financial capacity, a manifestation of their heterogeneous nature.

Organisational Structures

NGOs vary in their structures depending on whether they are nationwide umbrella organisations, (CCM, ECM, CONGOMA) international networks, (SCF/US, Action Aid, CPAR, Africare, ADRA), or indigenous NGOs operating in one or more districts, e.g. KAFA, Phwezi, EVARD, CCAP Blantyre and Livingstonia Synods, and several others. Most NGOs have policy making bodies, secretariats and a field presence. Of the 27 NGOs surveyed 15 have their headquarters in Blantyre.

The coordinating structure for NGOs in Malawi is CONGOMA which is the recognised umbrella body consisting of 52 members. The principal task of CONGOMA is to promote coordination, collaboration and networking amongst NGOs, and between NGOs, government and other agencies. However, the ability of CONGOMA to perform these functions has been at issue due to its weak administration and management. NGOs have therefore lacked a strong forum for dialogue and coordination of their various interests. The Drought Relief Coordination Unit (DRCU)/CONGOMA project under the auspices of CONGOMA was an effective model of collaboration between NGOs, government, donors; and the NGO strengthening fund linked to it for capacity building proved to be a workable intervention. However, CONGOMA's role per se in the unit was ineffective because of serious staff and expertise limitations.

The Annual General Meeting of CONGOMA in November 1993 has set forth a clear mandate to improve CONGOMA's role, so that it can be a strong NGO forum.

Delivery Capacity

One of the main assets of NGOs is their field oriented approach and proximity to local communities, and NGOs have endeavoured to create grassroot delivery mechanisms. They operate through a variety of field offices and networks some of which may be staffed by the NGO (e.g. WVI, SCF/US, Action Aid). The majority of NGOs, however, work through a combination of government extension staff, NGO technical personnel at field level, and through local village committees and traditional leadership structures. WVI has the most extensive network of trained field staff. Church organisations have excellent access to the

local populations through their local parishes and permeate rural communities at household level.

Outreach methodologies of NGOs in terms of a systematic approach - adequate needs assessment, proper targeting of beneficiaries, planning, management and follow-up systems have received insufficient attention in the past, but this is changing, and the SHARED Project has supported various NGOs in institutional strengthening activities. Community participation is strongly emphasised as an outreach strategy, and there is a move amongst various NGOs (Action Aid, OXFAM, Africare, CPAR, SCF(US), World Vision, EVARD) to empower communities and develop their capacity to take responsibility for their own development. In this context awareness/training of beneficiaries forms an essential part of NGO activities.

Management Structure and Capacity

The management structure of the NGOs surveyed ranges from managerial and professional staff of 1 person in the case of OXFAM (works through Mulanje ADD) to 90 in World Vision. Almost 50% of the NGOs surveyed assessed their staff capacity to be adequate for current programme requirements. Inspite of the professed adequacy in the number of personnel, qualified mid-level managers and specialised programme staff are in short supply. A few NGOs, Nazarene Vocational School, Phwezi Foundation, World Vision, Action Aid, SCF(US), Marie Stopes International, CPAR stated that they had well qualified technical staff. But their situation by no means is perfect and complete. Gender ratio in staffing patterns is clearly imbalanced in favour of male staff in professional and senior management positions and efforts are required to actively recruit female staff.

Training

The importance of training to promote staff competence was underscored by all NGOs. Priority training needs of NGOs are: planning and management of projects, financial administration, and computer skills. Technical skills are required in credit programmes, appropriate technology, vocational education and others. Increasing numbers of NGOs are emphasising the need to train staff in "Problem Solving Participatory Approaches" and group formation. These aspects are critical to the work of NGOs in empowering village communities and moving towards sustainable development.

Staff training needs have only been met in small measure by NGOs. MIM and POET have conducted management training for various NGOs; OXFAM and CPAR have pioneered training methodologies in Problem Solving Participatory Approaches and Training for Transformation which could be applicable to the work of other NGOs in community empowerment and organisation. Church organisations have facilitated some training for their staff in Zambia, Nairobi and Zimbabwe. But for the most part NGOs are not in a strong position financially and administratively to implement training programmes and their training needs therefore remain largely unmet.

Financial Capacity

All NGOs currently are dependent on donor financing, and though the issue of financial self-reliance has been debated often, it is yet unresolved. Financial constraints remain paramount. External sources of funds include donations, aid grants from abroad, funding by international agencies and donors in Malawi, and some NGOs obtain funds from child sponsorship such as SCF(US), Action Aid, World Vision and SCF/M. International NGOs appear to have a relatively stronger financial base in comparison with indigenous NGOs.

The annual budgets of NGOs show wide variations. Tiyende has the smallest budget of MK100,000 while at the higher end of the scale Action Aid and World Vision have budgets of $3 million.

Monitoring Systems

Most NGOs recognise the importance of regular monitoring as an effective management tool, and most have in place their own institutional practices for supervision, follow-up and record keeping. However, weaknesses exist in the implementation of monitoring activities, and often in the quality of data collected. The limited mobility of most NGOs also impedes effective field monitoring. Action Aid, Phwezi Foundation, SCF(US), Marie Stopes International, Africare, World Vision have well designed and implemented monitoring systems. Financial monitoring for many NGOs is conducted through internal and external auditors. The latter include Graham Carr and Company in Blantyre and Peat Marwick and Mitchell Company in Lilongwe. Overall, NGO monitoring systems need to be strengthened.

Strengths and Constraints of NGOs

The review indicates that the main strengths of NGOs are: access to poor rural communities, a "people centred" grassroots approach, effectiveness as trainers and organisers of community education programmes, expertise in operating educational institutions, willingness to cooperate with MOE and donors in basic education, and a high level of commitment. Some of the key limitations include financial constraints, inadequate training for staff at mid-management level, limited office facilities and mobility, weak mechanisms for coordination and collaboration amongst NGOs, and with government and donors; and government policy constraints as an important limitation to NGOs exploiting their potential in primary education activities.

III NGO COLLABORATION WITH GOVERNMENT AND DONORS ON EDUCATION

NGO Collaboration with Government

At the national level MOWCACS coordinates NGO activities, but autonomous relationships have also been formed between NGOs and relevant sectoral ministries; MOH, MOA, OPC/Rural Development and MOE. NGOs work closely with government especially at local and district level and have established good/excellent working relationships with DCs, DDCs,

line agencies, traditional authorities and community leaders. CSC and WVI participate in DDC meetings, using it as a forum to share their programmes and interact with DDCs.

NGOs have collaborated successfully with DEO offices in school rehabilitation, provision of teaching/learning materials, teacher training activities and so forth. On issues pertaining to their schools and institutions NGOs (CCAPs Blantyre and Livingstonia Synods, Catholic Secretariat, MAM, ADRA, KAFA, Phwezi) collaborate with MOE. MOWCACS supports the Association of Pre-School Playgroups, the adult literacy activities of NGOs, and also provides an annual grant to CONGOMA. In general NGO and government collaboration in education continues on a cordial note, and the working environment remains positive.

However, collaborative efforts of NGOs and government present two main issues. Firstly collaboration has been activity specific and maintained on a "one on one" basis (individual NGO and DEO). There has been little initiative taken either by NGOs or government to establish a coordinating mechanism and framework for NGOs and district line agencies through the DDC structure. The decentralisation policy articulated by government presents an excellent opportunity to draw NGOs into the development planning dialogue at district level. Secondly, while government policy makers have sought the cooperation of NGOs in educational programme implementation, there has been less enthusiasm for NGO collaboration on educational policies, programme designs and evaluation. It is in this connection that NGOs see the need for a substantive dialogue with government. The mandate given to CONGOMA at the Annual General meeting in November 1993 called for "further collaboration with government at policy levels".

NGO, Government and Donor Collaboration

NGOs in Malawi are currently engaged in discussion and dialogue on the issue of Education for All and the role of NGOs in Basic Education. Since the Jomtien Conference in Thailand (1990) several meetings have been held jointly between NGOs, government and donor agencies. These include: (i) A national consultative meeting of NGOs, government and key UN agencies on Basic Education for All convened by UNICEF and UNDP in March 1993; (ii) MOE organised a consultative meeting on financing of education from internal sources which drew together NGOs and private sector executives; (iii) a recent workshop on basic education was held in September 1993 sponsored by UNICEF, facilitated by CONGOMA and attended by NGOs, government and donor agencies. In addition, an NGO National Committee on Basic Education has been formed under the auspices of CONGOMA.

The move towards increased dialogue between NGOs, government and donors signals a positive momentum that needs to be maintained, and further elaborated at policy and programme levels.

IV POTENTIAL FOR EXPANDING NGOs ROLE TO PROVIDE PRIMARY EDUCATION TO REMOTE/UNSERVICED AREAS

The significance of the NGO contribution to primary education cannot be disputed and the NGO community has a responsibility and potential role to expand primary education to children outside the formal school system. The strategy options are to work within the

formal school system as well as develop non-formal alternatives and pilot unconventional models in primary education. Some of the potential interventions of NGOs within the formal school system are listed below and matched with possible NGOs that could implement these interventions. Possibilities exist for NGOs to:

- Facilitate greater linkages between school authorities, parents and local leadership structures, and promote effective parent-teacher committees to enhance local management of schools (CCAP Blantyre and Livingstonia Synods, Catholic Secretariat, CSC, WVI, Action Aid).

- In support of the MOE decentralisation strategy NGOs can be intermediaries for building community participation in the design of DEO programmes for the districts (CCAP Blantyre and Livingstonia Synods, Catholic Secretariat, CSC, World Vision, SCF/US, Action Aid).

- Collaborate with DEOs to expand and facilitate initiatives in training of para-professional teachers from the community (Action Aid, Catholic Secretariat, SCF/US, CPAR, OXFAM).

- Organise with DEOs possibilities for part-time instruction of children ages 9-11 years who have never enrolled in schools (CCAP Blantyre and Livingstonia Synods, Action Aid, MAM, Catholic Secretariat SCF/M, SCF/US, Africare).

- Other potential interventions include advocacy for primary education, the establishment of counselling services for pupils, appropriate low cost school buildings, (Habitat for Humanity) installation of safe water supplies and sanitation measures (CSC, Africare); and the development of an interesting learning environment through after school curricula in vocational skills, farming, sports, environmental activities and others (SCF/US, PAMET, Nazarene Vocational School, World Vision, Catholic Secretariat).

Innovative Approaches : Pilot Schools

Pilot schools could be established based on the successful Bangladesh Rural Advancement Committee (BRAC) model in Bangladesh if appropriate to the Malawian context. BRAC has developed a low cost model which provides in three years of education basic literacy and numeracy to the poorest children neglected by the formal primary education system. A feasibility study, and selection of districts/impact areas should precede any such innovation. The principal elements of the model are small school units close to the communities served, the use of para-professional teachers, short teacher training periods, regular support and supervision of teacher performance, low capital costs of school buildings, flexible school schedules and calendars to meet community needs, active involvement of parents/communities, and a relevant abbreviated curriculum to ensure acquisitions of skills in numeracy and literacy as well as elements of vocational skills.

Implementation of innovative Pilot Schools will require community support, technical and financial assistance and management expertise of selected NGOs (possible NGOs could be CCAP Livingstonia and Blantyre Synods, Action Aid, SCF/US, World Vision, Africare).

V STRATEGIES/OPTIONS FOR USAID INTERVENTIONS

USAID can play a significant role to enhance NGOs expansion of primary education to remote/unserviced areas and to address the critical issue of children outside the formal school system. There are several options and strategies that could be adapted. Some of the main areas for intervention are:

Policy Reform

Interventions by USAID could be directed towards improving the policy environment for NGOs in basic education. Government commitment in opening the sector to NGO interventions is vital to the success of any efforts undertaken in this regard. Policy issues to be addressed include: relaxation of government standard requirements for school infrastructure, official recognition and use of trained para-professional teachers, acceptance of a special abbreviated curriculum for Pilot Schools, allocation of a small part of the government education budget to NGO innovative approaches in primary education, and recognition of NGOs as equal partners and collaboration with them on policy and implementation matters in primary education.

Support to a Broad Range of Institutions and Institutional Strengthening

USAID should support promising junior primary village school initiatives of NGOs with outreach in rural areas, and enhance their institutional capacity to implement these initiatives effectively.

Support to Innovative Pilot Programmes in Primary Education - Pilot Schools

Financial support and technical assistance should be provided to NGOs in experimenting with innovative strategies at community/micro level to address the educational needs of "unreached children". The BRAC model if appropriate to Malawi could be adapted.

Collaboration With Other Agencies, Donors and Government

Collaboration would involve the enhancing of the donor coordination group on education with a sharper focus on Pilot Schools.

Establishment of an NGO Fund Mechanism

USAID should support the establishment of an NGO fund adapting the model used for DRCU/CONGOMA project. The rationale for the fund will be to support NGO interventions through facilitating policy dialogue with government and donors, support to individual NGOs for activities in primary education, promotion of networking arrangements amongst NGOs, and implementing innovative efforts such as Pilot Schools.

VI CONCLUSION

Evidence emerging indicates that NGOs have substantial interventions in the education sector in pre-school, primary and secondary education, vocational education and skills training, adult literacy and civic education.

Multiple and serious issues confront the primary education system in Malawi. A most important issue is that about half the school age population is outside the school system. Though NGOs have responded to some of the issues in primary education, the response has been conventional and limited to what was expected of them by government. Innovative and non-conventional approaches to reach children outside the school system and draw them into mainstream educational programmes have not yet been tried and tested in Malawi on a meaningful scale.

There is evidence of high interest amongst NGOs to become engaged in a critical national issue -education. However, it is imperative that government create the enabling environment in which NGOs can innovate and test out strategies in non-formal primary education such as the BRAC model.

The review highlights that over the years NGOs have gained considerable background and experience in educational services and activities. They also have varying strengths, (and constraints) capacities and expertise, which could be further enhanced and strengthened through institution building and training. As such NGOs represent a potential force for primary education expansion to remote areas. In this context the role of USAID is critical and the Mission strategy could support NGO efforts in primary education at both the macro and micro level. Interventions would be required in policy reform and encouraging government to create an enabling environment, support to individual NGOs, and implementing pilot activities at micro/community level which could be adapted on a broader basis.

I INTRODUCTION

A PURPOSE OF THE STUDY

The study "Non-Governmental Organisations (NGOs) in the Education Sector, - A Needs Assessment" was undertaken by the Consultant at the request of USAID during the period October 31 to December 13, 1993. Its main objective was to gain an understanding of NGO programmes in education and assess the needs and capabilities of educational non-governmental organisations in Malawi.

Educational NGOs in Malawi have generally been sidelined in the past by donors and the Government of Malawi. Nonetheless, evidence from other countries in the region suggests that educational NGOs could play a critical role in a number of educational fields. In particular, they can assist in providing essential vocational skills, secondary education (an area which is seriously underserved) and school readiness programs. In addition, NGOs can serve as mediators between state-run schools and the community, as critical innovators and as alternatives sources of quality education. Finally, community/school leadership can be enhanced by NGOs such as Parent Teacher Associations (PTAs).

During this time of political change in Malawi, it will be increasingly important to widen community participation in every aspect of everyday lives. This is the foundation of civil society. Essentially, political scientists define civil society as the institutions which mediate between the state and the individual. Examples of such institutions include: the family, trade unions, religious institutions, special interest groups, NGOs and associations. As Malawi moves towards a more free and open political system, it will be crucial to support indigenous civil society institutions in the education sector as well as other areas.

In spite of this great potential, there has been little written about the needs and capabilities and current situation of the educational NGO sector. Thus, it is crucial to complete a needs

assessment which will indicate the potential benefits to be had from support to educational NGOs.

B THE SCOPE OF WORK

The Consultant was required to examine the needs of the education NGO sector. In particular:-

- Work with key personnel to review NGO activity in the following fields in education: primary education; PTAs; vocational education; educare (preschool) programmes; supplementary adult education including civic education, and innovative programs to improve subject teaching in Malawi schools.

- Visit selected indigenous educational NGOs and identify their characteristics: management capability; religious affiliation; structure; delivery capacity; and follow-up systems.

- Examine the potential for expanding NGOs' roles to provide primary education to remote/unserviced areas.

- Review and report on needs of educational NGOs and potential for USAID intervention.

C METHODOLOGY OF THE STUDY

The study is limited to 27 NGOs identified as being the key players in the education sector, though some are more active than others. Basically two approaches were used to gather information during the study, which involved the use of both primary and secondary sources of data.

- Since there is a limited body of information and documentation on the programmes

of NGOs, and even less so on their educational activities, primary sources of data serve as the main basis of the findings for this study. Information was collected from the Consultant's field visits to NGOs at their offices, in meetings with their staff and some field visits to NGO project sites. The Consultant carried out in depth interviews and discussions with NGOs though often time constraints limited the extent of enquiry.

Consultations were also held with District Education Officers (DEOs) of the Ministry of Education and Culture (MOE), and with donor agencies UNICEF and UNDP. Field work and extensive travel was undertaken in all regions covering Karonga, Rumphi, Blantyre, Zomba, Balaka (Machinga), Mangochi, Lilongwe and Dowa. The field work was determined by the presence of specific NGOs participating in the study and the need to gain a broad perspective of their situation.

- Secondary sources of data include various reports and studies provided by USAID, UNDP, and discussion papers from CONGOMA and NGOs. A list of this documentation is found in Annex 3 of the report.

The study is expected to be a basis and a starting point for dialogue with NGOs interested in the expansion of primary education including innovative approaches. The report is structured to provide firstly a brief background to the situation of primary education in Malawi. Major findings of the report present the educational programmes of NGOs, their organisational structure and capacity, their strengths and limitations. A third section discusses NGO collaboration with government and donors in basic education. The fourth examines the potential for expanding NGOs role in primary education to remote areas, and a fifth section outlines strategies and options for USAID interventions. A profile of individual NGOs is detailed in Annex 1 of the report. The study attempts to reflect as fully as possible findings from all discussions held with NGOs.

ACKNOWLEDGEMENTS

The Consultant would like to extend her deep appreciation to all NGOs and other agencies which participated and contributed valuable time to meetings and discussions and for their interest in the study. Sincere thanks is extended to USAID for providing this challenging opportunity and facilitating the work. In addition special thanks go to Ms. Mulle Chikoko for her most valuable secretarial support on the word processor.

D BACKGROUND AND CONTEXT

The Situation of Primary Education in Malawi

The state of primary education in Malawi forms the background and context for examining the expanded role of NGOs to provide primary education to remote/unserviced areas.

Universal primary education has become a world wide goal. Primary education is a principal means of meeting the basic learning needs of children in their formative years. It is also the foundation for continued learning, and offers the best long term strategy for eliminating illiteracy. The Government of Malawi (GOM) has clearly articulated the goal of universal primary education in Malawi's Second Education Development Plan 1985-1995. The objective is to raise the net enrollment rate to 75% in 1995 and 80% by the year 2000.

Enrollment in primary school has expanded significantly since Independence (1964) from 350,000 to 1.7 million in 1992/93 (MOE). Of the estimated population of 1.9 million 6-13 years olds in 1989/90 only 53% were enrolled in primary schools, representing roughly 50% of the eligible population of school children. The genders enter standard 1 in approximately the same numbers, net enrollment being 55% for males and 51% for females[1]. While giving support to the belief that gender equity has been achieved in primary school enrollment, the

[1]Source: GOM/United Nations 1993 Situation Analysis of Poverty in Malawi and Educational Indicators for Malawi 1985-1989.

fact is that girls dropout at higher rates than boys. According to 1988/89 figures[2], 6% of boys dropped out as compared to 12% for girls, or twice as many girls as boys. More disturbing statistics estimate that in 1988/89 around 71% of children dropped out before completing the first five years of primary schools[3]. Dropout rates are highest at lower standards and taper off to less than 10% by standard 5[4], nevertheless only half as many girls as boys complete Standard 8. The result is a low literacy rate of 39% (29% for women as compared to 48% for men in Malawi[5]).

National enrollment rates therefore are no longer a reliable measure of achievement in the education sector. They conceal disparities in participation and achievement along socio-economic, gender, and regional lines. The statistics also do not explain the true situation of the educational system in Malawi which is poor in terms of access and coverage, quality and efficiency. Various reasons have been cited for this: school fees/expenses, opportunity costs of sending children particularly girls to school, inadequate number of teachers and classrooms, crowded classrooms, high ratio of pupils to teachers estimated at 70:1, inappropriate curricula, shortage of educational materials and an unstimulating school environment. All these factors contribute to poor enrollment, high repetition and low retention rates.

Government commitment to bringing about improvements in primary education is stated in the draft Policy Framework Paper (PFP) 1991/92 - 1993/94 (prepared by GOM in collaboration with IMF and the World Bank) which outlines the Government of Malawi's medium term macro-economic development strategy and sectoral policies. It states that; the GOM strategy is aiming towards enhanced access to improved education and efficiency of education management with emphasis on expansion and quality enhancement of primary education. Consequently the government will increase budgetary allocation for education

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[2]MOEC 1991 Education Indicators

[3]MOEC 1991 Educational Indicators

[4]USAID/GABLE 1991 Program Assistance Approval Document

[5]GOM/United Nations 1993 Situation Analysis of Poverty of Malawi

from 11% in the mid 1980s to 15% in 1991/92 and to 15.5% in 1992/93. These goals and strategies remain yet to be completely fulfilled.

A critical factor contributing to the limited achievement of ambitious goals set out by MOE is that without significant appropriations and increases in the education budget the implementation of the goal is unlikely and remains distant. The education sector receives 15% of the total GOM budget, with primary education receiving 56.7% of the allocation in 1992/93 (GOM). Although total allocations to the education sector have increased, primary education where the vast majority of pupils are found receives a disproportionately low share as compared to tertiary education. In 1988/89 for example the average recurrent expenditure per pupil amounted to a mere K57. In the same academic year the expenditure per university student was about 188 times as high[6].

Projections for the year 2000 indicate that gross enrollment for primary school will be 3.2 million [includes all 6-13 years old plus an extra 20% outside this age range]. Almost 64,000 school teachers will be required or an additional 44,000 assuming a teacher pupil ratio of 1:50. According to calculations about 30,000 new classrooms will be required to accommodate the increase in the school population. In addition the school system will require books, supplies and educational materials. It would be an understatement to say that these staggering figures and the subsequent demands placed can hardly be met in the foreseeable future within the confines of government resources.

The task of providing universal primary education is a daunting challenge. The dilemma facing policy makers is how best to expand primary education while improving its efficiency and quality. It is apparent that a more vigorous and innovative strategy needs to be pursued to include participation of "the unreached children", almost 50% of whom are outside the formal school system. Government by itself will be unable to accomplish the task in the conventional manner. The case for involving local communities and NGOs in sharing

[6]GOM/United Nations 1993 Situation Analysis of Poverty in Malawi

responsibility for making basic education broadly accessible is an area that needs further thought and exploration.

Experience from other countries in Africa and Asia suggests that NGOs have played a critical role as innovators in the expansion of primary education. A notable example is the experience of the Bangladesh Rural Advancement Committee (BRAC) the largest NGO in Bangladesh. BRAC has pioneered a successful non-formal primary education (NFPE) model[7]. The objective of the NFPE programme was to develop a replicable primary education model which could provide in a three year period basic literacy and numeracy to the poorest rural children neglected and left out by the formal primary education system. In brief, the key programme elements include: small community based schools consisting of 30 pupils located within a radius of about 2 kms from the children's home, lack of permanent buildings do not appear to be a major handicap as school rooms are rented in the community on a part-time basis to start the programme quickly, and schools use para-professional teachers, carefully selected, trained and paid a small stipend. Teachers are closely supervised and given regular in-service and refresher training. The curriculum is simplified but reflects the formal school curriculum. In addition active parent and community involvement is an essential element and a cornerstone of the programme. There are lessons from the BRAC experience that could be applicable to Malawi.

It is therefore critical to examine what role NGOs and local communities could play to ensure that more children are brought into the mainstream educational programmes and are enabled to acquire sound and lasting skills in basic numeracy and literacy, as well as skills that equip them for a useful life.

E DONOR SUPPORT IN THE EDUCATION SECTOR

The primary education subsector has not been a priority recipient of donor support, and until

[7]Advancing Basic Education & Literacy (ABEL) 1993 Primary Education for All. Learning from the BRAC Expenditure. A case study.

recently, has been overlooked by donors. Several donors are involved in the education sector:

The World Bank

The World Bank is the largest donor. It has provided seven loans to GOM since 1967 totalling US$175 million. Bank lending has focussed mainly on supporting the primary and secondary levels including technical education. In 1990 in its Second Education Sector Credit, the Bank provided a total of $36.9 million for a five year period. The loan is aimed at improvements in the following areas: (i) Policy interventions - decentralising of MOE and strengthening the capacity of MOE and MIE. (ii) Issues in the education system - curriculum reform and development, improving instructional materials, teacher provision and teacher training, improving the school broadcasting system; (iii) Infrastructure - construction, furnishing and equipment for primary classrooms and teachers houses.

UNDP/UNESCO

UNDP has supported primary school curriculum development for several years. In addition it has provided support for strengthening of the planning and management system of MOE. The UNDP in its Fifth Country Programme (1992-96) - Programme III Social Development, is supporting seven components; education is one of them. The focus will be on out-of school non-formal basic education at community level. Overall programme resources for Programme III are US$16 million.

UNICEF

UNICEF's main contribution to primary education in Malawi has been the support of a one-year teacher training programme at the Malawi Institute of Education (MIE) in Domasi, which is mainly concerned with in-service training and upgrading of teacher qualification.

Canadian International Development Agency (CIDA)

CIDA has supported the training of school inspectors and primary school teachers. Finance has also been made available for technical assistance for curriculum development, equipment and the provision of paper for exercise books.

US Ambassador's Self-Help Programme

The Ambassador's Self-Help Programme has funded schools and teachers houses since 1966. Funds are made available to local school communities to assist them in the purchase of building materials.

Overseas Development Administration (ODA)

The ODA has provided assistance for secondary and tertiary education. Technical assistance has been provided for developing human resources, expanding technical colleges, and giving technical assistance to the University of Malawi and the Malawi College of Distance Education (MCDE). There is current interest in supporting primary education.

African Development Fund (ADF)

ADF focus of assistance has been on construction and furnishing of primary schools, teachers houses, administrative block office and toilet blocks. The second project included the construction furnishing and equipping of District Education Offices, and the third project will be a continuation of earlier projects.

USAID Girls' Attainment in Basic Literacy & Education (GABLE)

The GABLE programme funded by USAID and launched in 1991 is a significant initiative to increase girls' attainment in basic education. The $20 million GABLE programme includes $14 million in programme funds and $6 million in project funds. The grant is

contingent on a number of conditionalities, such as the waiving of school fees for girls in Stds. 2-8 who do not repeat a school year.

USAID has also provided funds to all four branches of the University of Malawi to strengthen tertiary education, including scholarships to all women majoring in non-traditional subjects (engineering, physical sciences etc.).

German Agency for Technical Cooperation (GTZ)

GTZ is supporting the Malawi - German Primary Science project based at the Malawi Institute of Education. The project aims at the improvement of science teaching in primary schools through curriculum development and the development and provision of instructional materials including science kits.

From April 1994 GTZ will support the Zomba district basic education project. The focus of this project lies in strengthening the basic education delivery system in both the formal and non-formal sectors.

II MAJOR FINDINGS

A OVERVIEW OF NGOs IN BASIC EDUCATION

NGOs in Malawi are growing in number and new perceptions have arisen concerning their actual and potential role. Whatever their affiliation and organisational set up they seek to play an even greater role in development activities and remain committed to responding to the needs of poor and marginalised groups. It is likely that the increasing numbers of NGOs clearly demonstrates the demand and desire for greater participation in civil society, a demand which may grow in the years ahead. Over the past two years NGOs have become key players in providing assistance as can be recalled from their pivotal role during the drought in Malawi. NGOs in Malawi are heterogeneous, diverse, and independent entities with broad ranging social, development, and religious goals. They range in size from small to large organisations, from indigenous/local to international NGOs. In this study indigenous NGOs are referred to as those organisations which have originated and established themselves in Malawi. International NGOs are represented in Malawi by a country office but have their headquarters outside Malawi.

There are seventy five NGOs in Malawi registered under the Trustee Incorporation Act of the Laws of Malawi. Fifty-two are members of the Council for Non-Governmental Organisations of Malawi (CONGOMA). Of these, thirty-one are indigenous NGOs and twenty-one are international NGOs both large and small operating in rural and urban areas. This study includes 27 NGOs which were identified and selected as being the most relevant to basic education. Church-affiliated NGOs form almost half of this group. Discussion in this study is centred around the activities of the selected NGOs, listed in the FIGURE 1 below.

FIGURE 1: NGOs INCLUDED IN THE STUDY	
Action Aid	**DEMODA**
Africare	**EVARD**
ADRA	**KAFA**
Anglican Diocese of Southern Malawi	Marie Stopes International
Association of Pre-School Play Groups	**MAM**
Bahai Spiritual Assembly	**Nazarene Vocational Schools**
Southern Baptist Mission	OXFAM
Catholic Secretariat	**PAMET**
CCAP Blantyre Synod	**Phwezi Foundation**
CCAP Livingstonia Synod	**SCF/Malawi**
CCM	SCF(US)
CSC	**Tiyende Women in Development**
CPAR	WVI
CONGOMA	
Note: Indigenous NGOs are indicated in bold letters.	

1 Programmatic Scope

At the very outset it can be stated that there is no single NGO amongst the group surveyed that is specialised in basic education. NGOs have entered the development arena at different times, in a wide range of multisectoral programmes. This was considered possibly the only option for intervention in poor rural areas with minimal infrastructure and a broad range of community needs that tended to discourage specialisation. NGOs span a wide spectrum of multisectoral activities: health, agriculture, education, water and sanitation, food and nutrition, environment, housing, enterprise and credit, population and family planning, refugees and emergency relief, appropriate technology, women, and youth.

2 Religious Affiliation

Amongst the 27 NGOs participating in this study there are 13 secular and 14 sectarian organisations. Sectarian NGOs include the church organisations (both Protestant and Catholic), the Muslim Association, and the Bahai Spiritual Assembly. The majority of NGOs affiliated to a church, though not exclusionary by policy, tend to reach a community of people sharing similar religious beliefs. Development projects of sectarian organisation are

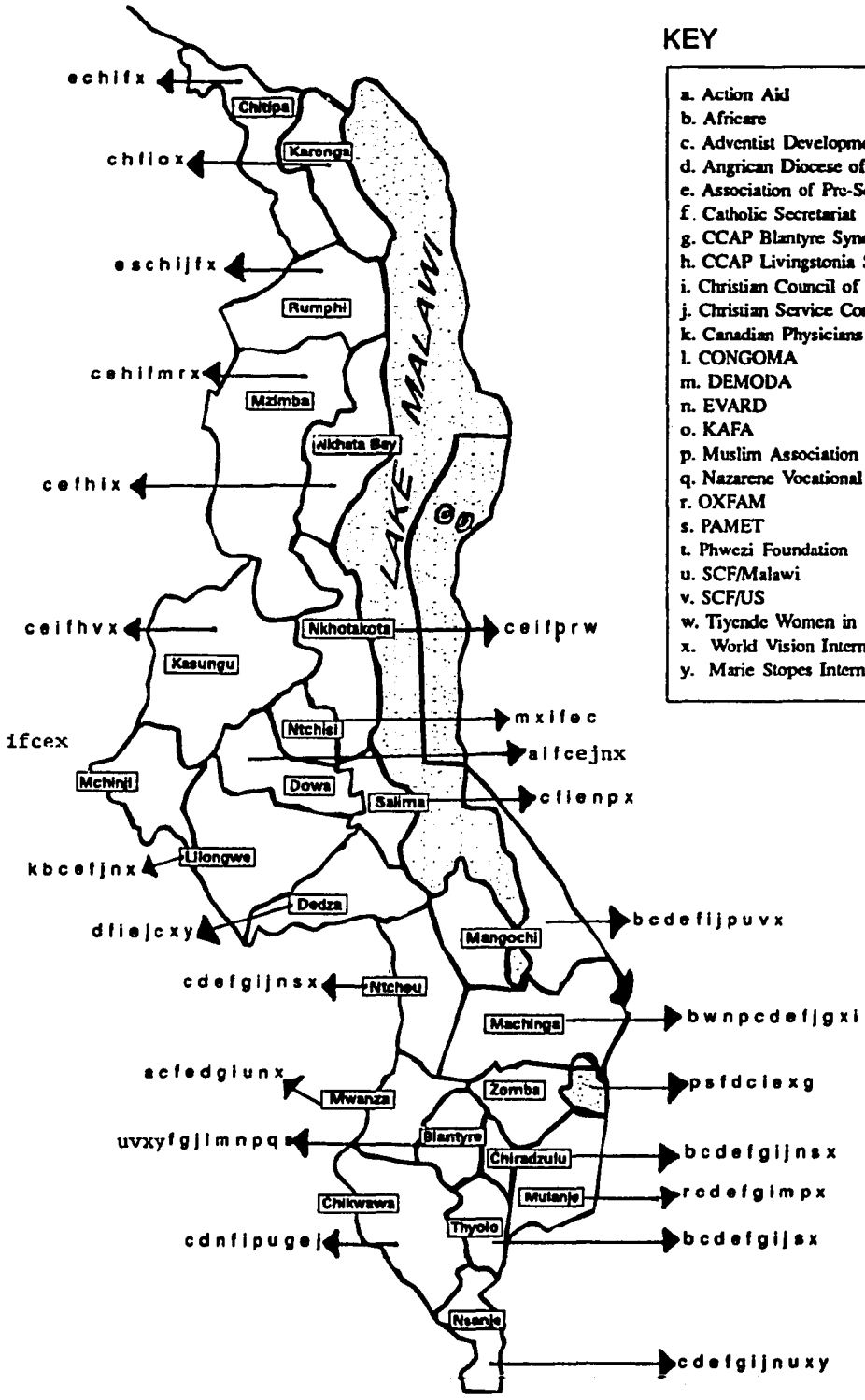
targeted to serve the community at large irrespective of their religious affiliation. MAM pointed out that in its schools about half of the students are non-Muslim.

Practices in staff recruitment are flexible in most organisations, though in some of the church organisations committed Christians are preferred. The only area in which these organisations maintain exclusivity is at senior levels of staff management, and on their policy and advisory boards.

3 Geographical Scope

NGOs involved in educational programmes are spread widely across Malawi with a concentration in the Southern Region. Of the 27 NGOs surveyed in this study, six stated that their geographic scope was nationwide covering all districts. This includes the Catholic Secretariat, the CCM, ADRA, Southern Baptist Mission, Association of Pre-School Play Groups and World Vision. FIGURE 2 indicates the geographical scope of NGOs and provides a picture of NGO coverage by districts and regions, indicating that several NGOs are present in all districts of Malawi. The geographical scope of most NGOs however is in impact areas in selected districts. Others such as the Tiyende Women in Development Project in Balaka confine themselves to a specific catchment area. Geographical coverage by NGOs depends to a large extent on their organisational structure and networks, logistical factors, and financial capabilities.

Malaŵi - NGO Geographical Scope



KEY

a. Action Aid
b. Africare
c. Adventist Development & Relief Agency
d. Angrican Diocese of Southern Malawi
e. Association of Pre-School Play Groups
f. Catholic Secretariat
g. CCAP Blantyre Synod
h. CCAP Livingstonia Synod
i. Christian Council of Malawi
j. Christian Service Committee
k. Canadian Physicians for Aid and Relief
l. CONGOMA
m. DEMODA
n. EVARD
o. KAFA
p. Muslim Association of Malawi
q. Nazarene Vocational School
r. OXFAM
s. PAMET
t. Phwezi Foundation
u. SCF/Malawi
v. SCF/US
w. Tiyende Women in Development
x. World Vision International
y. Marie Stopes International

FIGURE 2

GEOGRAPHICAL SCOPE
(Regions and Districts of Malawi)

NGOS	SOUTHERN REGION										CENTRAL REGION									NORTHERN REGION				
	NI	TO	CK	CZ	MU	BT	MN	MHO	ZA	MH	NU	DZ	SA	DA	LL	NB	MJ	KU	KK	NB	MZ	RU	KA	CP
Action Aid							•							•										
AFRICARE		•		•				•							•									
ADRA	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Anglican Diocese	•	•	•	•	•	•	•	•	•	•	•	•												
Ass. of Pre-School Play Groups	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Bahai Spiritual Assembly						•																		
Southern Baptist Mission	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Catholic Secretariat	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CCAP Blantyre Synod	•	•	•	•	•	•	•	•	•	•	•													
CCAP Livingstonia Synod																		•		•	•	•	•	•
CCM	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CONGOMA						•																		
CSC	•		•	•		•		•		•	•	•		•				•				•		
CPAR															•									

GEOGRAPHICAL SCOPE
(Regions and Districts of Malawi)

NGOS	SOUTHERN REGION										CENTRAL REGION									NORTHERN REGION				
	NJ	TO	CK	CZ	MU	BT	MN	MHG	ZA	MH	NU	DZ	SA	DA	LL	NS	MJ	KU	KK	NB	MZ	RU	KA	CP
DEMODA					•											•					•			
EVARD	•		•	•		•	•	•			•		•	•	•									
KAFA																							•	
Mario Stopes Int'l.	•											•												
MAM			•		•	•		•	•	•			•						•					
Nazarene Voc. School						•																		
OXFAM					•																			
PAMET		•		•		•			•		•				•				•		•			
Phwezi																						•		
SCF/Malawi	•		•			•	•			•														
SCF/US										•								•						
Tiyende WID								•																
World Vision	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•

Key

NJ	Nanjo	ZA	Zomba	MJ	Mchinji	MHG	Machinga
TO	Thyolo	MH	Mangochi	KU	Kasungu	NS	Nkhata
CK	Chikwawa	NU	Nuchou	KK	Nkhotakota	CP	Chitipa
CZ	Chiradzulu	DZ	Dedza	NB	Nkhatabay		
MU	Mulanje	SA	Salima	MZ	Mzimba		
BT	Blantyre	DA	Dowa	RU	Rumphi		
MN	Mwanza	LL	Lilongwe	KA	Karonga		

B NGO PROGRAMMES IN EDUCATION

NGOs have been and continue to be actively involved in basic education . Historically the churches were the moving force behind educational programmes, and have played a lead role. The CCAP Livingstonia Synod was undoubtedly the pioneer in this field and since its establishment in 1875 was the provider of education from primary to secondary and technical levels. The CCAP Blantyre Synod established soon after in 1876 followed a similar path and the Catholic Secretariat began its educational activities in 1901.

After Independence (1964) GOM assumed greater responsibility for education. Church schools and educational institutions were taken over and absorbed into the government education system. Church organisations were sidelined and lost their important role in the management of schools, the recruitment of teachers, curriculum development, and in the setting and maintaining of high academic standards. However, they remained as proprietors of many of the schools.

Over the years other NGOs have entered into a variety of educational activities and continue to make tremendous efforts in the sector in programmes of pre-school, primary and secondary education, in vocational education and skills training, adult literacy, and civic education. Educational activities form only part of the programme portfolio of NGOs and this to varying degrees. TABLE 1 provides a broad classification of NGO educational activities.

TABLE 1

BROAD CLASSIFICATION OF NGO ACTIVITIES IN EDUCATION

BROAD CLASSIFICATION OF NGO ACTIVITIES IN EDUCATION		
EDUCATIONAL PROGRAMMES	**TARGET GROUP**	**ORGANISATION**
PRE-SCHOOL	rural/urban children 3-5 and a half years	. Association of Pre-School Play Groups . SCF(US) . World Vision . Action Aid . CCAP Blantyre Synod . MAM
PRIMARY SCHOOLS (school proprietors & managers, schools fees, school rehabilitation, provision of school supplies and textbooks, skills training/after school programmes)	rural/urban, 6-13 years orphans	. Anglican Diocese of Southern Malawi. . Action Aid, . ADRA . CCAP Blantyre Synod . CCAP Livingstonia Synod . SCF Malawi . SCF(US) . MAM . Catholic Secretariat . DEMODA . PAMET . World Vision
SECONDARY SCHOOLS	rural/urban, 14-18 years	. Anglican Diocese of Southern Malawi . CCAP Blantyre Synod . CCAP Livingstonia Synod . KAFA . Phwezi Foundation . Catholic Secretariat . ADRA . MAM

BROAD CLASSIFICATION OF NGO ACTIVITIES IN EDUCATION		
EDUCATIONAL PROGRAMMES	**TARGET GROUP**	**ORGANISATION**
SKILLS TRAINING & VOCATIONAL EDUCATION	school dropouts, those with no schooling, PSLC graduates, Secondary school leavers, rural women	. Anglican Diocese of Southern Malawi . CCAP Blantyre and Livingstonia Synods . Catholic Secretariat . CSC . EVARD . Nazarene Vocational School . Phwezi Foundation . SCF(US) . SCF/M . PAMET . World Vision . Tiyende Women in Development
ADULT LITERACY	community	. Action Aid . CCAP Livingstonia and Blantyre Synods . Bahai Spiritual Assembly . World Vision
CIVIC EDUCATION	community	. Anglican Diocese . Catholic Secretariat . CCM . CSC . CCAP Livingstonia and Blantyre Synods . EVARD . MAM . OXFAM . World Vision

BROAD CLASSIFICATION OF NGO ACTIVITIES IN EDUCATION		
EDUCATIONAL PROGRAMMES	**TARGET GROUP**	**ORGANISATION**
INNOVATIVE APPROACHES		
Practical Learning for Living School. (launched October 1993)	6-18 years	. CCAP Blantyre Synod
Paper recycling & paper making	primary schools pupils and teachers	. PAMET
Primary school curriculum on computers (just started)	Primary school pupils from Nazarene campus	. Nazarene Vocational School

1 PRE-SCHOOL PROGRAMMES

The main NGO involved with pre-school programmes is the Association of Pre-School Play-groups established in 1970, which coordinates pre-school playgroups in Malawi. Several other NGOs involved in pre-school activities are SCF(US), World Vision, MAM, CCAP Blantyre Synod, Action Aid, and other church organisations, which collaborate with the Association. World Vision has assisted communities in Chikwawa and Nsanje to organise play-group centres and has paid the teachers and provided food for the children. SCF(US) has assisted with teacher training and training of community mobilisers for pre-schools, and has liaised and worked with the Association in establishing 6 pre-schools, 3 in Mbalachanda (Mzimba) and 3 in Nkhota (Kasungu). CCAP Blantyre Synod has pre-schools in Blantyre, Domasi and Mulanje, Action Aid is planning to establish community based pre-schools in Msakambewa to raise the interest among the communities on the importance of education.

It is recognised by the Association of Pre-School Playgroups that successful efforts to reach children with early education and development is bound to have a lasting impact on their scholastic achievement and increase aspirations of parents for the education of their children.

The pre-school programme aims to promote the social, intellectual, emotional and physical development of children between the ages of three to five and a half years. As such it focuses on "education through play" and proper care of children in a healthy and friendly environment. It also supports mothers and their families in the vital years of the child's life.

It is estimated that there are about 1,393,950 children below the age of five in Malawi[8]. A very few children of under school age attend any form of organised education. Less than 1% attend pre-school play groups (MOE). According to data from the Association there are a total of 113 playgroups, 80 rural and 33 urban covering all districts in Malawi and enrolling 5636 children. The concentration of playgroups is highest in Blantyre, Mzuzu, Lilongwe and Mzimba. Rural pre-schools have about 40-60 children whereas those in urban centres are much larger with about 100 children per centre. The fees charged range from K2 per child per month to K10, thus making these centres out of reach for the poor. Access to early childhood education is currently determined by the availability of centres, parents ability to pay fees, and their general awareness of the value of these programmes.

In order to make pre-school playgroups accessible to poor children in light of the growing demand by rural communities, the Association is promoting and facilitating community based pre-school playgroups. These are organised through voluntary parents committees, volunteer teachers (women with PSLC), and also illiterate women are selected by the parents and trained by the Association at its residential training centre in Blantyre. Fees charged at community based centres are used for feeding the children and determined by the parents committees. Any remainder funds are given as an honorarium to volunteer teachers. Community involvement in the development of early childhood education programmes provides the most sustainable approach to expanding coverage.

The Association has developed clear guidelines regarding the establishment of pre-school groups. It provides training to mothers/volunteers in the organisation and management of pre-school playgroups, in producing simple play materials, and monitoring the play-groups.

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[8]GOM 1987 Malawi Population and Housing Census.

The organisation is currently collaborating with MIE in the preparation of a pre-school curriculum to make a link with primary education, and the curriculum will be widely used by pre-school playgroups in the country.

The programme for pre-schools collaborates closely and is supported by the Ministry of Women and Children Affairs and Community Services (MOWCACS), which itself is implementing a pilot effort in community-based child care in Chikwawa, Mzimba and Salima. Inspite of these efforts which have had a positive impact, it was evident that in promoting the concepts of pre-schools serious issues need to be addressed.

Issues

- Inspite of its importance as a critical entry point for reaching children in their formative years and influencing parental attitudes towards basic education, pre-school education/early childhood education and development has not received attention and priority from government and donors. Links have not been forged between pre-school education and pupil continuation into primary schools. These educational activities remain the responsibility of separate ministries. While MOWCACS assumes responsibility for pre-school programmes the main delivery system for primary education is MOE. There is an absence of a comprehensive government policy framework on early childhood education and development inspite of the goal to provide basic education for all. Funds for pre-school activities remain very limited.

- Rural communities are showing an increasing interest in pre-school activities, but financial constraints impede the Association in extending its expertise and strengthening village communities to manage their own pre-school playgroups. Significant numbers of poor rural children are therefore not reached.

- The organisation is inadequately staffed to undertake its coordination and management functions. It is unable to conduct sufficient training activities, provide play materials,

train parents committees, (only 10% of parents committees are trained) and conduct effective monitoring. Monitoring is undertaken presently with the cooperation of the District Social Welfare Officers. Expansion of the pre-school programme in a systematic manner is therefore limited.

2 PRIMARY SCHOOL EDUCATION PROGRAMMES

Primary schools were originally started by church organisations in Malawi. The CCAP Livingstonia Synod in 1890, followed closely by the CCAP Blantyre Synod, and the Catholic Secretariat in 1901 established numerous primary schools in the country. It is interesting to note that the Catholic Secretariat is the largest provider of primary schools after government. Other NGOs that have established primary schools are ADRA, the Anglican Diocese of Southern Malawi, and the Muslim Association of Malawi. TABLE 2 indicates the number of schools and their geographic spread.

TABLE 2

NUMBER OF PRIMARY SCHOOLS			
NGO	Assisted	Unassisted	Geographical Area
Catholic Secretariat	775	153	Nation wide
ADRA	311	9	Nation wide. The 9 owned by ADRA are in Mzimba, Mwanza, Thyolo, Dedza.
CCAP Blantyre Synod	135	65	Southern Region and Ntcheu
CCAP Livingstonia Synod	200 (approx.)	70 (approx.)	Northern Region & Kasungu
Anglican Diocese of Southern Malawi	22	-	Southern Region
MAM	18	11	Mangochi, Machinga, Zomba and Blantyre

NGOs continue to be the proprietors of government "assisted" schools. It implies that GOM supports these schools through the provision of teachers, teaching/learning materials and other facilities including supervision and inspection. The "unassisted" schools are solely

operated and managed by the community and the church/NGOs. Church organisations have been the most active in supporting "unassisted" schools, and teachers are paid from school fees and collections from the community. It is estimated that there are about 3,000 primary schools in Malawi, (MOE) but the number of unassisted schools fluctuates, depending on the ability of the community to run them continuously.

Box 1: *Unassisted Schools*

Unassisted schools may be likened to community schools, though they follow the same curriculum and pattern as formal primary schools. The community initiates these schools, and some are facilitated by the church or other NGOs to organise the school in terms of finding a temporary facility, identify school teachers from within the community paying them small salaries. School teachers are untrained and are generally PSLC leavers or those who have completed Form 2. These schools may run from Std. 1-3, or even up to Std. 6. Many of the unassisted schools are located in remote areas. The aim of the community is to have the unassisted schools be recognised and assisted by government. The minimum requirements for this are that the community construct two school blocks (4 classrooms) and two teacher houses.

Almost all of these schools suffer from a shortage of trained teachers, poor quality teaching, inadequate teaching materials and school supplies, reflecting the financial constraints of the communities. The main lesson to be drawn from the model is that it represents community initiative and interest, and organisational skills which may then be facilitated by NGOs. The schools provide educational access to those communities who otherwise have no options. However, the NGO/community linkages in the schools have not as yet attempted innovations in the curriculum, teaching methods, modalities for school management, and the qualification of teachers. Such initiatives could well be the base from which communities and NGOs expand primary education if they were well supported both technically and financially.

Interventions of NGOs in Primary Education

Besides the establishment of schools, there are other aspects of primary education where NGOs interface with both assisted and unassisted schools.

- Rural communities are being assisted in the rehabilitation and construction of school blocks, and teachers houses to enable them to meet government standard requirements for becoming "Assisted Schools". School furniture, desks, portable chalkboards, learning and teaching materials, science teaching materials are being provided to these schools. Action Aid, ADRA, SCF(US), World Vision, EVARD are the most active in this area.

- ADRA plans to continue a school rehabilitation programme, and finance it through establishing medium scale enterprises; eg. developing a saline processing company for hospitals, starting a computer school, a parcel delivery service, custom clearance services, food marketing ventures. All of these enterprises are aimed at generating revenue. Profits, about 50% will be channelled to the school programme and the rest invested in new ventures and expansion of existing ones.

- Educational assistance for school fees in the form of bursaries is provided for needy children and orphans. In some instances school uniforms have been given. Thandizani Ana (SCF/M), SCF/US, SCF/UK, DEMODA, CCAP Blantyre Synod, MAM, ELDP and some other service clubs (not a part of this study) are involved. These NGOs are promoting access to primary education which would not be otherwise possible for the beneficiaries. DEMODA focuses on orphans.

- In the area of teacher training Action Aid in collaboration with the DEO has facilitated workshops for training unqualified teachers of unassisted schools. The Catholic Secretariat is the proprietor of two assisted teacher training colleges, one for women in Dedza, St. Joseph's Teacher College and the other for men in Blantyre, the Montfort College. In addition, the Secretariat has two assisted special teacher education institutions, one for the blind and one for the deaf. ADRA is also keen to establish more teacher training colleges.

- SCF(US) is supporting a total of 53 assisted schools in Mbalachanda and Nkhota, 32 and 21 respectively. The organisation has provided start up capital to promote

income generating projects for the school such as "Tuckshops" which sell writing materials eg. pencils, notebooks etc. Funds generated are used by schools to improve school roofing, purchase additional school supplies and move towards sustainability. Improved school playgrounds and building of new ones, the provision of sports equipment are activities also supported by SCF(US).

- An after school programme in skills training is to be initiated by SCF(US) in selected primary schools in Mangochi. It is part of an overall Skills Training Programme for out-of-school youth and women in the Chilipa area of Mangochi. Local artisans will work with teachers to develop a programme that offers students practical skills in elementary crafts and carpentry. It is intended that the programme will give pupils an incentive to stay in school, and offer them the option to continue into the more rigorous skills training programme.

- School children and teachers are learning about paper recycling and paper making for their notebooks for school, commodities which are in short supply. PAMET is implementing this innovative project and has trained teachers and students in 67 schools in the three regions. To expand the scope of this programme PAMET's plans include the introduction of paper making as part of the curricula at teacher training colleges.

- **Issues**

Though there are many promising ongoing activities, NGOs from their perspective highlighted serious issues and concerns that confront primary education in Malawi. These issues are summarised below:

- Primary education is neither free, universal, or relevant to the needs of majority of Malawi's rural population. More than 50% of school age children are unable in the present system to attain and retain a firm foundation in basic numeracy and literacy and develop skills relevant to the context of their lives. The revised and improved

curriculum recently introduced (1992) beginning with Std 1, still appears to be overloaded with subjects, but findings are not yet conclusive.

- School fees range between K4-K7.50 per year. The Government has waived tuition fees (MK2.00 per year) for Std. 1-3. Under the GABLE programme the entire school fees payment is waived for girls in Stds. 2-8 who are non-repeaters. Enrollments have risen, but even with the tuition waivers for Std 1-3 poor parents are unable to meet the remaining nominal school charges of approximately K2.00 to K2.50, (maintenance fee) and the costs of notebooks which is now their responsibility.

- NGOs confirmed repeatedly that Malawi's communities/parents are interested in schooling for their children and there is ample evidence indicating an increasing demand for education. This holds true inspite of the fact that in many areas children/girls are not enrolled in schools. Economic reasons and often long distances to school (eg. 11 km) for the young, were cited as some of the key factors that prevent parents from sending children to school. The Principal of the Islamic Centre in Mangochi pointed out that considerable education of communities was still required, particularly with regard to girls enrollment and completion in schools. The Centre is therefore proposing to use the Mualims at the mosques as an advocacy channel for education. Mualims are the respected teachers at the Islamic schools or Madrasas. The MAM is limited by funds in expanding its schools to remote areas.

- School leavers and school dropouts are demoralized. They are seriously constrained by lack of access to vocational programmes that enable them to exploit employment opportunities. Primary school leavers wishing to pursue their studies find that there are limits to the capacity of secondary schools. Programmes and curricula after the school day that could provide options and incentives to children in skills training, sports, school environment clubs (working well in rural Kenya) are non-existent.

- Many schools in the communities where NGOs work lack an exciting environment.

There is no fun involved in school. Teaching methods are ineffective, and do not promote participation of students through information sharing or in learning activities. The revised curriculum is intended to be more child centred. In addition the school system assumes no responsibility for students who are good performers but drop out because they failed one subject, or for some other reason.

- Improvements in school facilities, must meet rigid government standards. The minimum requirements to be eligible for government assistance are two school blocks (4 classrooms) and two teachers houses. Many communities are too poor to make this investment. NGOs with their own financial constraints are unable and hesitant to get involved with construction costs. Appropriate low cost designs and models have not been explored, though they may well serve the same purpose and at the same time lower capital costs.

- NGOs engaged in school improvements, find a dearth of low cost learning and teaching materials. The lack of charts, posters, notebook paper and supplementary reading material is in itself a disincentive, and students are bored. In this connection an educational survey undertaken by MAM with assistance from Africare in two schools in Mangochi and Zomba paints a dismal picture.

- Another key issue brought forward in discussions was the limited interface/interaction between schools and communities/parents. Besides communities assisting in school construction materials, parents are rarely involved and utilised for teaching of local skills in which they have expertise eg. farming, fishing, brick moulding. Only about 50% of parents teachers committees are considered to be active. Close parent - teacher interaction could be most useful in setting goals and standards for the school, and ensuring learning outcomes. It could also develop awareness amongst the parents of the value of education, particularly for girls.

The issues and concerns stated above are some of the significant variables that influence parents and children's decision about school enrollment and attendance.

The need to expand primary education to unreached children is compelling but it must at the same time take the variables into consideration.

In reviewing NGO activities in primary education it was evident that there is no single organisation with a clearly defined and developed strategy and an innovative approach to address the needs of rural children who are left out of the formal school system. NGOs individually and collectively have not to this point provided alternatives to address this serious problem in the existing formal education system.

One of the reasons given for this lack of involvement was that NGOs have been hesitant and often ambivalent in taking initiatives in a subsector that was considered the domain of Government after Independence. NGO programmes in primary education have therefore limited themselves to various school improvement projects, rather than tackling the dominant qualitative concerns, and issues of access and coverage. Government and donors up until recently had not placed high priority on primary education. Agriculture and health were the favoured sectors. There has been little in the way of a clear policy guideline/mandate from government that opened primary education for innovation by NGOs. In addition, small local NGOs do not have the technical and financial resources to experiment with new approaches. Since NGOs are almost totally dependent on external donor funds, they have confined themselves to traditional fundable boundaries.

3 SECONDARY SCHOOLS

The role of NGOs in secondary schools again dates back to the turn of the century when the CCAP Livingstonia Synod, CCAP Blantyre Synod, and the Catholic Secretariat opened the first secondary schools in Malawi. There are a total of 74 secondary schools in Malawi. Of these, 48 are government secondary schools and 26 are government assisted church schools. It is estimated that there are about 16 private schools, and their numbers are growing. The Malawi College of Distant Education (MCDE) supplements secondary education and there are a total of 190 MCDEs in the country (MOE). In terms of the

nationwide picture, secondary schools in Malawi are few in number and a very small percentage of students, (about 11% of primary school leavers) have access to them.

Amongst the NGOs involved in the provision of secondary schools are the following:

- The Catholic Secretariat is the largest provider of secondary schools. It has 15 Government assisted schools.and 10 owned and operated by itself.

- The CCAP Livingstonia Synod owns 3 secondary boarding schools; Ekwendeni girls, Robert Laws and Livingstonia Secondary School. MCDE centres have also been established under the Synod. The Synod plans to establish between 1994-1999 six additional secondary schools at Wenya (Chitipa), Lewenzi (Kasungu), Njuju (Mzimba), Karonga (Karonga) and Bandawe (Nkhata Bay). It is in the process of seeking financing for these schools.

- The CCAP Blantyre Synod operates one secondary school on its premises in Blantyre.

- ADRA owns 3 secondary schools and one MCDE, in Mzimba, Mwanza, Thyolo and Dedza respectively.

- The Anglican Diocese of Southern Malawi is the proprietor of two assisted secondary schools in Malosa (Zomba), and Malindi (Mangochi). The Diocese indicated that owing to a shortage of secondary schools, some of its primary schools have been used as MCDE centres for secondary education. These arrangements are inadequate to meet the demand of the large numbers of students coming from a far.

- The MAM owns two secondary schools in Blantyre; one is an MCDE. In October 1993 KAFA in Karonga opened a secondary school which is financed by the organisation. Teachers have been recruited and student enrollment has commenced but the rehabilitation of premises remains to be completed.

- Phwezi Foundation in Rumphi established a private secondary school in 1991. The school enrollment of 1000 students makes Phwezi the largest single secondary institution in the country, with students coming from all parts of the country. Student composition shows an almost equal proportion of male to female pupils and a faculty strength of 40 teachers. It was pointed out that separating the sexes in classes had brought about a marked improvement in the performance of girls, which went up by almost 80%. KAFA intends to follow a similar approach in its newly established schools.

NGOs as proprietors of the schools also contribute to the maintenance of dormitories and facilities. TABLE 3 indicates the number of schools of NGOs.

TABLE 3

NUMBER OF SECONDARY SCHOOLS			
NGO	**Assisted by GOM**	**Unassisted**	**Geographical Area**
Catholic Secretariat	15	10	Nation wide
CCAP Blantyre Synod	1		Blantyre
CCAP Livingstonia Synod	3		Mzimba and Rumphi
ADRA	3		Mzimba, Mwanza and Thyolo
Anglican Diocese of Southern Malawi	2		Zomba and Mangochi
MAM		1	Blantyre
KAFA		1	Karonga
Phwezi Foundation		1	Rumphi

Impressive work has been undertaken in promoting secondary education and NGOs have demonstrated their capacity in the establishment and management of these schools. But inspite of these worthwhile efforts there are issues they consider remain unresolved and need to be addressed.

- There is a shortage of well trained secondary school teachers, inadequate facilities, poorly equipped science classrooms in both assisted and unassisted schools though the problem is more acute in the latter. Similar problems are faced by the MCDEs.

- The curriculum in secondary schools is academic and does not include practical relevant skills that can lead/motivate students in the pursuit of vocations.

- As proprietors of assisted schools NGOs find that maintenance of these schools places a heavy burden on their resources, yet at the same time they have no direct involvement in the management of the schools.

- Transport constraints affect the ability of NGOs to service school requirements (eg. purchase of food and supplies) adequately, especially where schools are distant from public transport facilities. Such situations exacerbate problems for the school management.

4 VOCATIONAL EDUCATION AND SKILLS TRAINING

Fifty percent of NGOs surveyed are actively engaged in Skills Training and Vocational Education as noted in TABLE 1. The trend to continue and expand activities in this area is recognised by NGOs as extremely important, particularly the need to target programmes to school dropouts, those who have never attended school, school leavers, and rural women.

Some reasons cited for increased attention to out of school youth and women was:

(i) the dearth of post-primary educational opportunities for school leavers. As noted, only about 11% of Standard 8 primary school graduates are able to enter the secondary school system.

(ii) the primary school curriculum does not equip school leavers with marketable skills,.

(iii) school dropouts and those who have never attended schools have scarce opportunities for acquiring skills to earn a livelihood. Their prospects for entering the labour market or becoming self-employed are bleak.

Formal sector employment has declined and is unable to accommodate the increasing labour force estimated in the 1990s as 145,000 job seekers per annum, competing for 15,000 - 35,000 job openings annually (DEVPOL)[9]. For example in Mangochi District, SCF(US) currently planning to start a programme for employment skills training, points out that the rates of unemployment in the district stand out as amongst the highest in the country.[10]

NGO programmes in skills training and vocational education range from community based non-formal, non-institutional initiatives aimed at training participants for self-employment in the informal sector, to the more formal structured curricula in technical colleges. The latter institutions are generally preparing trainees to enter formal employment, with standard government certification.

The various programmes implemented by NGOs are discussed below:

Technical Training

Technical training which follows a formal curriculum is provided through NGO technical colleges which are both assisted and unassisted. The Catholic Secretariat has two assisted Technical Colleges in Lilongwe (for men) and in Mzuzu. The other two private technical schools are based in Dedza and Thyolo. Similarly the Livingstonia Synod has an assisted technical college at Livingstonia. Phwezi Foundation runs a private rural polytechnic in Rumphi funded by the German Government. The technical training school has set up a production unit to enable it to become self-sustaining.

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[9]GOM Statement of Development Policies 1987-1996

[10]SCF(USA) Project proposal for Implementation of a Program for Employment Skills Training in Mangochi District.

These technical colleges provide a two year curriculum consisting of courses in carpentry, bricklaying and motor mechanics leading to Government certification. The technical college of the Catholic Secretariat in Mzuzu offers secretarial and accountancy courses in which women are enrolled. The colleges are open to holders of PSLC and JC. Fees range from about K80/term (in assisted colleges) to K200/term (private institutions) and there are generally three terms.

It was noted by the Livingstonia Synod that most graduates of their technical colleges are absorbed into the industry around Mzuzu city. The same is true for the graduates from the Catholic Colleges, where students in the second year are apprenticed to various firms and organisations, which ensures their employment after certification. However, despite the quality training provided by the Phwezi rural polytechnic, results to date were not so encouraging. Some graduates entered the labour market, but many others remained unemployed on return to their communities. The trainees did not opt for self-employment because of inadequate training in entrepreneurial and basic business management skills and a lack of capital. Phwezi is addressing these issues in consultation with DEMATT and SEDOM.

Institutional training is also extended by Livingstonia Synod through a carpentry school (unassisted) at Ekwendeni. It offers a two year curriculum and government certification on completion. The Blantyre Synod has four carpentry training centres in Domasi, Mulanje, Balaka and Chembera. The Livingstonia Synod offers a six months home-economics course and another in typing and book-keeping at the Ekwendeni School. Students sit for Government and Pitman's elementary and advanced examinations. Nearly all who go through the programme are readily absorbed into the labour market.

Non-Formal Vocational Education and Skills Training

The content of skills training provided on a non-formal basis by NGOs is vast and varied. In some programmes certification is also obtained, but for the most part the skills training is targeted towards meeting the needs of school drop-outs and out-of-school youth in the

informal market. As such it is aimed at self-employment and income generation and despite its relative lack of formalisation it is by no means a marginal activity. Several NGOs are active in this area, and the interventions of these organisations are listed briefly:

- The Anglican Diocese of Southern Malawi

The Diocese offers non-formal training at the Ecumenical Lay Training Centre in Chilema for youth in basket making, weaving and painting. It uses local artisans as instructors, and courses run for a month. Some youth are self-employed but others are handicapped because of a lack of capital to purchase materials, and inadequate business skills. Training for Home Craft Workers is actively promoted at the training centre, consisting of a six month residential course for trainers in homecraft, home management, knitting, sewing etc. These courses are on a fee basis and have the same curriculum and standards as those of the courses run at Magomero Community Development Training Centre. The Diocese also opened a training centre for pottery at Malindi, but financial constraints have prevented it from becoming viable.

- Christian Service Committee (CSC)

CSC is funding women's programmes in the training of homecraft workers (undertaken through the churches) and in income generation. Female school leavers have apparently benefitted from the women's programme in Lilongwe, Balaka and Mtendere in improving their economic status. Through its successful low-cost housing project CSC trains local artisans in construction and renovation leading to self-employment for women and men in rural communities. The organisation emphasises agricultural training for income generation. Training is provided in vegetable growing, cassava and sweet potatoes, small-scale tobacco production, soyabean production and utilisation, and soil conservation.

- CCAP Blantyre Synod

The Synod conducts agricultural training in Zomba in horticulture, rice-growing, fish farming

and forestry. It runs a youth (16-35 years) centre where shoe-making and brick-making is taught. Women's training activities include tile making and income generation.

- Evangelical Alliance for Relief and Development (EVARD)

EVARD offers non-formal skills training to both Malawians and refugees in its project areas. Skills training workshops are organised and conducted at village level in tailoring, tinsmithing, blacksmithing, carpentry, brickmaking, agro-forestry, agriculture and include some basic business management skills. The training is provided in short modular courses of six weeks using local instructors, and managed by field supervisors. Women learn knitting, crocheting, dress-making, and baking. EVARD indicated that acquisition of skills does not guarantee immediate self-employment, as trainees have little access to small business loans, and follow-up services from the organisation.

- The Nazarene Vocational School

The vocational school focusses on training for self-employment and works with both Malawians and refugees. The curriculum includes tailoring, carpentry, tool-making, improved agricultural methods and business skills. Courses are short, lasting for about 15 weeks. Fees are scaled for different trainees/clients. Students make their own tools as efficient and low cost substitutes to those purchased at local hardware stores, and some of the students (funded by the Nazarene Church) are provided with a set of tools to take back to their communities for starting a business. The school has introduced an effective bucket drip-irrigation system for rural areas having a short supply of water, and training has been provided in this technology.

The school notes that its success is measured by the fact that most of its students do return to their villages and are self-employed. Refugee women have started taking courses in carpentry which is a break-through in a male-oriented trade. The school is also extending its training services to other institutions, and could be a technical resource in the community.

- PAMET

PAMET trains teachers and students in paper recycling and paper making for school use. It has introduced rudimentary technology for pulping the paper, and is further improving this technology. Beside working with schools PAMET will train women in selected districts in paper making for income generation, and a centre has been already established in Nkhotakota.

- Phwezi Foundation

Under the MVDP rural housing component the NGO utilises local artisans to train women and men in tile-making. Skills training in food processing, manufacturing of ox-carts, soap making, carpentry and joinery, and tin-smithing are also planned in the MVDP implementation.

- Save the Children Federation (US)

SCF(US) is soon to embark on an ambitious skills training employment programme that will target 5,440 women and youth in over 32 communities in Mangochi. The main features of this programme are, to create a cadre of trained trade workers with government certification at grade 3 level, create a low cost village based training model,and implement a primary school based skills training as an incentive for children to stay in school. The latter is for children ages 6-14 years as an after school activity held two afternoons a week. Younger children will be taught to make toys and simple needlecraft items, while the older group in Std. 6-8 will make somewhat more sophisticated items eg. simple school furniture. This model is based on the successful skills training programs that SCF/US is implementing for refugees in Namwera.

- Save the Children Fund/Malawi (Chandizani Ana)

SCFM conducts agricultural skills training programmes for school drop-outs, which has had good results.

- Tiyende Women in Development

Skills training is targeted at school drop-outs and poor rural women (15-35 years), 80% of whom are female heads of households. The residential training programme for six months enrolls 24 participants per session. Fees are not charged but women are asked to contribute a bag of maize. Training is provided in homecraft, embroidery, sewing, needlework, and agriculture. On completion trainees are often unable to set themselves up in small businesses because of a lack of credit facilities. The project plans to create a revolving fund but this has not yet materialized.

- World Vision

World Vision has introduced skills training through its Community Development Projects (CDPs) which are targeted at school drop-outs. Training is in carpentry, tinsmithing, soap-making, and demonstrations in poultry farming. For some of the trade skills, trainees take the exam from the Lilongwe Technical School but details are not known as to how many are successfully employed. About 70% of the Community Development Projects have training for women in homecraft/home management.

- Others

Action Aid plans to conduct a feasibility study for a Skills Training Centre in its project area to address the needs out-of-school youth. ADRA though not yet involved in vocational education is keenly interested in this area.

There is no doubt that NGO initiatives in vocational education are numerous and have merit but there are key issues highlighted in a review of these activities which need to be addressed.

Issues

- Existing curricula of technical training is focussed on a narrow range of skills/subjects (bricklaying, carpentry, motor mechanics) in most of the technical colleges. Assessment of the demand for other marketable skills in the area could broaden the scope of the curricula by identifying new subject areas for training.

- Formal technical training is not sufficiently oriented towards the needs of the informal sector and remains inadequate in providing basic business management skills/entrepreneurial orientation. On completion trainees are reluctant to enter self-employment as they lack the know-how for establishing small businesses.

- Skills training is not always easily translated into employment. In many projects credit was identified as a missing piece. There is inadequate design linkage in the programme with markets, access to credit, business training and follow-up services, all essential in starting and maintaining a business. Skills training programmes therefore need a clear definition and focus in the context of employment/self-employment.

- Vocational training provided by NGOs stereotype gender roles. Certain occupations are widely thought of as suitable for women while others including technical trades are not, and hence there are no women enrolled in trade training. The exception is the Nazarene College training programme in carpentry for women refugees. When asked which was the most popular course amongst the school drop-outs the Tiyende Project Coordinator remarked that training in improved agricultural methods was popular and most relevant to rural women, but that other courses continued to be provided in homecraft, cooking, sewing etc. Indeed it may be important for NGOs to examine their role in contributing to occupational stereotyping and efforts are required to break down existing patterns in this regard.

- Skills training programmes are limited in providing systematic follow up of the

trainees, and have inadequate provision for post-training services and refresher courses. Gainful employment of participants in training programmes is less assured under these circumstances.

- Field supervisors of vocational programmes and instructors are often themselves inadequately trained to transfer skills and need to sharpen their own training techniques.

Vocational education and skill training are valid initiatives and are gaining greater importance as a means of employment/self-employment particularly in the informal job market. To safeguard and strengthen the benefits to the communities served it may be timely for NGOs to review and refine certain concepts and approaches, as well as draw in technical expertise in this field to strengthen the impact of their programmes. Lessons from successful programmes need to be shared amongst NGOs.

5 ADULT LITERACY PROGRAMMES

NGO geographical impact areas have high illiteracy rates. For example in Msakambewa RDA (Dowa) the illiteracy rate is 65%*[11], and in Mangochi District 75% of men and 85% of women are found to be illiterate*. Official estimates put the national literacy rates at 39%, disaggregated to 29% for females and 48% for males[12]. The low literacy rates impede progress of various development activities. This was a concern voiced by several NGOs, and they are attempting to address the issue.

Action Aid is collaborating with the Department of Community Development of MOWCACS to assist in establishing an adult literacy programme in the Msakambewa RDA. Forty one instructors have been trained; some dropped out, so 31 literacy centres are currently operational in the area. Assistance in procurement of teaching aid reference materials is

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* Information from ACTION AID and SCF(USA)

[12]Source 1987 Population Census Data and Educational Indicators for Malawi 1985-1989

being provided by the organisation.

EVARD and SCF(US) are introducing functional literacy through skills training curriculum/programmes in their respective project districts.

The CCAP Blantyre Synod has 65 adult literacy programmes centres which are assisted by MOWCACS in literacy training material aids. The Livingstonia Synod has a more modest programme of adult literacy schools at Nkhata Bay and Livingstonia. CCM is supporting adult literacy efforts through its women's programme.

World Vision has functional literacy classes as one of its major activities in more that 75% of its Community Development Projects (CDPs). WVI has been involved in paying for the training of instructors, buying educational supplies, and collaborates with MOWCACS which provides text books. The Spiritual Assembly of the Bahai's in Malawi described an active Bahai Adult Literacy programme. There are at present 30 Bahai Tutorial Schools operating in the country, each teaching basic adult literacy skills. Teachers of the tutorial schools are volunteers, and have undergone training under the direction of the Spiritual Assembly of the Bahai's in Malawi, in collaboration with the Adult Literacy Department in the MOWCACS. The schools are monitored regularly by representatives of the National Bahai Education Committee. There are presently 615 adults enrolled with women's enrollment being double that of men. This is also true of other literacy programmes in which women predominate. The Bahai community plans to raise the number of its schools to 90 in the next three years.

Though adult literacy programmes merit attention, NGOs recognise with unease that unless efforts and investments are accelerated in addressing the basic education needs of children and youth, and particularly of those who have no access to education at all, the attempt at eradicating adult literacy may become a futile activity.

Some key pedagogical issues were raised in the context of adult literacy activities.

- Prospects for adult literacy per se are not encouraging unless learners are able to

utilise their newly acquired skills productively and retain them. Therefore NGOs are beginning to link adult literacy with vocational skills programme and employment. This approach has a mutually reinforcing effect, increasing the level of skills that can be taught and providing a functional context for literacy. Adult learners need functionality and mastery of skills relevant to their life.

- Insufficient participation of learners in the content of the programme was considered in some cases to be an obstacle to learning. An approach to increase the effectiveness of literacy programmes (one that needs yet to be tried out) is the deliberate involvement of learners in articulating their learning needs and participating in the design of adult literacy programmes.

6 CIVIC EDUCATION PROGRAMMES

In the changing political scene in Malawi over the last two years, NGOs, especially the church organisations have taken the lead initiatives for civic education. The main players are the Catholic Secretariat, CCAP Blantyre and Livingstonia Synod, Anglican Diocese of Southern Malawi, CSC, CCM. World Vision is also beginning to get involved. Civic education programmes are targeted to the community and congregations and seminars have also been organised for women's groups.

CCM/CSC have facilitated a national conference, a regional meeting, and training of trainers workshops to train church leaders who can in turn educate the community. The civic education programmes are focussed on the issues of human rights, and the rights and responsibilities of citizens in Malawi. CSC has developed a curriculum and subject content in the context of human rights which includes: Social, Cultural, Economic and Political dimensions, of human rights, rights of the Child and Survival, Labour Laws, Drug and Alcohol Abuse, Environment and Sustainable Development, and AIDS awareness.

The Public Affairs Committee General Election Monitoring programme (PACGEM) is a collaborative effort of CCM, the Catholic Secretariat and MAM to educate the public about

the forthcoming elections and is an on-going programme.

EVARD has recently prepared a project proposal entitled Transformation towards Democracy. The intention is to start a transformation process within institutions, and within the perceptions that people have of their institutions, and some of the ways in which they could affect transformation.

OXFAM in Mulanje considers its programme of participatory approaches a first step and a natural lead in for the community in civic participation and the making of informed choices on political issues.

NGOs involved in civic education consider it to be an important component of education. Existing curricula at all levels of education, in schools, colleges and the university needs to be reoriented to the new political realities of Malawi.

7 INNOVATIVE APPROACHES

Innovative approaches to basic education in Malawi are few, but there are some encouraging trends in NGO pilot initiatives which are starting, and lessons from these could be applicable to other NGO activities in the future.

- **Practical Learning for Living School**

A new initiative (November 1993) is being launched by CCAP Blantyre Synod as a response to the immense issues faced in basic education. The Practical Learning for Living School (PLLS) is an alternative adventure in academics and skills training emphasizing flexibility and relevance to Malawi's environment. The school will be based at Domasi Mission and open to boys and girls with boarding facilities.Some of its main features are:

- a provision for continuous education from Std. 1 to Form 4 enrolling students from ages 6-18 years;

- flexibility in the time of entry into school, a student can enter school at any time and it would be the right time for them;

- skill training as the base around which the traditional 3Rs of education are developed;

- flexibility of programme content to be decided together with the community and based on its needs;

- close interaction with the community and use of their local expertise for teaching/instruction in the school;

- a curriculum that includes carpentry, cabinet making, leather works, farming, shop-keeping, art, music, business, and computers.

- **Primary School Curriculum on Computers**

The Nazarene Vocational School, at Bangwe is piloting a programme to train pupils in primary school curriculum on computers and to motivate children to learn English. Twenty five students from the Nazarene campus will be involved. The impact of this approach should be indicated by the early part of 1994.

- **Paper Recycling & Paper Making**

The PAMET initiative has been discussed under vocational education (II B). The innovative approach has the potential to respond to school needs for affordable paper and notebooks, as well as in imparting skills for income generation through paper production.

Summary

To sum up, the brief review of educational activities illustrates the diverse and critical role of NGOs in the sector. Primary school interventions remain fairly conventional though there

are a few attempts to test new ideas. The situation of children left out of the school system has not yet become a targeted area of intervention or innovation. Civic education over the past two years has generated considerable interest and become an expanded area of activity. Vocational and skills training has assumed greater importance with increasing numbers out of school and unemployed. NGOs have become much more sensitive to gender issues and are attempting to include women-focussed elements in many of their initiatives.

The impact of NGO educational programmes, their successes and failures is hard to measure as data is unavailable. Results have often been very promising though limited to specific geographic areas and have benefitted small target populations. They have not gone to scale with wide impact. But there have also been some unsuccessful attempts and NGOs need to examine why and improve on these. Key issues highlighted in the review of educational programmes remain to be addressed. Any assessment of NGOs results should also take into consideration their operating circumstances which are tough, particularly in remote areas. But indeed there is a wealth of experience that has been built and potential exists for NGOs to be an important catalyst in basic education if well supported and strengthened.

C ORGANISATIONAL STRUCTURE AND MANAGEMENT CAPACITY

Institutional capacity is a key determinant to effective execution of development projects by NGOs and the sum total of many attributes. It includes the management structures and networks for delivery, the personnel and their level of qualification, training and experience, financial resources, a monitoring system and an effective outreach methodology/strategy that impacts positively on the selected beneficiaries. This section of the report attempts to examine the various attributes.

NGOs surveyed are relatively small establishments with varied structures and sizes depending on whether they are small locally based at one site/district, to nationwide umbrella organisations and international networks. Within this heterogeneous mix there are certain common features that are present.

1 Organisational Structures

NGO structures consist of small hierarchies. The organisations are generally headed by a policy making body, a secretariat at national level with departments or units, and a field presence that may be a field office, staff, or local committees at village/area/district level. Advisory and policy making bodies are generally Boards of Directors, Boards of Trustees, Boards of Management or Advisory Committees.

In the case of indigenous NGOs, (for example Phwezi Foundation, KAFA, PAMET, SCFM) their policy and advisory bodies are constituted of professionals from the public and private sector, prominent business people, community and church leaders who have interest in the aims and proper functioning of the organisation. International NGOs such as Action Aid, Africare, Marie Stopes International, Oxfam, SCF(US) have their policy making boards at headquarters. World Vision has established an Advisory Committee for its Malawi operation.

Similarly the Protestant Churches have an Executive Council, and the Catholic Church organisations have an Episcopal Conference that are responsible for policy matters. The CCM and ECM are the umbrella organisations for all the protestant and catholic churches in Malawi respectively, and their secretariats are based in Lilongwe. CSC is ecumenically organised and acts as the development arm for both the protestant and catholic churches. Its Executive Committee supervises policy and programme implementation. MAM is the umbrella body for all Islamic organisations in Malawi, and has a Central Executive Committee for policy and advisory functions.

Council for Non-Governmental Organisations in Malawi (CONGOMA)

The description of the structures of NGOs would not be complete without including the Council for Non-Governmental Organisations in Malawi (CONGOMA).

CONGOMA is the umbrella organisation for NGOs in Malawi established on February 25,

1992 when the Malawi Council for Social Welfare Services (CSWS) became CONGOMA. Its principal tasks are to promote coordination, collaboration and cooperation amongst members, and between members government and other agencies. It facilitates the flow of information amongst NGOs that could support the effectiveness of their programme. It also enhances institutional capacities of NGOs through facilitating staff training, and advocates on behalf of NGOs. It has 52 member NGOs involved in relief and development work in Malawi. Members are required to pay an annual subscription fee, and have voting privileges.

CONGOMA has become recognised as the national NGO umbrella agency. It has at times been instrumental in acting as a forum for the discussion of issues, addressing the drought emergency in 1992, NGO-GOM relations, and contact with donors. Four editions of an NGO newsletter CONGOMA News, have been produced as well as a draft NGO directory. CONGOMA has facilitated training programmes for NGO staff members on management issues. But despite these achievements its effectiveness has been in question.

It was during the drought that CONGOMA played a key role, serving as a focal point for collaboration and coordination of NGO activities in response to the drought. The Drought Relief Coordination Unit (DRCU)/CONGOMA project was established under the Executive Committee of CONGOMA and funded by UNDP, USAID, UNICEF and various NGO members such as OXFAM and Action Aid. An NGO strengthening fund was also included under the project. The rationale for the Fund was to support NGOs for project activities and for building capacity (ie. overheads/infrastructure, staff, training, technical expertise, transportation) so that relatively small NGOs could expand their capacity to implement relief efforts. The fund was made flexible to allow diverse activities during the drought.

The DRCU concept was an effective model of collaboration between government, donors, and NGOs with a well defined mission and objectives to address a specific need. However the evaluation report of DRCU/CONGOMA points out that the CONGOMA Secretariat as a coordinating body did not play its role effectively because of serious staff and expertise

limitations. Its role became obscure, distancing it from its member organisations and the DRCU.

Issues pertain to its inherent weakness in management and administration, serious limitation in human resources (staff and expertise), failure to adequately pursue its role in coordination and collaboration, in the timely dissemination of information, identification of common interests, and stimulation of discussion with government, donors and NGOs on critical matters of concern to all. In addition it does not have a well established data bank. The weakness of the CONGOMA Secretariat must also be viewed in part as the responsibility of its member organisations which have not provided sufficient support and commitment to their organisation. NGOs themselves have not been as closely involved in assisting CONGOMA to develop services they claim they want and neither have they provided inputs into the strategic planning aspects. In financial terms 90% of the total budget for CONGOMA is provided by donors; NGOs provide 8% through membership fees[13]. During the past years CONGOMA has received financial support from OXFAM, UNDP, and an institutional strengthening grant from USAID's/SHARED Project[14]. The latter is intended to address the very issues discussed above. CONGOMA's staff capacity currently consists of 3 professional staff (an executive secretary, training coordinator, and an accountant) plus five support staff. There are plans to recruit two additional professional staff members.

At its annual general meeting held in November 1993, a clear mandate was given to CONGOMA to improve its effectiveness for future action. A strategic plan for the period 1994-2000 prepared by CONGOMA addresses issues raised in regard to its effectiveness. In brief, CONGOMA will act as a non-partisan, non-sectarian organisation, enhance NGO-government consultation in policy formulation and project implementation, promote the creation of a legal environment conducive to NGO operations by liaising with government

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[13]DRCU/CONGOMA Project Evaluation Report July 1993.

[14]USAID/SHARED Project was initiated in 1991. SHARED Project is a multisectoral project aimed at strengthening the institutional capacities of NGOs and expanding activities in agriculture, health, and enterprise development. SHARED does not extend funds for education sector programmes.

in the enactment of a comprehensive law. In addition it will facilitate the information and networking arrangements amongst NGOs, donors and government, training of NGO personnel, and play an active role in advocating on behalf of NGOs. In the coming year CONGOMA will receive financial support from OXFAM, NGO membership fees and GOM.

As NGO activities become more prominent in African countries, and as government and donors look toward increasing involvement of NGOs in national development, it is of utmost importance that CONGOMA provide strong and dynamic leadership and an effective forum to support the work of NGOs in their diverse fields.

- Headquarters of NGOs

Most NGOs are headquartered in the Southern Region in Blantyre. Of the twenty seven NGOs that were interviewed, 15 have their headquarters in Blantyre and 6 in Lilongwe. KAFA and Phwezi Foundation are based in Karonga and Rumphi respectively. The Anglican Diocese of Southern Malawi has its main office in Chilema (Zomba), and the Southern Baptist Mission development office is based in Zomba.

The concentration of NGO national offices (including those of NGOs not participants in this study) in Blantyre dates back to their initial establishment in an area which had readily available facilities and logistics, was near to refugee areas and in districts where Government identified development needs to be critical.

The secretariats of most NGOs at their headquarters consist of their senior management staff, directors, executive secretaries, deputies, programme staff, administrative units including accountants, secretarial, and other support staff. Larger organisations such as the Synods, World Vision, CSC, CCM, have various departments which may include, projects, women, youth, education, development, human rights and medical. Only a handful of organisations such as the Catholic Secretariat, CCAP Synods of Livingstonia and Blantyre, SCF(US), and ADRA have staff especially assigned to education, otherwise NGO programme staff cover several sectors of work.

2 Delivery Capacity

(i) Delivery Mechanisms

NGOs operate through a wide variety of field offices and networks in their project areas and throughout the country. These offices and networks are sometimes staffed by the NGO as in the case of World Vision, Action Aid and SCF(US). Some work through the government extension network (e.g. community development, agriculture, health, education) combining it with NGO technical staff, others such as ADRA, SCF/M have field staff; as well as local volunteers.

The CCAP Synods of Livingstonia and Blantyre have a vast network throughout their respective presbyteries (a total of 19) and local parishes in the districts of the Northern and Southern Region. The presbyteries may be likened to a field office set up. Similarly the Catholic Secretariat has 7 dioceses and an extensive network of parishes nationwide, which are effective organisers of small communities. ADRA uses the network of Seventh Day Adventist churches spread across the country. Church affiliated organisations and other religious bodies have the greatest access to communities. Their networks permeate many communities reaching individuals at the household level.

Action Aid, SCF(US), SCF Malawi, World Vision have established offices in their geographical impact areas while CSC and WVI also have regional offices. WVI operates through four Area Development Programme offices (ADPs)[15] and Development Assistance Centres (DACs)[16] and has 102 Community Development Projects (CDPs) nationwide, forming one of the strongest delivery network of NGOs in the country. The DACs and ADPs place field staff directly in the communities being assisted. In providing a constant presence of trained field coordinators, development workers and technical staff at ADPs the centres are an important community resource and a point of interaction between the NGO and

[15]Four ADPs are based in Thyolo, Lilongwe, Kasungu, and Karonga.

[16]In Nkhotakota, Lilongwe, Machinga, Chikwawa;

the local population.

Some NGOs are much more localised in one or more districts for example KAFA, Phwezi Foundation and Africare. They use a delivery mechanism consisting of local project committees based in their areas of operation which involve traditional leadership structures. DEMODA links with communities in its selected 3 project districts through Central District Committees. The MAM has in place a fairly extensive network of Islamic Centres at district level[17] and Islamic schools (Madrasas) and mosques linking it to its members at the grassroot level. The Islamic centres are staffed by the Principal, and a District Coordinator who covers several centres in a district, and often combines two districts. Currently there are 4 district coordinators. Tiyende is centred at Balaka, and PAMET's linkages are through selected primary schools.

The broad range and variety of field structures provides an insight into the complex mechanism and organisational set up of these NGOs. What is important to note is that in each case NGOs have a decentralised network and mode of operation, and the trend is towards further decentralisation of services and decision-making to local level through committees/groups to emphasise community ownership of projects. NGOs have recognised the importance of establishing a field presence proximate to the communities with whom they work, as the best way for interaction and service provision. However, most NGOs are too financially constrained to support extensive field staffing, and hence they work with government extension structures and the existing traditional networks to establish relevant project committees.

(ii) Outreach Methodologies

One of the main assets of NGOs is their field oriented approach, and their proximity to local communities through their delivery mechanisms. A field mechanism, however, does not necessarily ensure project outcomes. Effective strategies for outreach are essential. In this

[17] There are eight Islamic Centres one each in Nkhotakota, Salima, Machinga, Mangochi, Zomba, Blantyre, Chikwawa and Mulanje.

connection two elements are critical, a systematic approach to development projects, and community participation and training of target groups.

(a) A Systematic Approach

A systematic approach includes adequate needs assessment, proper targeting of beneficiaries, planning, management and follow-up systems, and community involvement in all aspects to sustain the process. NGOs in the past have often underestimated the importance of systematic planning and implementation, not giving it the thoroughness required. It has resulted in projects being poorly conceptualised and planned. But this is changing. NGOs are beginning to institute the systematic approach. For example, both KAFA and EVARD have carried out a rapid rural survey with communities to identify needs. SHARED project has provided institutional strengthening support and expertise to several NGOs in this respect. Action Aid has systematically evaluated and strategised its programme in Dowa. Tiyende has attempted to target primarily a vulnerable group, rural women who are school drop-outs and female headed households. SCF(US) has developed a well planned proposal for a Skills Training Programme in Mangochi. Nevertheless weaknesses remain and staff continue to require adequate training to institute such approaches.

(b) Community Participation and Training

Community participation in projects is strongly emphasised, and is a creed amongst most NGOs surveyed. Varying degrees of success have been achieved in this regard. Action Aid indicated that in the project village Msakambewa participation in planning has not been achieved. Other NGOs have had mixed results. Action Aid noted that communities themselves have not come forward with ideas and plans for action and remain dependent on the NGO for service delivery.

In examining this issue closely it is apparent that the manner in which development projects and services have been planned and implemented in the past has allowed little scope for beneficiary involvement. Partly because of the lack of encouragement for people in the villages to plan and implement their own solutions to local problems, communities feel

unable to initiate action, and have become passive recipients of development. The process of training and awareness creation to promote real participation takes time and is also labour intensive. There has been the risk of placing too much emphasis on the delivery of services and information, without equal attention being given to building and nurturing the receiving mechanism, for participation, or in other words developing capacity of the local communities.

Genuine involvement and participation of communities in decision making, taking initiatives and responsibility for development in their areas is a mode of community participation that has not occurred significantly. It must be differentiated from community participation understood as contributions of the community in terms of labour and materials for self-help schemes. Outreach methodologies have not sufficiently emphasised the organisation and formation of strong cohesive grassroots groups as an effective and low cost delivery mechanism. In fact such mechanisms offer the best and only way to attain sustainability in the long term and provide broad coverage of beneficiaries. NGOs recognise the shortcoming and the important trend is towards developing strategies that address this missing piece in participation.

In this regard training of target groups/beneficiaries to enhance their capacity is critical. Training is being conducted by NGOs both in leadership, organisational skills, as well as in technical fields such as proper water management, health, micro-businesses etc. Positive results have been achieved by some NGOs. Africare cited that in Chiradzulu community development project training has significantly improved the effectiveness of the village water and sanitation committee. Similarly training approaches instituted by OXFAM in Mulanje, and CPAR in Lilongwe district are bringing about positive changes in the capacity of committees/groups.

Efforts to energise and involve communities requires that NGO staff themselves are fully oriented and trained in participatory approaches. Encouraging trends that are being demonstrated therefore need to be strongly supported and strengthened. Viable local community mechanisms offer a tremendous potential for expansion of primary education to

unserviced areas and NGOs could play a key role to bring this about.

3 Staffing Patterns

The management structure of NGOs surveyed ranges from staffs of 1 as in the case of Oxfam[18] to 90 in World Vision. These figures are for managerial and professional staff and do not include support staff of the organisation, (secretaries, typist, drivers, messengers). Seven NGOs, primarily the international NGOs have expatriate staff ranging from 1 to a maximum of 4 at management level. The trend however, is towards developing local management capability in the institutions, and some of the expatriate staff are in Malawi for short assignments or as interns.

It was difficult to obtain a breakdown between various staff categories; allowing for a margin of error, TABLE 4 provides a picture of the staffing situation for managerial and professional staff, and NGOs' own assessment of their staffing adequacy.

TABLE 4

STAFF CAPACITY (Managerial & Professional)			
NGO	**Managerial & Professional Staff**	**Adequate**	**Inadequate**
Action Aid	36 (including field staff)	*	
Africare	9	*	
ADRA	10 & numerous community volunteers at field level.	*	
Anglican Diocese of Southern Malawi	7		*
Association of Pre-school Playgroup	5 & 1 volunteer		*

[18]OXFAM is based in Mulanje. Its approach has been to work with the Agriculture Development Division (ADD) and its existing staff and infrastructure.

STAFF CAPACITY (Managerial & Professional)			
NGO	Managerial & Professional Staff	Adequate	Inadequate
CCAP Blantyre Synod	11 within Synod		*
CCAP Livingstonia Synod	7 within Synod		*
Catholic Secretariat	7 at Secretariat and a total of 35 at the Dioceses level		*
CCM	6 (2 to be recruited)	*	
CSC	33 (including Regional staff)		*
CONGOMA	5 (2 to be recruited)		*
CPAR	5 (7 more to be recruited)	*	
DEMODA	3		*
EVARD	10		*
KAFA	4	*	
MAM	15 (including 12 at field level)		*
Marie Stopes International	10	*	
Nazarene Vocational School	8-9	*	
OXFAM	1 (works within ADD)	*	
PAMET	5		*
Phwezi Foundation	More than 50 (includes staff of technical & secondary schools and MVDP Project)	*	
SCF Malawi	10 (including field staff)		*
SCF (USA)	10-15	*	
Tiyende Women in Development Project	7-8 & 5 volunteers		*
World Vision International	90 (including field staff)	*	

Twelve NGOs stated that they were adequately staffed for the size of the programme being implemented, but if additional activities were assumed staff would be overextended and inadequate in number. Adequacy in staff patterns was qualified by the fact that some NGOs are in the process of recruiting more staff such as CPAR and CCM. ADRA, SCF(M) supplement their staff capacity with the use of volunteers as do many of the church organisations. Thirteen NGOs stated they were inadequately staffed in both technical and administrative areas because of financial constraints.

The gender ratio in staffing patterns particularly at senior management and programme levels is clearly uneven. Most organisations surveyed have few if any women at senior management levels, about 25% at mid-management level, and the highest percentages at secretarial level. This pattern of staff composition is applicable to most organisations with the exception of Action Aid which has a woman at senior management level, and SCF(US) which has about equal ratio of women and men at mid-managerial level. Overall there are few female staff at field level.

Organisations are aware of the gender imbalances in their staffing structures. The reasons given for the low participation are connected to the relatively small pool of professionally trained women in relevant fields, and limited efforts to actively recruit women applicants. Similar reasons explain the low number of women field staff, and that many women find it difficult to relocate to rural areas.

With regard to the quality of staff recruited and retained by NGOs,the response was mixed but generally positive. Most NGOs require a minimum qualification of a college degree. Senior management staff in several organisations have higher academic qualifications and experience in development work. Field staff vis-a-vis field coordinators and development workers at local level are college graduates and secondary school leavers.

It was noted that though NGOs are able to recruit staff fairly easily and some may have adequate numbers it does not necessarily imply that staff have the appropriate skills, technical expertise, and experience in development work and effective project management. The

majority of NGOs have a shortage of qualified mid-level managers and specialised programme staff. Newly recruited staff often acquire skills on the job or through various training opportunities if these are made available by the organisation. The ability to recruit specialist experienced staff depends to some extent on the financial capacity of the NGO. A few institutions; Nazarene Vocational College, Phwezi Foundation, World Vision, Action Aid, SCF(US) Marie Stopes International, CPAR stated that they had well qualified staff, with persons specialised in technical areas such as skills training, health, water, agriculture, credit, education. But by no means was their situation perfect and complete.

4 Staff Training

Training is a key element in institutional capacity building. Almost every NGO surveyed emphasised the importance of training (refer to training needs) to promote professionalism and staff competence in programme management and implementation. The nature and breadth of NGO multi-sectoral activities requires skills in planning and management, technical expertise in specific disciplines, and techniques in the process and dynamics of community participation and organisation. As previously described there are few ready made professionals who fit all of these requirements.

Although NGOs recognise the crucial importance of training, they differ in the intensity of implementing training programmes. Most do not have an overall training plan or regularity in training which is to a large extent related to their financial constraints and partly to the fact that they have not considered an overall staff development strategy. Nevertheless, training is ongoing and opportunities are identified albeit on an adhoc basis.

- <u>Training Needs</u>

Without exception, the NGOs surveyed indicated certain broad areas in which training was considered critical. Training needs were identified in the area of management (programme planning, implementation, monitoring) issues of sustainability, financial management and accounting, proposal writing, computer skills, and in specific technical areas for example

credit, appropriate technology, skills training etc. Planning and management of programmes/projects, and financial administration and accounting appeared to be high on the list of priorities. An NGO Training Needs Assessment 1992[19] also corroborates some of these findings. Besides strengthening the management skills, increasing numbers of NGOs are emphasizing the need to train staff in Problem Solving Participatory Approaches and Training for Transformation. Participatory training has received little attention in previous years. It is critical to the work of NGOs to genuinely involve community participation and empower people as a move towards sustainable development.

- Training Activities

In response to the training needs identified above, NGOs have attempted to arrange and organise various types of training courses. These courses are appropriate to the duties and job responsibilities of their staff, and include training in management, financial administration, project planning, youth work, leadership training, human rights and so forth.

Action Aid has given adequate attention to training staff both inside and outside the country and is in the process of preparing an overall training plan based on a trainee needs assessment, with emphasis on participatory training approaches. More than half of its staff has received training outside Malawi and MIM and POET have been contracted for management training. Services of an NGO, Zimbabwe based Ecumenical Support Services, will be used for participatory approaches. CCAP Synod of Blantyre conducts staff training at the Chilema Lay Training Centre and also sends staff to Nairobi and Harare. CCM staff train at Mindola Ecumenical Centre in Lusaka, as well as at CORAT Africa. The latter is an NGO based in Kenya, which provides courses for church personnel in management for development, hospital management training, and courses for senior financial executives and administrators of organisations.

[19]NGO Training Needs Assessment Nov/Dec 1992 by The Centre for Development and Population Activities (CEDPA) with World Learning Inc. under SHARED/USAID

SCF (US) provides mostly on the job training and opportunities for staff to attend various workshops in Malawi, as well as its own sub-regional workshops. World Vision has a regular and ongoing staff training programme both for national and field staff. The Muslim Association of Malawi has utilised the facilities of the Islamic Forum in South Africa, and sent staff trainees to Uganda, South Africa and Pakistan. ADRA conducts intensive in-country training at six monthly intervals. The Catholic Secretariat with the support of MIM conducts management training for staff for about 2-3 days per year but this was not considered adequate to their needs. Similarly CCAP Livingstonia Synod, also utilizing MIM has had minimal staff development.

OXFAM in Mulanje has since 1990 piloted a training methodology which it refers to as **Problem Solving Participatory Approaches**. The training model has had a positive impact in Mulanje in influencing the ADDs approach to farmers and resulted in the formation of several self-reliant groups who are able to interface effectively with government services. This methodology could be applicable to the work of other NGOs in community mobilisation and organisation. A brief description of OXFAM's training approach is set out in the box below.

Box 2: Training Methodology - **Problem Solving Participatory Approaches**

The participatory approach entails that development planners and service providers begin by establishing a genuine critical and ongoing dialogue with the communities they serve to encourage and enable them to identify their problems and participate in planning and implementation of development initiatives. Enabling communities includes regular training/awareness creation and capacity building strategies. Formation of effective local groups/committees can transform the communities from passive recipients into capable clients who can on a long term interact effectively with development projects and government bureaucracy.

OXFAM has sensitised DDCs, line agencies and extension workers to this approach and on a regular basis organises Training for Trainers and closely follows up on training activities with ADD staff. As a result some articulate and strong groups have been formed in Mulanje, and the training is beginning to have an impact in the project area.

It is important to note that the process of increasing local capacity at grassroot level takes time, but it can also result in sustainable projects and increased confidence amongst villagers. Government, donors and other agencies must therefore take this into consideration.

Along similar lines CPAR has conducted training programmes in Lilongwe district for extension staff of line agencies in **Training for Transformation**. The first workshop was held July 1993 at Nsaru Rural Trading Centre in Lilongwe district. The training methodology emphasises empowering individuals/communities to identify their issues and needs and begin to seek solutions to their problems. Because this training has been most effective CPAR plans to set up a Training Unit at its office which could provide services to other organisations interested in similar approaches. CPAR has two training specialists but will require a total of 9 training facilitators/specialists for the Training Unit to serve all parts of the country and monitor adequately. CPAR needs to explore funding sources for the Training Unit.

. The box below sets out briefly the CPAR approach.

Box 3: Training Methodology - **TRAINING FOR TRANSFORMATION**

The training methodology is based on the precept that people develop themselves by making their own decisions, by increasing their own knowledge and ability, and by their own full participation - as equals - in the life of the community they live in.

CPAR's strategy to bring this about is participatory education, by creating an environment in the community for questioning, problem solving, and facilitating villagers to take responsibility for their own development. CPAR trains animators/facilitators in the techniques of animation, and has two training specialists.

"The methodology is powerful ..." is a comment made by the director of Inter Aide (a French NGO) who attended CPAR's workshop at Nsaru.

In-service training, short refresher courses and on the job training are the most common training modalities currently in use by a majority of NGOs. These have been found to be very effective for new staff at junior levels, field based coordinators and development workers.

Despite these efforts in training it was quite clear from discussions that NGOs are not in a strong position financially and administratively to conduct their own training programme nor do they have the capacity to create in house training units. CPAR would be the exception in setting up an in-house Training Unit. Therefore use is made of outside facilities and institutions. In Malawi several NGOs are contracting the services of MIM and POET to train their staff in management, planning and financial administration. However, funding is extremely limited for staff training and the training needs of NGOs remains largely unaddressed.

- Capacity for Mobility

The situation with respect to transport/mobility of NGOs is seen as a major constraint and most organisations expressed a definite weakness in the area of staff mobility. A few NGOs such as World Vision, SCF(US), Action Aid are able to provide their field staff (field coordinators) with vehicles. In some cases motorbikes and bicycles have been made available to village development workers for improved coverage of villages in the project area (eg. by Action Aid, World Vision). Church organisations with their vast network seemed particularly constrained in terms of staff mobility and proper monitoring and follow-up of projects. Phwezi Foundation stated the need for motorbikes for its field supervisors. Some of the smaller indigenous organisations such as EVARD, PAMET, Tiyende, MAM, KAFA have limited transportation capacity and mobility.

5 Financial Capacity

Financial capacity of NGOs determines their programmatic scope, scale of operations and staffing patterns. As non-profit organisations working with a poverty focus, most NGOs are financially constrained and are dependent on external sources of funds, either received as donations, aid grants from abroad, or funded by international agencies and donors in Malawi. Some NGOs also obtain funds from child sponsorship, such as SCF(US), Action Aid, World Vision, and SCF/M.

In comparison with indigenous organisations, international NGOs appear to have a relatively stronger financial base, drawing on funding from a wider range of private corporations, their own headquarters and other agencies, than local organisations. This is said with caution since organisations such as SCF(US) have also stated their financial constraints.

Finances are requested by NGOs to meet administrative costs, staff training, operational and project costs. Administrative costs borne by NGOs were estimated to be about 30-33% of their total costs.

The annual budgets of NGOs show wide variations. TABLE 5 provides some information abcut the size of NGO budgets and their donor sources. Tiyende Women in Development Project has the smallest budget of MK100,000 while at the higher end of the scale Action Aid and World Vision have budgets of $3 million. Donor sources are diverse, and include local churches abroad, international bilateral agencies, and other private groups.

TABLE 5

ANNUAL BUDGETS AND DONOR FINANCE		
NGO	**DONOR FINANCE**	**ANNUAL BUDGET (Reported in Malawi Kwachas & Dollars) 1993**
Action Aid	ODA, EEC, Private Corporations, International Child Sponsorship	$3 million
Africare	USAID, OFDA, UMCORE, Malawi Lions Club, OPC/SDA, UNDP, UNICEF	$2-3 million
Adventist Development Relief Agency (ADRA)	Seventh Day Adventist Churches in USA, Canada, UK, Denmark, Norway, Sweden, Finland, Australia, Japan, Italy	$1 million
Anglican Diocese of Southern Malawi	United Society for Propagating the Gospel (USPG) UK, Diocese of Birmingham UK, Local Parishes.	MK900,000
Association of Pre-School Playgroups	CARITAS, CEBEMO (Netherlands). GOM	MK330,000
Southern Baptist Mission	Baptist Church Headquarters USA	Over $1 million (approx.)
CCAP Blantyre Synod	Church of Scotland, Ireland, Canada, USA	MK3 million
CCAP Livingstonia Synod	Church of Scotland, USA, Canada, Reformed Church of Netherlands	MK3 million
Christian Council of Malawi	Deacons Work (Germany), Bread of the World (Germany), Christian Aid (UK), Danish Church Aid, Norwegian Aid, Evangelical Church in Germany.	$1.1 million
Catholic Secretariat	Christian Aid (UK), MEFA (German), MISEREOR (German), CARITAS, EC	MK2 million

ANNUAL BUDGETS AND DONOR FINANCE		
NGO	**DONOR FINANCE**	**ANNUAL BUDGET (Reported in Malawi Kwachas & Dollars) 1993**
Christian Service Committee	Protestant/Catholic Churches in USA, Canada, Denmark, Netherlands, Christian Aid (UK)	MK2.3 million (1992)
CONGOMA	SHARED, OXFAM, NGOs, GOM	MK791,663
CPAR	CIDA, Canadian Public Health Association (CPHA) UNICEF	between $400,000 - $1 million
DEMODA	SHARED	$100,000
Evangelical Alliance for Relief and Development (EVARD)	SHARED, UNICEF, OPC/SDA, TEAR Fund of UK, Netherlands, USA, Australia, Germany and Netherlands, CEDAR (Hong-kong)	MK4.5 million
Kaporo Foundation for Rural Development (KAFA)	SHARED	$100,000
Marie Stopes International	EEC, ODA	MK1.5 million
Muslim Association of Malawi (MAM)	SHARED	US$100,000 (approximately)
Malawi Nazarene Vocational School	UNHCR, the Norwegian Refugee Council, US Ambassador's Fund (Malawi), Otto-Benecke Foundation (German)	MK250,000
OXFAM	OXFAM, ODA, Comic Relief UK	MK250,000
PAMET	SHARED, Comic Relief UK, Rockfeller Foundation Malawi, MacMillan Trust, the British High Commission, Rotary Club	MK300,000
Phwezi Foundation	German, and French Government, EC, SHARED, US Ambassador Fund	MK1.7 million
Save the Children Fund/Malawi	AUSTCARE (Australia), UNHCR, SCF(UK), local donations and fund raising	MK1 million
Save the Children Federation/USA	USAID, UNHCR, Otto Benecke Foundation - Germany, SCF Child Sponsorship Funds	Approximately $900,000
Tiyende Women in Development	MISEREOR (Germany)	MK100,000

ANNUAL BUDGETS AND DONOR FINANCE		
NGO	**DONOR FINANCE**	**ANNUAL BUDGET (Reported in Malawi Kwachas & Dollars) 1993**
World Vision International	World Vision Headquarters and donors from USA, UK, Australia, Germany, Austria, Canada, New Zealand, Singapore, USAID	$3 million

Issues

The most common issues raised in connection with the financial capacity of NGOs are summarised below:

- Because of their dependency on external sources of finance NGOs are to a large extent donor driven in their programmes. Donor priorities determine the type of NGO project that is fundable. This may conflict with the priorities that NGO's wish to set for their own programmes.

- There is considerable discussion amongst NGOs about the question of financial sustainability, and ways to achieve it. SCF Malawi pointed out that it had invested in the construction of office blocks (adjacent to its offices) some of which are now rented to CONGOMA and provide revenues for the organisation. Phwezi Foundation has a farm project and a production workshop to contribute towards self-sufficiency. ADRA is setting up medium scale enterprises to finance the construction of schools. However, financial sustainability as yet remains a complex and unresolved issue for most NGOs.

- NGOs have the potential and interest to further expand their programmes to serve community needs, but are impeded by their funding limits and often discouraged by lengthy bureaucratic formalities required to obtain financial support from international agencies.

6 Monitoring Systems

This study can only provide a general assessment of NGO monitoring systems. There was not sufficient time to examine the systems individually and in detail.

All NGOs surveyed have some form of monitoring systems, and their own institutional practices for supervision and record keeping. All organisations also recognise the importance of regular monitoring, follow-up and supervision as effective management tools. Monitoring systems generally include site visits, periodic meetings, monthly and quarterly reports, and yearly visits. However there is considerable variation in the implementation and frequency of monitoring, and in the adequacy of data collected. A large number of NGOs have a monthly reporting system and a pattern of site visits to the projects. But site visits vary. Tiyende Women in Development Project staff often undertake weekly on-site visits to their trainees once the residential training course is completed. The visits focus on problem solving in a practical manner. Frequency is possible because the project covers a small catchment area which is within a radius of 30 kms of Balaka.

Phwezi Foundation for the MVDP project and KAFA for institutional strengthening are supported by USAID's/SHARED Project. Under these projects the organisations have designed adequate monitoring systems that include: site visits, fortnightly (or more as required); progress indicators to measure project performance; quarterly reviews/reports, and yearly evaluations. Both organisations are implementing monitoring activities on schedule. Phwezi has, for example, achieved results in the water development component of MVDP. KAFA's activities however have only recently begun, and it is too early to make a fair assessment.

CSC on the other hand can only implement monitoring visits to its projects once a year from its headquarters. Inadequate staff, but more important the financial/transport constraints have curtailed the frequency of visits and CSC relies on its local project committees, as a mechanism to be utilized for monitoring. Financial constraints and limited staff capacity impede effective monitoring by several other organisations such as the Catholic Secretariat,

CCAP Blantyre and Livingstonia Synods, CCM, the Association of Pre-School Playgroups, and the Anglican Diocese of Southern Malawi whose presbyteries, parishes, and field operations are spread out in many districts and nationwide, their staff are insufficient to cover all these areas, and their mobility capacity is constrained. Monitoring amongst these organisations has also tended to be adhoc; although monthly reporting systems are common, often they are not completed adequately .

Beyond reports, frequency and regularity of site visits was considered a most effective monitoring tool address problems and issues that delay implementation of the project. ADRA emphasises monthly reports and on site visits in its monitoring activities, and participation of the community.

SCF(US) and Action Aid have sound, effective monitoring systems. Staff are trained in the use of the system and performance has been good. Field staff of both the organisations provide regular follow-up and close supervision to project activities in the districts. A participatory component has been built into the monitoring system to ensure community feedback. Both quantitative and qualitative data are procured.

Africare, CPAR, Marie Stopes International, World Vision have well designed monitoring systems and staff who can implement the system, Africare for example has instituted a daily diary system in addition to monthly reports and on site visits. Field staff maintain a daily account of their activities, the villages visited by them and the problems encountered. This data at the month's end provides project staff sufficient information on the basis of which site visits are undertaken and problems resolved.

EVARD is in the process of examining its monitoring system to improve on accessing qualitative data besides relying solely on performance indicators/quantitative data. The Nazarene Vocational School does not adequately follow-up on trainees and recognises the need to do more. The technical training and skills programmes of several other NGOs are also in need of additional monitoring. (eg. Phwezi Foundation, Anglican Diocese of Southern Malawi, EVARD, CCAP Livingstonia Synod).

- Financial Monitoring

Financial accounting and monitoring, in almost all organisations is undertaken by an accountant, an administrative officer/accountant, or a bookkeeper. Most organisations have full time staff for this role, with the exception of the Association of Pre-School Playgroups which uses its trained secretarial staff member for bookkeeping. The study did not delve into the details of the financial systems established by each NGO, but it was noted that both internal and external audits are undertaken by several organisations. International NGOs such as CPAR, Africare and World Vision are also audited by their headquarters.

External audits are undertaken by Graham Carr & Company for the following organisations: Association of Pre-School Playgroups, ADRA, DEMODA, CCAP Livingstonia and Blantyre Synods, CSC, CCM, EVARD, Nazarene Vocational School, Phwezi Foundation, SCF/Malawi, OXFAM, CONGOMA and Africare. Peat Marwick & Mitchell Company provide auditing services to Action Aid and SCF(USA). KAFA did not specify the name of its auditor, but stated that its accounts are audited by a recognised firm of accountants and auditors. Tiyende Project uses auditors from CSC, and MAM has an internal auditing system.

Issues

With the exception of Action Aid, Africare, CPAR, SCF/US and World Vision, there is a definite need to support other NGOs in designing and establishing simple, manageable monitoring systems. Staff require additional training and orientation in monitoring activities. Adequate implementation of these systems is of course essential, as is the need to analyse data for planning and designing future improvements. Staff constraints and mobility are limiting factors in the efficiency of follow-up systems.

Summary

What emerges clearly in an examination of NGO organisational and management capacity,

is the wide variations that exist amongst them in terms of human resources, technical expertise, infrastructure and administrative abilities. NGOs in this study which manifest strong management capacity are Action Aid, Africare, SCF(US), World Vision. These are international NGOs which are relatively better endowed with trained personnel and technical expertise, infrastructure, facilities and finances. Small indigenous organisations and many of the church, affiliated NGOs are constrained by inadequate trained staff, facilities, mobility and minimal administrative support. Inspite of the nationwide networks and access to remote areas which church organisations have, and the valid initiatives of the smaller indigenous NGOs, their potential for development impact is limited. However, these NGOs do have considerable potential for effective management if properly supported. In fact, because of their understanding of the cultural milieu and access to local communities, they can be particularly instrumental in implementing innovative pilot programmes.

It is essential therefore to focus attention on strengthening indigenous NGOs to further develop their capacity, but it does not imply exclusion of international NGOs. An NGO strengthening fund similar to the model established under the DRCU/CONGOMA project should be considered. The NGO strengthening fund would support staffing, training opportunities, equipment and facilities, mobility, and general management and outreach capacity. In addition the fund would support project activities specifically aimed at expanding primary education to children in remote/unserviced areas.

D NGO STRENGTHS AND CONSTRAINTS

The significance of NGO efforts in basic education and their potential for continued intervention and expansion must take into account their strengths and limitations. There are capable NGOs included in this study who are not directly involved with primary education activities, but are willing and interested in expanding their programme portfolios to support efforts in basic education. These include Africare, CPAR, OXFAM who have demonstrated their ability to achieve concrete results in other sectoral projects; and their strong features are also taken into account. The observations on selected NGOs in this study points out the following aspects in terms of their strengths and constraints.

Strengths

- NGOs have proven access to poor communities in remote rural areas, and are capable of mobilizing and facilitating community organisation for development activities; and working with the traditional and local leadership structures. They are also making special efforts and strategising to include women's participation in local committees/project planning. In this context it is worth noting that some of the church-affiliated organisations such as CCAP Livingstonia Synod, ADRA, World Vision, the Catholic Secretariat are mobilizing communities in remote rural areas and supporting a number of unassisted schools. Action Aid, SCF(US), SCF/M, Africare, CPAR, EVARD, KAFA have placed strong emphasis on planning programmes with communities and organising them for projects. Some have paid particular attention to gender equity. Africare for example has made it mandatory that the water and sanitation committees established must have a 60% representation of women. Efforts to recruit women have led to equity on the Chiradzulu Community Development Project Committee (CCDP).

- There is increasing emphasis amongst NGOs on a people centred approach and the trend towards empowering and catalysing local groups/communities to participate in the identification of their needs and actively seek solutions to their problems. In this context NGOs see their role as facilitators rather than as implementors substituting for inadequate line agency services. Organisations such as Action Aid, OXFAM, CPAR, EVARD, SCF(US), World Vision are particularly pointed in this direction. For communities to take ownership of projects will however take time and results are not immediate.

- One of the strengths of NGOs is that they are effective trainers and capable organisers of community education programmes. CPAR and OXFAM have developed and put into practice successful approaches in training such as Training for Transformation, Problem Solving Participatory Approaches. Their expertise is a resource for other organisations. CSC actively organises training in Awareness building and motivation

for Action, which is a main thrust of its development programmes.

- NGOs are effective and low cost intermediaries between the government and rural communities. They function with minimal overhead costs eg. Tiyende, the Nazarene Vocational School, and yet are able to reach rural populations with services and appropriate programmes. They have better information, and understanding about the conditions and problems of the communities they work with and have empathy with them.

- Church affiliated organisations such as CCAP Livingstonia and Blantyre Synods, the Catholic Secretariat have since 1890 developed strong background and expertise in the management and running of educatic ıstıtutions. Others such as MAM, ADRA, Phwezi Foundation have similar expertise and interest in establishing schools and learning centres. Phwezi has a well trained technical team operating its educational institutions. Amongst all these NGOs there is certainly existing management capacity and expertise on which new educational programmes can be designed.

- Another strength of NGOs is their keeness and willingness to collaborate with MOE and donors as partners in basic education. Their grassroots experience in educational activities can contribute to relevant policies, designs and innovative approaches, through pilot activities as well as deliberations on policy issues with government. The ability of NGOs to change their approach, programme portfolio, and their limited bureaucratic procedures, underlies their reknown for flexibility and speediness in implementation. The CCAP Livingstonia and Blantyre Synod, Catholic Secretariat, Action Aid, SCF(US), PAMET, World Vision, ADRA, Association of Pre-school Playgroups have demonstrated positive working relationships with government which could be further developed to focus on new directions in primary education.

- A high level of commitment is evident amongst many NGOs. Staff capacity at senior management level is generally good and experienced, and NGOs are in a position to

provide leadership. They could initiate new approaches in primary education which so far have not been implemented in Malawi on a meaningful scale, provide expertise in training methodologies on community participation and also in establishing monitoring systems that have worked well and are participatory in orientation (refer C 6, monitoring systems).

Constraints/Needs

- NGOs are constrained in the provision of appropriate training for their staff, and there are limited opportunities available to them. Finances for training are often not adequately allocated in the budget. Training for staff particularly at mid-management level is important in the subjects area of management of development projects, accounting, monitoring, and proposal writing. Increased training is also required for field staff in awareness raising techniques, group formation, group dynamics as a means to involve participation of local communities, and finally training is required in specialised disciplines, education water, health, micro-enterprise etc. These are areas where NGOs need capacity building support.

- Financial constraints are paramount. All NGOs are dependent on donor funding. Inadequate finances hinder NGOs in expanding their scale of operations and taking on new initiatives. It negatively influences the recruitment of staff, implementation of training activities, and adequate monitoring at field level. Financial constraints affect NGO infrastructure and staff capacity, and limit geographical coverage of populations. A serious constraint relates to donor guidelines and cumbersome procedures in obtaining funding for projects. This places a heavy burden on NGO staff capacity and their time constraints.

- With the exception of a few NGOs which are relatively better off, such as World Vision, Action Aid, Phwezi Foundation, SCF(US), and Africare, NGOs are constrained in their facilities. They have inadequate office space, equipment (photocopiers, computers,) poor training materials and transport facilities.

- NGOs have received insufficient recognition by MOE with regard to their interventions in basic education, though they are undertaking a broad range of programmes and are still proprietors of many educational institutions. (see II B). Perhaps one of the most important policy constraints faced by NGOs is the lack of a clear government policy/mandate and commitment which opens the education sector to greater intervention and innovation from NGOs and private agencies. Their involvement with DDCs in district level planning and implementation of educational programmes is also a policy issue yet to be addressed. Government requirements and standards for primary education (infrastructure, teacher requirements etc.) limit innovative approaches.

- Significant collaboration and coordination amongst NGOs themselves has not yet developed because of lack of a strong unifying and coordinating mechanism. Therefore considerable gaps remain in NGOs' knowledge of each other, the range of technical skills and expertise that is already available amongst the NGO community, and the various models/interventions being currently undertaken in basic education. This is a constraint that prevents NGOs from mutually reinforcing one another's programme activities, from exploring new ideas, and tapping their existing potential. CONGOMA has had problems as earlier discussed and NGOs themselves have to some degree contributed to its poor performance. It is anticipated that with the recent mandate provided to CONGOMA, NGO coordination and networking arrangements can be revitalised.

- In view of government policy constraints and therefore ambivalence in attempting unconventional approaches in primary education, NGOs in Malawi have not sufficiently exploited their own potential to develop strategies to reach children left out of the formal primary education system.

III NGO COLLABORATION WITH GOVERNMENT AND DONORS ON EDUCATION

A NGO COLLABORATION WITH GOVERNMENT

In general NGO collaboration with government occurs at various levels. At the national level MOWCACS coordinates all NGO activities. Autonomous working relationships have also developed between NGOs and relevant sectoral ministries such as OPC (Rural Development) MOF (Treasury Department), MOH, MOA and Ministry of Works (Water Department). The MOE and MOWCACS are the key ministries collaborating with NGOs in the education sector, with pre-school education and adult literacy falling under the responsibility of MOWCACS. The GOM has established Working Party arrangements with two of the larger NGOs working in multisectoral projects, CSC and WVI. Under the Working Party agreements, NGO and government representatives meet twice a year to discuss the plans and policies of both entities.

NGOs work closely with Government especially at local and district level and have established good/excellent working relationships with government officials, District Commissioner's (DC's),and District Development Committees (DDCs), line agencies and with traditional authorities and community leaders.

Collaboration with Government takes various forms according to each NGO and differs in degree and depth. Some examples can be cited. Several NGOs work closely with DC's and DDCs using them as an entry point to the community. DC's offices have assisted NGOs (eg. Africare) to have access to existing baseline surveys as a starting point to the identification of needy communities in their operational districts. World Vision attends DDC meetings to become familiar with government development activities and issues, but also as a channel to share its plans and interact with the DDCs. CSC also participates in DDC meetings.

In educational programmes NGOs have collaborated successfully with DEO offices in school

rehabilitation, construction of teachers houses, provision of teaching/learning materials, school playgrounds and introduction of paper recycling in selected schools. In the formal school system, organisations such as the Catholic Secretariat, CCAPs of Blantyre and Livingstonia Synods, MAM, ADRA, KAFA and Phwezi Foundation work with the GOM/MOE to discuss and resolve issues pertaining to their schools and institutions. Several NGOs work with MOWCACS to implement adult literacy programmes, such as Blantyre Synod, Action Aid, and World Vision. Similarly the Association of Pre-school Playgroups is supported by MOWCACS and works hand in hand with the Ministry in community-based child care. Oxfam's training in Problem Solving Participatory Approaches. is undertaken through Mulanje ADD.

There are of course other examples where concrete working relationships have been established between NGOs and government at local level in basic education programmes. On a recent field visit by the consultant, the DEOs in Blantyre, Mulanje and Mangochi confirmed their support of NGOs and encouraged links with the District Education Offices. In other sectors as well, NGOs have developed good working relationships with relevant government personnel. Table 6 below gives some examples of NGO/Government collaboration in educational activities.

Table 6

SOME EXAMPLES OF NGO AND GOVERNMENT COLLABORATION IN EDUCATIONAL ACTIVITIES		
NGO	**Government**	**Areas of Collaboration**
Catholic Secretariat CCAP Blantyre Synod CCAP Livingstonia Synod ADRA MAM Phwezi Foundation KAFA	MOE	Collaboration on issues pertaining to the formal education system: establishment of educational institutions, management of schools owned by NGOs. support for unassisted schools, resolving of problems.

SOME EXAMPLES OF NGO AND GOVERNMENT COLLABORATION IN EDUCATIONAL ACTIVITIES		
NGO	**Government**	**Areas of Collaboration**
World Vision CSC	OPC/RD, MOWCACS, DDC	GOM/CSC, GOM/WVI working parties , participation in DDC meetings.
Africare World Vision	DC's and DDCs	Assistance to NGO in access to baseline surveys, entry into the community, and identification of needy target groups.
SCF(US) World Vision ADRA EVARD PAMET Action Aid	DEO offices in project districts of NGOs.	NGO collaboration in school rehabilitation, teachers houses, provision of teaching/learning materials, school playgrounds, paper recycling.
Association of Pre-School Playgroups	MOWCACS and District Social Welfare Officers	Establishment of community based pre-school playgroups, and monitoring of playgroups.
OXFAM	Mulanje ADD	Training of Trainers in Problem solving participatory approaches. OXFAM works within the ADD.
Blantyre Synod World Vision Action Aid	MOWCACS	Implementation of adult illiteracy programmes.
Note: NGOs collaborate with Government in various other sectors.		

Collaborative arrangements may not always proceed smoothly. Government in the past has viewed some NGO activities with skepticism, especially those undertaken at local level

without the knowledge and concurrence of government machinery. In other instances bureaucratic procedures have often delayed rapid project implementation by NGOs. But for the most part it would be correct to say that NGO and government relations are cordial and positive. The working environment for NGOs in education remains conducive in Malawi.

In order to qualify for NGO status the organisations must make an application to the Registrar General and fulfil the terms and conditions set forth in the Trustee Incorporation Act of the Laws of Malawi. The Department of Social Welfare in MOWCACS, which coordinates NGO activities, pointed out that there are no restrictions on NGOs, provided they manifest a formal structure (boards, secretariat, staff, etc.), financial viability in operations and a clearly stated development objective. Loosely structured entities have been discouraged from receiving official recognition. Amongst the NGOs surveyed in this study there appeared to be no problem in this regard.

In an examination of collaborative efforts of NGOs and government specifically in basic education, key issues emerge:

- Firstly, collaboration has been on an adhoc, informal basic, one on one for specific activities. There has been no deliberate attempt on the part of government or NGOs to initiate a mechanism for a more coordinated approach to their programmes at local/district level and to develop a comprehensive framework for their interventions, which remain activity specific. The recent decentralisation policy articulated by government provides an excellent opportunity for government to draw NGOs into development planning and programme implementation at district level through the formal structure of the DDC.

  If indeed DEOs are to have a greater role in designing, implementing and managing resources for education at the district level, they would stand to gain considerably from a partnership arrangement with NGOs. Furthermore, NGOs can act as intermediaries to link the DEO with rural communities. This would lead to greater inputs and involvement from the communities in the decision making process, and

assist the DEOs in designing relevant educational interventions for their districts.

- Secondly it is apparent from all the examples given on collaboration, that NGO/government cooperation and collaboration in basic education programmes has been confined within the parameters of government policies and priorities. In effect NGOs have collaborated well with government albeit in conformity and compliance with its plans, supplementing and filling in the gaps where government was unable to intervene because of its financial and structural constraints. In doing so NGOs have retained their own independence, flexibility and grassroots orientation. While policy makers seek NGO cooperation in programme implementation, there has been less enthusiasm for NGO collaboration in educational policies, programme design and evaluations.

A common sentiment expressed by almost all NGOs in this connection was the urgent need for a more formal partnership arrangement with government/MOE (and this is not confined to district level) that would involve NGOs in a substantive dialogue on policy and issues of basic education and the best ways of tackling them. This to date has not occurred. The mandate given to CONGOMA at the recent Annual General Meeting November 1993, was to further enhance collaboration with Government at policy levels.

NGOs increasingly recognise the need to engage more constructively with government so that they are not marginalised in national debates on education. Their unique insights and experiences at grassroot level requires that the experience be shared/captured to influence policies in education. In this connection, certain important initiatives are already underway and are described in the next section.

B NGO, GOVERNMENT AND DONOR COLLABORATION

Recent Developments

NGOs in Malawi are currently engaged in discussion and dialogue on the issue of Education

for All, and the role of NGOs in Basic Education. Following the Jomtien Conference in Thailand (1990) on Education for All and sharing the conviction that education is a basic human right, there is a new surge of interest amongst NGOs to address this issue more fully. Several meetings/forums have been held since 1990 drawing in the participation of NGOs, Government and Donor Agencies.

- A National Consultative meeting of NGO's, Government and key UN agencies on Basic Education for All, was convened by UNICEF and UNDP on March 31, 1993 to discuss some issues relating to Education for All. The meeting recognised the crucial need for networking amongst NGOs as well as between government and donor agencies. It recommended that UNDP and UNICEF facilitate networking and regular intersectoral meetings on basic education.

- A consultative meeting on Financing of Education was held in Blantyre, January 1993 organised by MOE. It drew together top executives from government, the private sector and NGOs to a common forum for discussion. Its objective was to explore strategies for innovative ways of financing education from internal resources. Observations and recommendations were put forward to address the issue.

- A recent workshop on basic education was held in September 1993, sponsored by UNICEF and facilitated by CONGOMA. The purpose of the workshop was to provide a forum for NGOs, Government and donors to share experiences on basic education and explore strengthening of collaboration amongst themselves. The workshop also discussed the experience of BRAC in non-formal primary education. As a result an NGO National Committee on basic education[20] has been established, and a proposal has been put forward by CONGOMA to UNICEF that the committee prepare a strategy paper on basic education.

[20](The National NGO Committee on basic education includes the following NGOs: Associations of Pre-School Playgroups, SCF/M, Cheshire Homes, DEMODA, World Vision, POET, Phwezi Foundation, CCAP Blantyre and Livingstonia Synod, MAM, METDEV, CARITAS.)

These are promising new developments and initiatives. The government and non-government agencies have inherent individual strengths. If these strengths were fortified and efforts were coordinated, synergetic collaborative programmes could be implemented. To effect such collaboration, dialogue between all agencies involved is of priority and its momentum needs to be maintained, and further elaborated at policy and programme levels.

IV POTENTIAL FOR EXPANDING NGOs ROLES TO PROVIDE PRIMARY EDUCATION TO REMOTE/ UNSERVICED AREAS

The significance of the NGO contribution to primary education cannot be disputed. NGOs have a comparative advantage in working with poor marginal groups and there is reason to believe that their role could be expanded to provide primary education to the unreached children. Non-formal approaches and educational programmes therefore deserve support so that they can be directed towards enrolling children left out of the school system. But at the very outset this objective must be perceived as a priority by communities, government and donors. Government policies to create an enabling environment are necessary to open avenues to NGOs to innovate and expand activities; and donor support would be imperative. Secondly to embark on this venture NGOs would need to give consideration to both the qualitative and quantitative aspects of primary education approaches to address issues described in an earlier section (Section IIB. Primary School Education Programmes).

Primary education can be expanded and enhanced through both the formal school system and non-formal schemes. The NGO community has a responsibility and a potential role within both types of programmes including the piloting of new approaches. Some of these roles are discussed below:

A FORMAL SCHOOL SYSTEM

There are several options open to expanding NGOs roles in assisted and unassisted schools. Though both are important the emphasis is on the latter. Potential inputs of NGOs are described below and matched with NGOs (indicated in brackets) which could possibly support these interventions. The inputs could be:

- Facilitating greater interaction and linkage between school authorities, parents/ communities and local leadership structures. NGOs can orient/train parent groups,

and promote effective parent teacher committees. These mechanisms would enable local communities to become more involved in the decision making and management of schools, provide supervision and guidance, ensure learning outcomes, and enable greater decentralisation of school management. (*possibilities are*: Association of Pre-School Playgroups, ADRA, SCF(US), EVARD, World Vision, Action Aid, CCAP Livingstonia Synod, Catholic Secretariat, CPAR, Africare.)

- Expand and facilitate initiatives in teacher training to include a large number of para-professional teachers drawn from the community. NGOs (*possibilities are*: Catholic Secretariat, Action Aid, ADRA, SCF(US), CPAR, OXFAM) together with the DEO could organise short term community based teacher training programmes that emphasise learner centred and participatory methods to upgrade teaching skills. The training programmes could also integrate gender training and sensitisation of teachers, and training in improved classroom practices to make schools user friendly and more attractive to children.

- In support of the decentralisation strategy of MOE, NGOs can be intermediaries for community participation in DEO planning activities. They can raise popular awareness of educational issues and encourage village communities to participate and articulate their ideas so that relevant educational strategies and programmes are implemented in their districts. Assisting citizens improve their skills in civic participation for education is a critical role for NGOs in the future (*possibilities are*: CCM, CCAP Blantyre and Livingstonia Synods, ADRA, Catholic Secretariat, CSC, Action Aid, SCF(US), World Vision).

- Mobilise communities to provide more pre-school centres since participation in pre-school motivates participation in primary education. NGOs can also facilitate and promote linkages between community based pre-schools and primary schools operating in their areas, as a means of ensuring continuity in education for school children. Community based pre-schools can be the catalysts for developing innovative community primary schools. (*possibilities are*: Association of Pre-school

Playgroups, SCF(US), Action Aid, World Vision).

- Work with school authorities/DEOs, to organise possibilities for part time instruction of two to three hours a day, at a time convenient for working children, e.g for 9-14 years old who have never enrolled in school. Empty classrooms after school could be used in a flexible manner for such courses. (*possibilities are*: CCAP Blantyre and Livingstonia Synods, Action Aid, MAM, Catholic Secretariat, SCF(US), SCF/M, Africare)

- Establish and organise with parent-teacher committees, a counselling system to address student needs, such as drop outs, poor performance in subjects, and teenage pregnancies. Such a service would encourage greater school responsibility and concern on issues that are pertinent to students, and if resolved may retain them in school. (*possibilities are*: ADRA, CCAP Livingstonia Synod, SCF/M, Tiyende).

- Extend their expertise to communities in simple appropriate and low cost designs for school facilities. (*possibility is*: Habitat for Humanity). There is much to be done in the area of low cost structures/technology for school buildings.

- Assist schools in installing safe water supplies and sanitation measures so as to create a healthier school environment. NGOs with expertise in this field (*possibilities are*: CSC, Africare, CPAR,) could thus reinforce school improvement programmes being implemented by other NGOs.

- Design and develop after school curricula with teachers which incorporates vocational skills in basic carpentry, paper making, farming, fishing, sports and environmental activities. Such additions can round out the curriculum and create a stimulating and interesting environment for school children as well as impart useful skills (*possibilities are*: CCAP's Blantyre and Livingstonia, SCF(US), PAMET, Nazarene Vocational school, Catholic Secretariat, EVARD, World Vision).

- Strengthen and continue to expand their on-going interventions in school improvements, which are described earlier on (see section IIB primary education) to enhance the quality of the schools environment and encourage enrollment and retention of pupils.

- Advocate for basic education in NGO impact areas as a broad intervention that supports and sustains the ones listed above.

Details of the above potential inputs/interventions by NGOs will need to be worked out in terms of personnel, costs, funding, if they are to be operationalised.

B INNOVATIVE APPROACHES: PILOT SCHOOLS IN PRIMARY EDUCATION

A challenging option for NGOs in Malawi is to test out innovative approaches and alternative designs to address the needs of the unreached children - those left out of the educational system. The need for such programmes is acute. A model could be adapted from other countries (e.g. BRAC in Bangladesh) that is appropriate to Malawi's situation. Prior to starting up such an initiative, a feasibility study would be required, as well as an identification by NGOs of the educational needs of the target group. A pilot school programme can be initiated on a micro-scale in selected areas/districts beginning with one to three schools, and building on the lessons learnt.

NGO community based pilot schools could have a critical role in bridging the gap between the capacity of the formal school system and the increasing size of the primary school-age-population. Such pilot schools could also be the model to demonstrate decentralised local planning and management of primary education. However, these innovations need formal recognition by government as viable alternatives to the conventional school set up. They also need to link and interface with the formal primary education system through appropriate support and transfer of eligible children with ease.

The pilot schools would respond to the needs of the children/community but would be modest

in coverage of the target group, as well as the standards to be included, most likely Std 1-3. Elements from the BRAC schools that may be incorporated into the model are: a free education, proximity of school to children (2-3 km), small school size (30-40 pupils), availability and selection of para-professional teachers from the community and training for them, flexible school calendars and schedules that suit community needs, and a curriculum designed to ensure that students acquire skills in numeracy and literacy and also elements of vocational skills. Because such schools could meet fewer hours per day to accommodate children's schedules, an abbreviated curriculum[21] would have to be selected and presented in an interesting way, as well as low cost teaching and learning materials.

Active parent community involvement and good rapport with them would be a critical element, as well as close supervision of teacher performance and pilot activities. An essential part of the innovative endeavour will be the active and genuine involvement of the community to create a sense of ownership of pilot schools. It may require NGOs to educate and create awareness in communities about the role of pilot schools especially since formal primary education has been considered the only means of obtaining an education. Furthermore adequate logistical support would be required to access remote/unserviced areas.

NGOs would collaborate with government officials in the area to draw in their support and relevant expertise. The implementation of the pilot school model will require selection of a few NGOs (*possibilities are*: Action Aid, CCAP Blantyre and Livingstonia Synods, SCF(US), Africare, World Vision) financing and technical assistance, and a well conceived monitoring system to avail of adequate data both quantitative and qualitative. In addition, orientation and staff training for selected NGOs in managing Pilot Schools would be extremely necessary. The latter point needs to be underscored. As noted in the BRAC model, the organisation's ability to implement the necessary elements of a targeted basic education programme derived not so much from its knowledge of education, as from its expertise in development management and use of well trained mid-level managers.

[21] A curriculum following MOE curriculum guidelines but focussed on core subjects only: Math, English, General Studies and Chichewa.

The experience of BRAC in Bangladesh, the establishment of community based pre-schools, and the community initiatives taken in unassisted schools in the country offer considerable lessons from which a model could evolve. Unconventional approaches have yet to be tried out in Malawi, but perhaps it is a timely moment for NGOs to demonstrate a pilot workable model which could be the basis for future replication and expansion.

V STRATEGIES/OPTIONS FOR USAID INTERVENTION

The rationale for USAID intervention for expanding NGOs roles to provide primary education to remote/unserviced areas is in keeping with the major goal of the Mission Country Development Strategy Statement (CDSS) to enhance the economic well being of the average Malawian household. The intervention will also complement and reinforce key elements and activities of the on-going GABLE programme. NGO activity in the primary education subsector is considerable but NGOs have not entered the mainstream dialogue on basic education in Malawi. Furthermore NGO initiatives in primary education have not been a priority area of donor support.

It is therefore, relevant and crucial that USAID explore the possibility of support to NGOs to utilise and maximise the potential that exists. There are several key areas for USAID intervention directed at both the macro and micro level.

1 POLICY REFORM

Policy reform that facilitates expanded outreach in primary education is critical. A strong political commitment by government at both the national and local level appears vital to the success of NGO efforts in this area. Interventions by USAID could be directed towards improving the policy environment for NGOs in basic education, and promoting policy dialogue amongst practitioners, policy makers, donors, NGOs, on constraints related to the active role of NGOs in the sub-sector. This could be done through workshops, seminars and meetings sponsored by the USAID Mission. Some of the policy issues that need to be addressed are set out below:

- Government standard requirements for school infrastructure and teachers houses are rigid. Building costs are high and communities are stretched in their ability to provide for these. NGOs are reluctant with their financial constraints to enter into

projects with high capital costs. Government relaxation on infrastructure and acceptance of low cost-appropriate structures would ease the problem.

- Official recognition and encouragement will be required to use trained para-professional teachers, particularly in the lower standards. Teachers could be recruited from local communities, modestly paid, and provided in-service and regular refresher courses with close supervision. Such strategies could greatly intensify outreach and bring primary education within proximity of households in remote areas.

- Acceptance by government of a special condensed curriculum for pilot schools to be developed in collaboration with NGOs/MIE/MOE.

- Allocation of a small part of the government education budget to support NGO innovative approaches and designs on a pilot basis and learn from these, would demonstrate government commitment to promoting alternative models. Funding commitments should also ensure ease of access by NGOs to the approved funds.

- Acceptance of NGOs as equal and formal partners in primary education, and collaboration with them on both policy and implementation matters requires a government mandate.

2 SUPPORT TO A BROAD RANGE OF INSTITUTIONS AND INSTITUTIONAL STRENGTHENING

USAID should support promising junior primary village school initiatives of NGOs with outreach in rural areas. This support should be in conjunction with strengthening the institutional capacity of the NGO involved. Assistance should be provided in a flexible manner for staff development and training, and/or access of staff to relevant training programmes. Technical assistance in conceptualisation/design of primary education activities, management and follow-up systems is equally important as well as administrative costs and transportation. These are costs which donors do not generally wish to support, but

which are directly related to the issues of reaching remote/unserviced areas. In order to provide this support USAID would need to select NGOs in certain districts, assess their programmes and needs in greater depth so that relevant inputs could be made. This study could be used as a starting point.

A complement to capacity building would be for USAID to facilitate greater networking arrangements amongst NGOs to share and explore ideas, and tap their potential and expertise to mutually support each other in primary education activities. International NGOs could be encouraged to collaborate with small indigenous NGOs to extend technical assistance in relevant areas. USAID should explore the involvement of CONGOMA to facilitate working arrangements and information flow between educational NGOs.

3 SUPPORT TO INNOVATIVE PILOT PROGRAMMES IN PRIMARY EDUCATION - PILOT SCHOOLS

Financial support and technical assistance should be provided to NGOs in experimenting with innovative strategies at the community/micro level so as to establish a primary education model that addresses the needs of unreached children. The strategy to launch a pilot approach requires firstly obtaining information about innovative projects (besides BRAC) in other countries, and examining their various approaches. Secondly USAID would need to bring in the technical expertise from, eg. BRAC to present and explain the model to NGOs, Government and donors. Thirdly a model such as BRAC if suited to the local situation in Malawi would need to be designed, developed, and implemented with selected NGOs in specific districts (eg. where non- enrollment is high).

In attempting to establish an experimental model USAID should support a feasibility study. Preparatory to the formulation of a project proposal, exploratory investigations should be carried out on several critical issues: the educational needs of the target group, attitudes of parents and traditional leaders to pilot schools, the involvement of parents and the community, the content and structure of the proposed curriculum, recruitment, training and remuneration of teachers, and the necessary ratio of teachers to pupils. It would also be

necessary to ascertain and examine early on if the model could be replicable and go to scale, once the validity of the pilot design is firmly established.

The pilot effort should incorporate strong monitoring and evaluation components and ensure that the lessons of the experiment are captured, systematically documented, and shared with government,donors and other practitioners. The initiative on pilot schools should be seen as a collaborative effort between local communities, NGOs and government, supported by donors.

4 COLLABORATION WITH OTHER AGENCIES, DONORS AND GOVERNMENT

Another option for USAID intervention involves collaboration with donors and government. In supporting innovative NGO projects in primary education in the design, implementation and evaluation of efforts USAID should work closely with donors like UNICEF, UNDP, ODA, and with MOE. This should include the enhancing of the donor coordination group on education with a sharper focus on pilot schools based on the BRAC model or other. Consultants should be brought in these forums to share their approaches and experience in the context of Malawi.

5 ESTABLISHMENT OF AN NGO FUND MECHANISM

USAID should support the establishment of an NGO Fund mechanism, and examine adaptation of the model used for the DRCU/CONGOMA project. The rationale for the Fund will be to provide support to NGOs in a flexible manner for the interventions that have been described above, in particular for:

- bringing NGOs to seminars, meetings, and workshops with donors and government on policy issues and programme implementation in primary education;

- support to individual organisations for activities in expansion of primary education to

remote areas, and institutional strengthening (infrastructure, transport, training, administration and financial management capacity);

- promoting improved networking arrangements amongst NGOs through CONGOMA and also at project level. The latter involves international NGOs being brought together with small indigenous NGOs to share expertise in specific subjects;

- implementing pilot efforts in primary education such as the BRAC model beginning with a feasibility study.

The Fund if properly targeted could greatly enhance NGO organisational capacity and build strong institutions for the future. Other donors may be interested in collaborating with the fund mechanism and these possibilities could be further explored with them.

VI CONCLUSION

NGOs in Malawi are increasingly important players in the development scenario and in the education sector. As heterogeneous entities both indigenous and international, secular and sectarian, some widespread in the country, others focussed in specific geographical areas, their programmes cover a wide spectrum of multisectoral activities, with education being an important one. The newly emerging political situation in Malawi shows promising signs for widening the scope for NGO action in development programmes.

Interventions of NGOs in education include a broad range of activities in pre-school, primary and secondary education, vocational education and skills training, adult literacy and civic education. In many of these programmes NGOs have collaborated well with Government. While much has been achieved, and small communities and individuals have benefitted, weaknesses and deficiencies remain, which need to be addressed, and improved.

Multiple and critical issues confront the primary education system in Malawi. A key issue is that almost half the school age population is left out of the formal primary school system. While NGOs have attempted to respond to the issues in primary education, their interventions have been confined to the parameters of what was expected by government, and within the formal school system. Innovative and unconventional approaches to reach children totally outside the school system have not yet been tried and tested in Malawi on a meaningful scale.

But since the impetus provided by the Jomtien Conference on Education for All, there is evidence of high interest among NGOs to become engaged in critical national issues as the one being discussed. However it is also imperative that government create the favourable policy environment in which NGOs can innovate and test alternative methods in non-formal primary education. Lessons from other countries demonstrate that NGOs such as BRAC in Bangladesh have pioneered a successful model in non-formal primary education which is targeted to the needs of the disadvantaged children and youth. Its lessons could well be adapted to Malawi's situation.

The review highlights that there are varying degrees of strengths, capacities and expertise within the organisations which need to be enhanced. Key areas for institutional strengthening are cited as staff development and training, systematic approaches to needs assessment programme planning, development and management systems and technical skills in specialised areas. Training in participatory approaches needs to be stressed as a trend for the future. Most crucial of course is financing for which NGOs presently are dependent on donor funds. Issues of financial sustainability are being considered by NGOs but remain unresolved.

What emerges clearly is that NGOs have considerable background experience in educational services and activities, and could be a potential force for expanding primary education to remote/unserviced areas if properly assisted and strengthened. A challenging initiative would be to test out innovative approaches through pilot schools based on the BRAC model, and do this in collaboration with communities, government and donors. NGOs could also expand the scope of their initiatives within the primary school system.

It is in this context that the role of USAID is crucial. The review proposes USAID strategy to support NGO expanded efforts in primary education be directed at both the macro and micro level. Firstly USAID could support policy reform by initiating a policy dialogue between government, donors, NGOs and other agencies on the constraints that hinder NGOs' active engagement in the sub-sector. Secondly its strategy should include support to promising initiatives of a broad range of NGOs in conjunction with institutional strengthening. Thirdly at micro level financial and technical assistance should be supported to implement Pilot Schools and innovative approaches that target unreached children. The lessons learnt at micro level could be adapted on a larger scale and would broaden the policy dialogue and perspectives on primary education.

As was stated by many NGOs, ultimately Malawi's development depends on the opportunities for education opened to its children.

ANNEXES

ANNEX 1

A PROFILE OF INDIVIDUAL NON-GOVERNMENTAL ORGANISATIONS

Action Aid
Adventist Development and Relief Agency
Africare
Association of Pre-School Playgroups
Catholic Secretariat
Canadian Physicians for Aid & Relief
CCAP - Livingstonia Synod
CCAP - Blantyre Synod
Christian Council of Malawi
Christian Service Committee
Evangelical Alliance for Aid & Relief
Kaporo Foundation
Muslim Association of Malawi
Nazarene Vocational School
OXFAM
Paper Making and Education Trust
Phwezi Foundation
Save the Children Federation (US)
Save the Children Fund/Malawi
Tiyende Women in Development
World Vision International

ACTION AID

Action Aid is a secular international NGO based in UK, and registered as a charity organisation. It is currently working in 19 developing countries in Latin America, Africa and Asia. The major focus of Action Aid programmes worldwide is the alleviation of poverty. Its development approach places emphasis on partnership with target communities to redress poverty.

Geographical Scope

Action Aid began work in Malawi in 1990 in Msakambewa RDA covering the who Traditional Authority (TA) in the Dowa District and has expanded to a second RDA in South Western Mwanza District.

Target Group

Programmes are targeted to the needs of the rural poor.

Programmatic Scope

Action Aid works in an integrated manner in three major sectors: education, health and agriculture. Besides activities in the two RDAs it has three national programmes: AIDS, seed multiplication and distribution, and rural wood conservation. Most of the activities planned have been successfully completed and the population has benefitted significantly.

Education Sector Programmes

The education programme is operating in Msakambewa, activities have not yet started in Mwanza but are expected to begin by mid 1994.

Basic Formal Education

The major activity has been the construction and provision of classroom blocks and teachers houses at unassisted schools in the project area. School furniture, about 300 school desks, teaching and learning materials have been provided. DEO offices have been supported with resources to conduct refresher courses for teachers, and training workshop for unqualified teachers in secondary schools.

Adult Literacy

Action Aid is collaborating with the Department of Community Development to assist in establishing an adult literacy programme in the area. Forty-one instructors were trained, although some have dropped out. There are 31 literacy centres operating in the RDA.

Basic Skills Development

Plans are to appraise the feasibility of selling up a Skills Training Center in the RDA for school dropouts. A consultant will be contracted for this task.

Future Plans for Basic Education Programmes

Action Aid plans to strengthen its adult literacy programmes through effective post literacy activities and establishment of rural literacy information centres. It will support a skill training center, raise awareness in education through training of church and traditional initiators. In addition community based child care programmes will be established based on model programmes being carried out on a pilot basis in Mzimba, Chikwawa, and Salima. Action Aid is interested in innovative design for basic education and in collaborating with other agencies, NGOs in the area.

Organisational Structure and Capacity

The organisation is well staffed comprising of a total of 36 staff with 10 at headquarters in Lilongwe. A well qualified and experienced team has been recruited in Msakambewa, with 3 zone managers who supervise 21 general purpose village development workers (VDWs). The VDWs are locally recruited secondary school graduates.

However the implementation of the extension methodology has only been partially successful and the effectiveness of using VDWs is in doubt because many of them do not identify themselves with the rural poor. Another problem is that the RDA 1 plans have not taken account the lessons learnt from practical experience. In Msakambewa Village, participation in planning has not been achieved. A key weakness in management is that very few women have been recruited at field level.

Training

Training of staff has received adequate attention both inside and outside the country. More than half of the staff have received some training abroad. Training activities have been facilitated by MIM and POET particularly for management training. Action Aid is strengthening its training through a trainee needs assessment and an overall training plan, and wishes to further emphasise participatory training. It will utilise Ecumenical Support Services, an NGO based in Zimbabwe.

Monitoring System

The NGO has a well developed monitoring and evaluation system, and a national monitoring officer responsible for its implementation. Both quantitative and qualitative indicators have keen established along with a component of community participation.

Financial Capacity

Action Aid budget for Malawi totals $3 million. Donors include ODA, EC, private corporations providing 55% of the finances while the remaining 45% are generated from international child sponsorship activities.

Constraints/Issues

A key constraint is the limited abilities of NGOs to innovate, experiment and take risks. Networking arrangements on specific issues of basic education are very limited.

Strategic Directions and Interventions

Based on two years field experience Action Aid has outlined its future strategies; targeting the very poor, "a fully decentralised management and decision making structure", and playing an advocacy role with government and donors. Its programme approach will be characterised by "considered risks".

ADVENTIST DEVELOPMENT AND RELIEF AGENCY (ADRA)

The Adventist Development and Relief Agency (ADRA) is a church-based international voluntary organisation operating worldwide and headquartered in Washington D.C.

Purpose

Its main objective based on the spiritual mission of the church, is to be involved in both relief as well as sustainable development initiatives. ADRA's programmes are non-sectarian and open to all groups.

Target Group

The organisation attempts to reach the poor and underprivileged as partners and seeks to build self-reliance amongst local communities.

Geographical Scope

ADRA works through the Seventh Day Adventist Church consisting of a nation wide network of about 140 church groups and a total of 145,000 members.

Programmatic Scope

ADRA's programmes are multisectoral, concentrated in health, agriculture, education, child survival, water development, disaster relief and AIDS education. In the area of health, ADRA operates health clinics, - two hospitals (Blantyre Adventist Hospital and Malamulo Hospital) and dental and eye care centres. The AIDS education programme is linked with the clinics. Water development programmes support the construction of community wells. Latrines have also been built. The agricultural programme includes two farms in Mwanza and Mzimba for sweet potatoes and cassava. ADRA has continued activities in child survival, and uses a large number of volunteers for child health surveillance.

Education Sector Programmes

ADRA's main intervention in basic education has been in the area of school rehabilitation. It has supported the construction of 320 primary schools, of which 9 are owned by ADRA, and the remainder are now government assisted schools. In addition ADRA has 3 formal secondary schools in Mzimba, Mwanza and Thyolo and one MCDE in Dedza. In order to make school construction a sustainable operation, ADRA is establishing medium scale enterprises eg. developing a saline processing company for hospitals, starting a computer school, a parcel delivery service, custom clearance services and food marketing ventures. Profits from these enterprises, about 50% will be channelled to school programmes and the rest invested in new ventures.

ADRA is keen to support school construction, a vocational school, and a teacher training college. It believes that vocational opportunities are extremely limited, and post-primary options and facilities are required for those who will not continue their academic studies. It also believes that education is a sector that government needs to open up to more NGO interventions. The organisation is involved in a school improvement programme for the 9 primary schools it owns, three of which are in remote rural areas. These schools require finances and technical assistance to upgrade them in terms of quality teaching, materials and school supplies, as well as infrastructure.

Organisational Structure and Capacity

The organisation has a small staff capacity for its numerous programmes, consisting of a total of 30 out of which 10 are managerial and professional staff. To supplement its management capacity large numbers of volunteers are utilised. Its delivery mechanisms consist of the infrastructure and network of the local churches spread throughout Malawi.

Training of Staff

Intensive staff training is conducted every six months in country, and ADRA finds this to be an effective method when combined with close follow-up and monitoring.

Monitoring is the responsibility of the local churches supported by technical assistance from the ADRA main office in Blantyre. Monthly reports and on-site field visits are a regular monitoring tool, and include a participatory component which encourages feedback from the clients served.

Financial Capacity

ADRA is attempting to move towards financial sustainability, but this is a long term plan. Its annual budget runs up to US$1 million. Donor funding is received from the Seventh Day Adventist Churches in USA, Canada, UK, Denmark, Norway, Sweden, Finland, Australia, Japan and Italy. Similar to other NGOs, expanding programme scope is limited by funds.

Collaboration with Government and Other Organisations

Government collaboration is an important feature in ADRA's programmes. In the context of education it feels that government needs to open the sector widely to NGOs and encourage and support their activities. Equally important is the need for concrete and effective networking arrangements with NGOs on specific issues in education.

Constraints

The major constraints include finances, inadequate office facilities and administrative support, and inadequate training in proposal writing.

AFRICARE

Africare is an international non-governmental organisation, non-sectarian, with its headquarters in Washington D.C. and twenty field offices in Africa. It began its operations in Malawi in 1985. Africare is currently supporting about 200 projects in Africa. Some projects are as small and simple as the digging of a village well, others are large and complex as the improvement of a nation's pharmaceutical system. Though the organisation has not yet implemented programmes in basic education, it has an explicit interest in non-traditional approaches to education. Its successful track record in managing water, health and sanitation projects demonstrates its potential for expansion to the education sector.

Purpose

Africare's main objective is to improve the quality of life in rural Africa through the development of water resources, increased food production and the delivery of health services. It has also provided emergency assistance to refugees and drought victims. Its development approach is to marshal only the technical counsel and financial assistance to sustain and encourage efforts at the national and grassroots level.

Geographical Scope

The organisation is implementing projects in Chiradzulu, Ntchisi and Nkhata Bay districts.

Target Group is the rural population in Malawi, and also refugees.

Programmatic Scope

Africare/Malawi current activities are focussed in integrated water health and sanitation projects. The primary goal of these projects is to provide safe potable and clean water to the beneficiaries and community wide health education. There are five such projects, including a total of 51 villages in Chiradzulu, 150 villages in Ntchisi, and 70 villages in Nkhata Bay.

In other areas Africare has assisted MAM in undertaking an educational survey of its primary schools in Zomba and Mangochi, and has provided the Highland Institute of Sciences and Technical Skills a borehole pump to enable students to have clean drinking water.

Africare has achieved considerable experience and skills in implementing integrated water health, and sanitation projects. One of the main reasons for Africare's success rate revolves around the extent of time spent on community mobilisation. Community participation in project planning, implementation, operation, and maintenance of water points, and the training of village based committees and caretakers, will guarantee the sustainability of the projects. Constant monitoring of water points and village (health, maintenance, sanitation) committees is also key to success.

Africare has established effective project committees in Chiradzulu with equal participation from women, (it is mandatory to have 60% women on a committee). Regular training is provided to beneficiaries and is an important component of the programme.

Organisational Structure and Capacity

Africare has a professional staff capacity of 9 with field technical staff at village level. However expansion of activities would require increased personnel.

Training for Staff

Training for field staff is on-going in management and technical matters.

Monitoring System

A well conceived and manageable monitoring system has been established which includes daily dairies and notes of field staff, site-visits and problem solving, monthly reporting, with a participatory component from the community. The system is being fully implemented.

Financial Capacity

Africare has an annual budget of $2-3 million. Funding has been received from USAID, OFDA, UMCORE, Malawi Lions Club, OPC/SDA, UNDP, UNICEF.

Collaboration with Government

The organisation collaborates closely with government, relevant district line agencies, and village leaders at local level.

Future Plans

Africare is very eager to expand from the sector of water to tackle other obstacles and issues that Malawi faces. Two of the proposals aspire to assist rural women smallholder farmers in agricultural income generating activities. The other two proposals will cover an AIDS Education project and a child survival project. In addition the organisation is interested in education and in innovative non-formal approaches to reach children out-of-school.

ASSOCIATION OF PRE-SCHOOL PLAYGROUPS IN MALAWI

The Association of Pre-School Playgroups is an indigenous NGO and was established in 1970. It is an umbrella body for all pre-school playgroups in Malawi, and is non-sectarian.

Purpose

The main objective of the Association is to promote the physical, social, intellectual, and emotional development of children between the ages of three to five and a half years. It focuses on "learning through play", proper care of children, and assistance to mothers in the vital area of a child's life.

Geographical Scope

Pre-school play groups are widespread throughout Malawi in all districts both in urban and rural areas.

Programmatic Scope

The main focus of the Association is to facilitate and support the establishment of pre-school play groups, with an emphasis to further expand activities in rural areas.

There are a total of 113 playgroups, 80 rural and 33 urban, covering all districts in Malawi. Their concentration is highest in Blantyre, Mzuzu, Lilongwe and Mzimba. Rural pre-schools have about 40-60 children whereas those in urban areas have about 100 children. Fees of K2-K10 per child per month are charged at these centres, preventing access to poor rural children, though the demand for pre-school centres is increasing in rural areas. The Association therefore is promoting and facilitating the establishment of community based pre-school playgroups, and collaborating with MOWCACS which supports the Association. A pilot effort is underway in Chikwawa, Mzimba and Salima to establish community based pre-school centres.

In order to organise community oriented pre-schools, the Association facilitates the formation of parents committees, (10 members) to run the pre-schools. It assists communities in finding existing facilities, identifies volunteers/women in the community to work as teachers, (primary school leavers as well as illiterate women are recruited) and trains the women, mothers and volunteers in the organisation and management of pre-school play groups, in making learning materials eg. toys, etc. Parents committees determine the fee charges most of which are spent on providing nutritious food to the children, the remainder of the funds are given as a small honorarium to the teachers. The children teacher ratio is 20:1. Training activities are held at the residential training centre in Blantyre. Training for pre-school activities has been completed to date for the following:

135 Mozambican pre-school teachers
69 Malawian teachers
26 Pre-school organisers
21 Mothers with mentally retarded children
101 Chiefs/village headman
372 Pre-school community mobilizers.

The Association is in the process of collaboration with MIE in the writing of a curriculum that makes links with primary education and can be used by pre-school playgroups on a nation wide basis.

Organisational Structure and Capacity

The institution is short staffed, and has only 5 professionals which includes the Director and 4 pre-school organisers. There are two support staff and one volunteer.

Training of Staff

Staff of the Association have received in house training and refresher courses, but these are limited because of funding problems.

Financial Capacity

The annual budget is MK330,000. The main source of funding are CARITAS and CEBEMO (Netherlands) with minimal subventions from GOM. The institution has a weak financial base.

Monitoring

Monitoring of community based pre-schools is being undertaken by the Association but supported to a large extent by the MOWCACS/District Social Welfare Officers. Monitoring activities tend to be restricted because of financial constraints, and the widespread nature of the programme.

Financial auditing is undertaken by Graham Carr and the institution has a well maintained bookkeeping and accounting system.

Collaboration with Government and Other Organisations

The Association of pre-school playgroups collaborates closely with MOWCACS. It also liaises with NGOs involved with pre-school activities, such as SCF(USA), Action Aid, World Vision.

Constraints

- One of the main constraints of the Association, and one which affects the expansion of the pre-school programme, relates to the fact that government and donors have not prioritised pre-school education as a critical area of support. There is currently no government policy framework for early childhood development and education inspite of the focus on universal primary education.

- The Association is limited in terms of staff, infrastructure, training and funding, to expand the programme to rural areas and cope with the demand.

THE CATHOLIC SECRETARIAT

The Catholic Secretariat is an indigenous NGO and was established in 1901 in Malawi. Its main objective is to serve the needs of the community including the poor in remote areas.

Geographical Scope

The organisation has a nationwide network of dioceses and its programmes are widespread.

Programmatic Scope

Education is a key sector for project activities, in addition to other multisectoral programmes. The development arm of the Catholic Secretariat is CARITAS which is implementing a number of programmes in the health sector. There are 9 catholic hospitals, 3 rural hospitals, 9 primary health centres and 53 health centres throughout Malawi. Supplementary feeding programmes are being carried out at several hospitals. In addition CARITAS intends to undertake projects in water and agroforestry. Women's income generating activities are being supported in fish farming and through tailoring workshop in Lilongwe and Lumbadzi.

Education Sector Programmes

The Catholic Secretariat is the largest provider of formal education after government. It has a total of 928 primary schools, 775 assisted and 153 unassisted schools. Though there are many problems faced in operating unassisted schools, they are attempting to reach a large community which otherwise would be totally deprived of educational facilities.

Secondary education facilities include a total of 25 schools of which 15 are assisted. In addition the secretariat has 4 technical colleges; two are assisted, Lilongwe and Mzuzu while those in Dedza and Thyolo are operated solely by the Secretariat. Formal technical training in the colleges includes a two year curriculum with courses in bricklaying, motor mechanics and carpentry. Fees run to about K80/term, and there are 3 terms. The Mzuzu College runs secretarial and accountancy courses in which women generally enroll, whereas female enrollment in traditional technical subjects is almost non-existent.

The organisation has had good results from its technical schools as most students who have received government certification are absorbed into the labour market. The colleges apprentice students in their second year to various firms and businesses so that on graduation they receive offers for employment. The Secretariat pointed out the need for increased opportunities for post primary vocational education, as well as the need to incorporate vocational training in the secondary school curriculum.

Inspite of the important role played by the organisation in formal education, it has not been sufficiently involved in the formulation of educational policies. As proprietor of many schools in Malawi it has had no say on matters concerning the selection of teachers, the quality of schooling, and other critical issues being faced in the education system. The need for a partnership with government was strongly pointed out. The Secretariat's strong Catholic Education Committee constituted from its congregations, attempts to interact closely with MOE.

Organisational Structure and Capacity

The Catholic Secretariat is comprised of a policy making body which is the Episcopal Conference of Malawi based in Lilongwe. The Secretariat at headquarters is divided into several departments; education, communication, social services, family apostalate, youth, lay apostolate and pastoral. At the district level there are 7 dioceses based in Blantyre, Mzuzu, Chikwawa, Mangochi, Zomba, Lilongwe and Dedza. The dioceses are further divided into parishes and outstations which are the field presence of the Secretariat in the communities. These form the main delivery mechanism of the organisation and the closest link to the communities.

The Secretariat has 7 managerial and professional staff at its headquarters and 8 support staff. Retired teachers are often used at diocese and parish level, and generally there are 7 staff at diocese level, and 3 at the parishes but the organisation still has an insufficient number of staff for programmes that extend nationwide.

Training of Staff

There is no overall training plan and financial constraints have limited staff training. Training is sometimes held once a year for 2-3 days, definitely "not enough". MIM has provided management training to staff, but it is too short, and training needs are unmet.

Monitoring

The Secretariat relies to a large extent on its Education Secretaries at Diocese level and on local churches to undertake monitoring for their own projects, headquarter staff in their limited numbers are unable to cover the vast network of projects. Monitoring activities need to be improved on.

Financial Capacity

The annual budget of the organisation is MK2 million. Donors include Christians Abroad (UK), ODA, MEFA (Germany), Misereor (Germany) CARITAS (Italy) and the EC. However funding is limited for the institution to diversify its development activities and expand its scope.

Constraints

The key institutional constraints are finances, inadequate staff training both at national and field level, insufficient number of programme staff at headquarters, and the inability to provide adequate technical assistance to projects at community level because of limited funds.

The Secretariat would like to expand educational opportunities and as proprietor improve the quality of its schools but is constrained by the lack of adequate government policies that encourage the role of NGOs in education.

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CANADIAN PHYSICIANS FOR AID AND RELIEF (CPAR)

Note

CPAR is not currently involved in the basic education. Its mention in this report is considered important because of its potential interest in innovative approaches to education, its successful programme in Lilongwe district, and its capacity and methodology in "Training for Transformation" which has had positive results. Lessons could be drawn from this approach by other organisations. A brief profile of the NGO is therefore included.

Programmatic Scope

CPAR came to Malawi in November, 1989 to implement community-based development strategies in Chitukula, just outside of Liiongwe. CPAR's main objective is to work for a healthier planet - where health is broadly defined as the physical, mental, economic and environmental well-being of individuals and societies. After an extensive assessment of community needs and capabilities, CPAR in 1989 began setting up a primary health care programme. It will enable Malawians to take greater responsibility for their own needs and strengthen local health-care delivery systems. Given a sense of genuine ownership, communities will be better able to respond to their health-related needs.

Within a four-month period in late 1991, 20 shallow, protected, chlorinated hand-dug wells had been constructed, using CPAR-provided tools, cement and advice. Some 40 women have been trained to maintain the wells and perform minor repairs. A sanitation program is also underway, as is an extensive training for village committees and volunteers. Once self-sustainability is achieved, CPAR and its local partners will seek to replicate this grass-roots approach elsewhere in Malawi. It is also supporting communities in the project area in agroforestry and in building bridges to improve access.

CPAR has implemented training activities in "Training for Transformation". This training methodology is aimed at empowering people to take responsibility for their own development. Training has been conducted for line agencies, extension workers and village monitors. It has been most effective and CPAR's strategic plan for its country programme is to develop a training support unit to service its own programmes but which could also be a resource for other organisations.

Organisational Capacity

Currently CPAR has 5 professional staff but is in the process of recruiting an additional 7. It has two training specialists. At field level it works with government extension workers and project committees.

Future Plans

CPAR would like to address the needs of out-of-school youth, it plans to pilot a programme with youth and for youth in AIDS education. It is also open to other sectors of activity depending on community needs identified. Future plans also include the establishment of a Training Unit for which funding is required.

Financial Capacity

CPAR's annual budget is between $400,000 - $1, million. Donors include CIDA, the Canadian Public Health Association, WFP and UNICEF.

CHURCH OF CENTRAL AFRICA PRESBYTERIAN (CCAP) SYNOD OF LIVINGSTONIA

The CCAP Synod of Livingstonia was established in 1875 by Scottish missionaries. It was the first Christian mission to be permanently established in Malawi.

Purpose

The main objective of CCAP is to spread the gospel through education, information and teaching. Involvement in development activities is seen as a manifestation of the "Gospel in Action". The Livingstonia Synod is one of the three CCAP Synods in Malawi, the others being Blantyre and Nkhoma. Though CCAP is a sectarian organisation its programmes include and are utilised by diverse groups. However CCAP retains exclusivity in senior management and at policy levels.

Geographical Scope

The Livingstonia Synod covers the five districts of the northern region as well as northern Kasungu through its 10 presbyteries that are based in these districts. CCAP emphasis is on working in the remote areas amongst those most affected by poverty.

Programmatic Scope

The Synod has undertaken many development programmes since its establishment, traditional programmes have been in the area of education and health. Its programme scope has extended over the years to other sectors such as water, agriculture, forestry and income generation, based on the needs and initiatives of the congregation and communities.

Education Sector Programme

Historically the CCAP Livingstonia has been a pioneer in education, and Malawi's first highest learning institutions were established at Livingstonia in 1894 at the Overton Institution. CCAP has provided education from primary to secondary and technical levels. Primary schools were established as far back as 1890, and the Livingstonia Synod is a proprietor of more than 300 schools. A large number of these are assisted schools. There are however some very old primary schools and others newly established which are solely managed by the church and the community. Due to financial constraints the schools are faced with many problems and the CCAP is limited in its support to them.

Secondary Schools

The Livingstonia Synod owns three secondary schools - Ekwendeni Girls Secondary School, Livingstonia and Robert Laws. MCDE centres have also been established under the Synod. There are plans to open 6 girls secondary schools in the 5 districts of the Northern Region and negotiations are underway with the government, and donor funding is

also being sought. These will be girls secondary schools at Wenya (Chitipa), Luwerezi (Kasungu), Njuyu (Mzimba), Karonga (Karonga) Bandawe (Nkhata Bay).

Adult Literacy

Modest programmes have been undertaken in adult literacy in Nkhata Bay, Livingstonia, and in Mzuzu.

Skills Training and Vocational Educational

Providing technical and vocational education has been a strong element in the church programmes and considerable experience has been built over the years. A technical college has been established at Livingstonia, providing training to boys in the field of motor vehicle mechanics, carpentry and bricklaying. The curriculum is for two years. The college is government assisted. Some students are selected by the Ministry of Labour, others come on their own to attend as night school students. There are as yet no female students. Graduates from the college are absorbed easily in the industry around Mzuzu City.

The CCAP runs a carpentry school at Ekwendeni Lay Training Centre which is unassisted. The students are trained for two years and appear for government examinations. In addition to the above, CCAP runs a Home Economics, Typing and Book-keeping course at Ekwendeni. Students take Government, and Pitman's Elementary and Advanced exams. Most of the graduates are absorbed into the labour market. There is no female enrollment in any of the technical schools except in the typing and home economics courses considered conventional women's subjects. There are certain issues that the CCAP Synod is concerned about, for example teenage pregnancies, however it has not yet come up with a real solution to this difficult problem.

Future Plans

Plans and negotiations are underway with the government to establish a school for the deaf and dumb at Loudon. A language study programme has recently opened for expatriates in schools and in medical services.

Organisational Structure and Capacity

The CCAP Synod structure consists of the General Synod and the Synod which is composed of 10 presbyteries: Bandawe, Chitipa, Euthini, Ekwendeni, Karonga, Livingstonia, Loudon, Mpasazi, Njuyu and Wenya. Each presbytery consists of its ministers and elders. The presbyteries are further divided into parishes which reach the grassroot communities. The Synod Secretariat has various departments and Synod committees: evangelism, literature, youth, women's work, education, finance, medical and development. Staff in the departments work with their respective committees. Currently

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the synod office is staffed by seven professionals staff but the capacity is inadequate to meet the needs of each of the departments mentioned above, and at least four more professionals are required. Staff capacity remains low as well as the possibilities of training staff due to financial constraints.

Financial Capacity of the Synod is limited. Local resources are used to pay clergy. The Synod is financially assisted by the Presbyterian churches of Ireland, Scotland, Canada and the USA. Details on the annual budget were not easily available due to the shortage of time.

Monitoring is recognised as an important part of the programme, but the Synod must rely primarily on its Presbytery ministers and parishes in local communities to follow up on project implementation. Staff from the Mzuzu office are unable to conduct frequent trips to project sites because of financial constraints. Monitoring is an area where staff capacity and skills need to be strengthened.

Collaboration with Government and NGOs

CCAP collaborates with government in the educational programmes. Its strategy is to be a partner with government, and also to cooperate with other NGOs in relevant activities.

Constraints

The major constraints identified were financial resources and lack of training opportunities for staff in specialised areas. Parish clergy who are at the local level need greater exposure to development work if they are to effectively assist their communities.

Several of the educational institutions being run by CCAP suffer from inadequate training materials; half-roofed school blocks in the unassisted schools, insufficient number of teachers, poorly equipped laboratories and inadequate school supplies. Transportation is another obstacle particularly in remote areas where road access is limited.

CCAP BLANTYRE SYNOD

The Blantyre Synod formed in 1876 was the second mission to be permanently established in Malawi.

Purpose and Structure

Its objectives, structure and organisation are similar to those of Livingstonia with the exception of certain details unique to its operations and projects. The Blantyre Synod has 9 Presbyteries, 200 congregations, 1000 prayer houses or smaller congregations which form a vast network reaching to the village level.

Geographical Scope

The Blantyre Synod provides coverage in all districts of the Southern Region including Ntcheu in the Central Region.

Programmatic Scope

Programmes of the Synod are multisectoral including education, health, agriculture and water, women's income generation activities. In health the Synod is responsible for a mission hospital in Mulanje and a number of clinics. The agricultural programme includes sunflower and maize production; and water development activities have facilitated borehole drilling. The Synod has also emphasised women's income generation projects and training of women in tile-making.

Educational Sector Programme

The Blantyre Synod has been involved in the education sector ever since its establishment and followed similar activities as the Livingstonia Synod. It has pre-schools in Blantyre, Domasi and Mulanje; and is the proprietor of a total of 200 primary schools in the Southern Region and Ntcheu, 135 of which are assisted. In addition the Synod operates one secondary school on its premises in Blantyre.

Vocational Education and Skills Training

Vocational education programmes include 4 carpentry centres at Domasi, Mulanje, Balaka and Chambera; agricultural training activities in Zomba in horticulture, rice growing, fish farming and forestry, and a youth centre (16-35 years) for shoe and brick-making.

In adult literacy the Synod has 65 centres which are assisted by MOWCACS with literacy training material aids. Civic education has become an important emphasis of the Synod's activities in view of the changing political situation in Malawi. In this regard the Synod collaborates with CSC and CCM, and conducts seminars and workshops for its church leaders and for women's groups.

The Blantyre Synod is one of the few NGOs which has launched in October 1993 an innovative school called "Practical Learning for Living School" (PPLS). It is a response to address some of the issues faced in basic education. The main features of this school include a provision to combine education for both primary and secondary level, enrolling students from ages 6-18 years. The school aims at a flexible learner oriented curriculum and schedule, combining both academic and vocational education, a close interaction with the community and use of their local expertise in teaching relevant subjects.

The Synod expressed the view, that a supportive government mandate/policy to open up the education sector to NGOs, could result in considerable innovation, expansion of primary school education to remote areas as well as increased enrollments in existing schools through maximum utilisation of facilities when classrooms lie empty.

Organisational Structure and Capacity

As stated, the structure of the Synod and its delivery mechanism is similar to that of the Livingstonia Synod. Staff capacity consists of 11 managerial and professional staff within the Synod plus 25 support staff. In order to increase the scale of operations staff capacity would need to be increased.

Training of Staff

Opportunities are provided to Synod staff for training both in and outside Malawi. In Malawi training courses are conducted at Chilema Lay Training Centre in leadership development, youth training, management and finances. Staff also attend training programmes in Nairobi and Harare. However, limited finances constrain training activities, and much more emphasis needs to be given to training staff at local parish level in management of development programmes.

Financial Capacity

The main sources of funds include grants from the Synod, and also funding is received from the overseas presbyterian churches in Scotland, Canada, USA and Ireland. The annual budget of the Blantyre Synod is MK3 million.

Monitoring of projects is undertaken by the local parishes and presbyteries, and patterned very much along the lines of the Livingstonia Synod. Improvements and strengthening are required in the monitoring and reporting system.

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Collaboration with Government and NGOs

Blantyre Synod collaborates with government of its educational programme and is in constant touch with other NGOs in relevant areas. It endorsed the idea of building a genuine partnership with government to address Malawi's pressing educational needs. Government and NGOs are interdependent, and the skills and experience of each could greatly enhance the progress of activities in primary education.

Constraints

The main constraints identified relate to inadequate training and finance and the need for a policy environment that promotes NGOs in education.

CHRISTIAN COUNCIL OF MALAWI (CCM)

The Christian Council of Malawi founded in 1942 is an umbrella organisation of all the protestant churches in Malawi and is one of the largest NGOs.

Purpose

The main emphasis of CCM is evangelical work, but since 1988 it has been involved in development projects and emergency assistance.

Geographical Scope

CCM is represented nation wide through its member churches.

Programmatic Scope

CCM does not implement community projects itself but supports member churches and CSC in their development activities. Its main focus has been on refugee work and emergency relief. CCM is also supporting women's projects, population activities, and more recently has become involved with human rights and civic education.

Education Sector Programme

Though CCM considers primary education a national priority, it is not directly involved with the subsector. Since 1990 civic education has been a major focus of its educational programmes. The organisation collaborates with MAM and the Episcopal Conference in implementing the Public Affairs Committee General Election Monitoring (PACGEM) programme. CCM is also a member of the Public Affairs Committee (PAC). It was pointed out that the churches have to be involved in the process of democratization taking place in Malawi.

Organisational Structure and Capacity

CCM is headed by an elected Executive Council of member churches. The secretariat is based in Lilongwe and consists of several departments; women, youth, population, refugees, university chaplaincy, and human rights. Each of these departments is headed by a professional staff, and in total, CCM has eight professional staff including the General Secretary. The professional staff capacity has increased from previous years and is adequate for the current programme activities.

Training

Training for staff is considered important and CCM has sent staff members on various training courses. The youth coordinator participated in a course at the Mindola Ecumenical Centre in Lusaka, senior staff have attended courses at CORAT in Nairobi, and clergy are sponsored for various courses. Management training has been facilitated by CONGOMA and is a crucial training need.

Financial Capacity

CCM's annual budget for 1993 was $1.1 million. Donors include Deacon's Work (Germany) Bread for the World (German) Christian Aid (UK), Evangelical Churches in Germany, Dutch Interchurch, Norwegian Aid and the WCC. CCM is concerned with the question of financial self-reliance, but the issue remains unresolved.

Collaboration with other Organisations

CCM collaborates with government with regard to the implementation of community projects by CSC. It is not a member of CONGOMA, its cooperation with MAM and the Episcopal Conference is in its civic education activities.

CHRISTIAN SERVICE COMMITTEE (CSC)

The Christian Service Committee became ecumenically organised in 1968, and is the development arm of the Catholic and Protestant Churches in Malawi, and an indigenous NGO.

Purpose

The main goal of CSC is to address the development needs and improve living standards of the rural population through its members churches.

Geographical Scope

CSC covers all three regions in Malawi and its programme activities are in the districts of Nsanje, Chikwawa, Chiradzulu, Machinga, Mangochi, Ntcheu, Dowa, Ntchisi, Kasungu, Mzimba.

Programmatic Scope

CSC is involved in multisectoral programmes which include health, water, agriculture, income-generation, education and training. During the period 1970 to the 1980s CSC was involved in the construction of schools and teachers houses. However with the change in funding policy of its traditional donors who saw education as the responsibility of the government, CSC phased out its activities in this area. CSC current focus is in agriculture including training in soil fertility, agro-forestry, hybrid cassava, organic fertilisers and soya bean production. It has also encouraged local churches to set up fish ponds and poultry demonstrations. In 1993 it started a programme in co-operation with MUSCCO to provide credit to small farmers particularly women's groups. Another recent initiative is the "Rural Low Cost Housing Project."

In its health projects CSC supports primary health care services, family planning programmes, and the provision of health infrastructure (eg. construction of clinics and health centres) as a basis for expanded medical services, particularly preventive medical care.

Water development activities assist communities in constructing hand dug wells, drilling and maintenance of boreholes; and improvement of water supplies at various church institutions such as hospitals, health units and schools.

Women in development programmes have received considerable attention and CSC has supported the training of homecraft workers, and promotion of women's income generating activities.

Education Sector Programme

CSC is not involved in primary school education. Its main thrust has been in implementing a development education programme to motivate people to take action in improving their lives. Leadership training to promote community participation is considered a key aspect. Courses offered included leadership management, home economics, primary health care, nutrition education and others. In 1988 nine courses were organised and attended by over 500 participants. Since 1990, CSC has engaged in an active programme of civic education and together with CCM has facilitated a national conference, and various regional meetings and workshops to educate the citizens of their rights and responsibilities, as well as on the issue of human rights.

Organisational Structure and Capacity

The key decision making body of CSC is the Executive Committee. CSC's chief executive is the Head of Programme assisted by a deputy. The organisations operational departments consist of administration, finance, development education, projects and fund raising, and buildings.

CSC has three regional offices (Mzuzu, Blantyre, Lilongwe) headed by regional coordinators, comprised of professional and support staff. There are a total of 33 managerial and professional staff including those at the regional level. The organisation has only two female professional staff.

CSC consider its staffing inadequate particularly in the central and northern regional offices. Staff training is also considered inadequate because of financial constraints. CSC implements projects through community based project committees to devolve responsibility to the community level for implementation, monitoring and accountability.

Monitoring

CSC has a weak monitoring capacity at national level, the main constraint being finances to follow-up the numerous projects implemented. Site visits from the national office can only take place once a year at the most, and CSC therefore relies on its project committees for adequate monitoring at community level.

Financial Capacity

Like most NGOs, CSC is dependent on donor funds. Its annual budget for 1992 stood at MK2.3 million. Donors include the protestant and Catholic churches in USA, Canada, Denmark, Netherlands, Christian Aid (UK), and SHARED.

Collaboration with other Agencies

CSC has maintained a consistent policy to cooperate and collaborate with government and other NGOs. It has a working party agreement with government represented by the OPC's Rural Development Office. Meetings are held twice annually where proposals from both parties are discussed and agreement reached on which projects CSC will implement. CSC also attends DDC meetings. It is a member of CONGOMA, and collaborates closely with other NGOs such as OXFAM and MUSCCO.

Constraints

The main constraints cited are inadequate finances to cover administrative costs and facilities, and inadequate training for its staff.

EVANGELICAL ALLIANCE FOR RELIEF AND DEVELOPMENT (EVARD)

EVARD originated from ZOA Refugee Care Malawi and was renamed EVARD and registered as an indigenous NGO in July 1991 under the Trustees Incorporation Act.

Purpose

EVARD is a development and relief agency with a broad mandate to address the needs of refugees as well as the Malawian population.

Geographical Scope

The organisation works in several impact areas in the districts of Ntcheu, Chiradzulu, Nsanje, Chikwawa, Mwanza, Salima, Dowa and Lilongwe.

Target Group

Programmes are targeted to refugees, Malawians, women and out-of-school youth.

Programmatic Scope

EVARD's programmes are multisectoral and include agricultural production particularly aimed at poor smallholder farmers a significant proportion of whom are women. A crop production intensification and diversification project is being implemented in Ntcheu district funded by WLI for $359,416 for a three year period. EVARD has been working closely with the Ministry of Forestry and Natural Resources to develop a project in agro-forestry in Ntcheu district. Training of communities in planting trees and protecting them is an important aspect of the programme.

In addition EVARD has undertaken income generating activities, and established a health centre in Ntcheu for expectant and nursing mothers. In most of its projects EVARD works through local structures, traditional assemblies, and village committees which are responsible for implementing projects.

<u>Education Sector Programme</u>

EVARD is supporting the construction of a primary school together with teacher's houses in Ntcheu, by providing roofing and other materials and technical assistance. The organisation offers non-formal skills training to both Malawians and refugees in its project areas.

Skills training workshops are organised and conducted at community level, using local instructors and field supervisors as the extension field staff short courses lasting for six weeks have been provided in tailoring, black-smithing, carpentry, brick-making, and include some basic business management training. Functional literacy is integrated in the curriculum for skills training. Home craft training in traditional areas such as sewing, knitting, baking is provided to women by trainers who have attended Magomero College. Projects for women also include gardening skills and alternative crop production.
EVARD indicated that acquisition of skills does not guarantee trainees employment as they have little access to capital or follow-up services from the organisation. Experience with providing loans to refugees for a fisheries project was not wholly successful, and EVARD is cautious about the loan concept with this target group.

Organisational Structure and Capacity

The main decision making and advisory unit of the organisation is the Board of Trustees (consists of 8 members) elected through the general assembly of evangelical churches in Malawi. EVARD has a total of 30 staff of which 10 are managerial and professional staff, and staff capacity remains inadequate.

Training of staff

Some in house training has been conducted for staff, but this is considered a weak area and needs improvement and strengthening.

Monitoring

In the area of monitoring weaknesses exist, and EVARD is reviewing its system to include both quantitative and qualitative data, and have staff implement monitoring on a regular basis. Financial audits are undertaken by Graham Carr and Company in Blantyre.

Financial Capacity

The annual budget of EVARD amounts to MK4.5 million. Donors include SHARED, UNICEF, OPC/SDA, TEAR Fund of UK, Netherlands, USA, Australia, Germany and Netherlands, and CEDAR (Hong Kong).

Constraints

EVARD indicated that key constraints pertain to acquiring an efficient administrative and management system and facilities which includes well trained personnel, modern office equipment in terms of faxes, telephones, journals and relevant information sources for professional staff. In addition inadequate staff and training are also limiting factors for the organisation.

KAPORO FOUNDATION FOR RURAL DEVELOPMENT (KAFA)

KAFA is a newly formed NGO, registered in 1992, and based in Karonga district. It is a non-sectarian NGO, whose main objective is to improve the quality of life in the rural areas of Malawi.

Geographical Scope

KAFA has targeted Kilipula and Mwenemisuku Traditional Areas of north of Karonga Boma as its project sites. These areas are indeed underdeveloped with a general lack of basic infrastructure (roads, markets, health and education facilities).

Programmatic Scope

KAFA's programme has three main components: (i) a community development sector that includes improvement of infrastructure; (ii) education, which includes the establishment of a secondary school; (iii) Indusco which is aimed at promoting existing small businesses and enterprises. Activities have started in the first two components.

Educational Sector Programme

Secondary School

KAFA's primary concern has been the establishment of a co-educational secondary boarding school for 300 students drawn from across the country. The school opened in November 1993, enrollment had begun and the teaching staff was in place, however school rehabilitation was not completed, and laboratories had still to be equipped. School fees of K700-750 per term for three terms are expected to make the school financially viable and self-sustaining. Separate classes will be held for female and male students to ensure high academic performance from female students. This approach has worked well in Phwezi's secondary school.

Primary Education

KAFA is not involved with primary education activities as this was not a priority identified by the target population. The district has high enrollment rates of about 75%-90%, though dropout rates are high in Standards 4, 5, and 6 and specially amongst girls. There are 3 full primary schools in the project area which are underutilised, one of the reasons being the long distance from students' homes.

Organisational Structure and Capacity

KAFA is headed by a Board of Directors consisting of representatives from government, business, church, and other local institutions. The Secretariat consists of a total of 8 to 9 staff; an executive secretary, accountant/administrative manager, a field technician and

support staff (typist, messengers, driver, 3 security guards). KAFA reaches the community through village project committees organised along the traditional grouping patterns of village leader assemblies, and village leadership structures in the area.

Training

Staff training is an important component and will be organised with assistance from CONGOMA and POET.

Training for beneficiaries

Emphasis will be given to enhancing community capacity though the continued training of beneficiaries. Plans are underway to implement short training (approximately 3 days) for various small village groups/committees in leadership and organisational skills, as well as in technical subjects such as water management, maize grinding, mushroom preservation etc. A concerted effort will be made to have at least 40% of women trainees.

Monitoring System

Administrative, organisational and management systems have been established as part of the institutional strengthening component funded by SHARED, which will enhance the effectiveness of KAFA's operations.

Financial Capacity

KAFA has been funded by SHARED for a total of US$99,999 for institutional strengthening over a one year period. It has financed the secondary school from its own funds.

Collaboration with Government and other agencies

In project implementation KAFA works closely with the DDC, Karonga ADD as well as other line agencies and has established good working relationships with them. The cooperation of the local churches will be sought as required.

Constraints

KAFA has limited funds and technical staff.

MUSLIM ASSOCIATION OF MALAWI

The Muslim Association of Malawi is an umbrella body for all Islamic organisations in Malawi and began its operations in 1946. It was registered as a non-governmental organisation in 1957.

Purpose

MAM was primarily established to address the needs of the Muslim community in access to education. The Muslim population in Malawi is estimated to be about 15%.

Geographical Scope

Muslim organisations are widespread in the country, but the main impact areas are Mangochi, Blantyre, Machinga and Zomba.

Programmatic Scope

The education sector has been of major importance, but MAM is also involved in health and agriculture, and income generating activities for muslim women. It has a well managed health clinic - Bilali Clinic operating in Chiradzulu. With support from SHARED project MAM will expand its programme in agriculture, communicating agriculture and rural enterprises information to smallholder farmers in rural areas particularly women.

Education Sector Programme

MAM's activities in the education sector are varied. They include the establishment of a few pre-schools and training of teachers for these. In primary education MAM has 18 assisted schools and 11 unassisted schools in its geographical impact areas some of which are in remote parts. An educational survey undertaken by the Association in collaboration with Africare highlighted the serious problems faced by the primary schools of Tunwe (Mangochi), Mchenga Wedi (Zomba) and the Ntaja MCDE (Machinga) centre.

These problems pertain to poor access to schools, infrastructural problems, a shortage of teachers, lack of teaching/learning materials, overcrowding, improper sanitation facilities, all of which exacerbate the schooling situation. MAM has limited resources to address these critical needs which remain unresolved. The Mangochi Islamic Centre on the other hand has a well run primary school with adequate facilities for boarders, and a curricula which includes both secular and Islamic education. The primary schools are open to all groups, and approximately half of the student population is non-muslim. Girls form about 35% of the student body, but in the higher standards the percentage declines with increased dropouts. The centre is proposing to utilise Mualims (teachers) in the mosques as a channel for advocacy for education, thus encouraging enrollment in schools.

In addition to the establishment of Islamic centres and primary schools, MAM also has one secondary school and one MCDE. It is providing bursaries to needy students for secondary schools, MCDE centres, and for University education. Scholarships have been offered to deserving students for studies abroad in Engineering and Medicine, Law and Accountancy.

Organisational Structure and Capacity

MAM has its headquarters in Blantyre. It is headed by a Central Executive Committee which is the policy and advisory making body. The Secretariat consists of an Executive Secretary, Assistant Executive Secretary, an Information Officer, and support staff. The Muslim Association has in place a network of Islamic centres, mosques and Islamic schools (Madarasas) linking it to its members at grass-root level. There are eight Islamic centres; Nkhotakota, Salima, Balaka, Mangochi, Zomba, Blantyre, Chikwawa and Mulanje. The Islamic centres are used for training Islamic leaders (Mualims) who on completion are deployed in the rural areas. These leaders command a lot respect in their areas. The Association has also established regional, district and Jamat committees. Each district has a district coordinator and there are four such coordinators covering the districts of Chikwawa/Nsanje, Mulanje/Thyolo, Zomba/Machinga and Mangochi. The Jamats look after the mosques. The Madrasas school are under the control of Mualims (Islamic leaders). There are 80 in Mangochi, 60 in Machinga, 30 in Zomba, 60 are distributed among the Islamic centers, and 6 other in various locations in the country. There may be a potential to use MAM's infrastructure to expand primary education activities. However, any such initiative would need to be carefully designed and managed by well trained personnel.

Training of Staff

Staff development and training is considered important particularly in the area of management and administration. Various opportunities have been provided to the staff for training in these subjects at the Islamic Forum in South Africa, in Uganda and Pakistan. In its present limited financial situation, MAM is unable to expand training opportunities.

Monitoring

The monitoring system of MAM is weak. SHARED financial assistance for institutional strengthening will enable it to establish a proper reporting system and conduct systematic follow-up.

Financial Capacity

Prior to the Gulf War MAM had received considerable financial support from the Africa Muslim Agency in Kuwait, but this is no longer possible. The Association therefore has a weaker financial base and depends on local contributions from the Muslim community. It has been funded by SHARED project to develop and strengthen the organisational and administrative capacity of the Association. Its annual budget is approximately $100,000.

Constraints

Key constraints of the MAM are financial which in turn limit its staff capacity and programme operations. Management and administrative training for development projects was identified as an important need. Though MAM represents an important population group in Malawi, it has played a minor role in development activities.

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NAZARENE VOCATIONAL SCHOOL

The Nazarene Vocational School was founded by the Church of Nazarene in 1989, and is an indigenous NGO:

Purpose

The main goal of the organisation is to offer vocational skills training for self-employment.

Target Group

The target group includes both Malawians and refugees and in 1993 the school enrolled a total of 141 trainees of which 60 were refugees. The refugees trainees are expected to decrease with the repatriation taking place.

Geographical Scope

The vocational school is located in Bangwe (Blantyre) and also covers the Lower Shire area.

Programmatic Scope

The Nazarene Vocational School offers training for self-employment in simple vocational skills. The curriculum includes tailoring, hand-knitting, carpentry, tool-making, improved agricultural methods and business skills. The instruction is provided in a basic unsophisticated setting and local materials are used which trainees can avail in rural areas. The courses are short, lasting for 15 weeks. Students make their own tools which are considerably low in price compared to similar ones in the retail hardware stores. Furniture design and production is simple and appropriate for rural areas.

The agricultural training programme is also offered at the village level to reach those not able to come to the school and to deal with specific agricultural problems. The school has introduced a simple and effective bucket drip-irrigation system for rural areas in short supply of water. Training is being provided in this technology, and it is planned to disseminate the technology to other institutions. The school is extending its training services to various institutions and could be an important technical resource in the community.

Eligibility to participate in the skills training programme requires literacy in Chichewa, but for the agricultural courses there are no strict requirements, and many trainees are illiterate. A large number of women mostly refugees have participated in training activities.

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The school is partly self-financed from fees paid by trainees which are scaled for different clients. Malawian participants pay MK60-100 per course, whereas the fees for Mozambican refugees is somewhat higher. The school offers boarding facilities.

There is no data to assess the success of the skills training, but from all accounts it was indicated that most students return to their villages and are self-employed. Those participating in agricultural training have achieved good harvests. A weakness of the school is the inadequate follow-up that is provided to the trainees once they complete the courses.

The school has no formal status as a training institution, and is presently in discussion with the MOE to obtain recognition.

Organisational Structure and Capacity

The Nazarene Vocational School has a Board of Trustees which acts in an advisory capacity to the Director of the school. There are 8-9 managerial and professional staff, 2 are expatriates. In total the school employs 23 workers. The school finds itself adequately staffed for its current programme.

Financial Capacity

The annual budget of the school is MK250,000. International donors include UNHCR, the Norwegian Refugee Council, the American Embassy in Malawi, (Ambassador's Self-Help fund) the Otto-Beneke Foundation (Germany). As stated earlier the school is partly self- financed by fees from trainees.

Collaboration with other Organisations

The successful experiences gained in simple skills training is enabling the school to be a resource for other agencies and NGOs. The ADD in Blantyre is interested in collaboration and training of some of its extension staff in agricultural techniques. The Association of Pre-School Playgroups plans to train parent committees in the bucked trip-irrigation system.

Future Plans

The organisation is interested in developing a mobile training programme to extend its outreach, and also include machine knitting which has a greater market demand than hand-knitting.

In terms of innovative approaches the school is presently experimenting in training pupils in primary school curriculum on computers, and attempts to motivate children to learn English. It has started with 25 students from its own campus.

OXFAM

OXFAM is not directly involved in basic education in Malawi. However, its training methodology in "Problem Solving Participatory Approaches" has definite relevance in mobilizing and encouraging greater community involvement and participation in educational programmes. A brief description of OXFAM's activities is therefore included and supplements what has already been described in Box 2: Training methodology (Page 62).

Programmatic Scope

OXFAM's programme in Malawi includes assistance and support to several NGOs, including Malawi Against Polio, Christian Health Association of Malawi, CONGOMA, the Red Cross and the Association of the Disabled. Whilst OXFAM's involvement continues in these areas, an Action Research programme in 1986 added another dimension to its work in Malawi and is described below.

OXFAM carried out a Malawi country review in collaboration with CSR. The aim of the study was to analyse Malawi's post independence development strategies as well as identify ways in which OXFAM could respond to the development needs in the country. The Action Research in Mulanje district highlighted the issue of poverty and vulnerable groups, the fact that infrastructure did exist, but that the way in which services and development initiatives were planned and implemented offered little scope for people's participation and often by passed the poorest.

OXFAM's emphasis and role therefore was seen as reorienting the approach of development planning so as to genuinely involve people in decisions that affected their lives and to empower them to find solutions to their problems in the local setting.

Since 1990, OXFAM has implemented a pilot training programme, Problem Solving Participatory Approaches, in Mulanje. It works within the existing ADD structure. The programme has sensitized and trained the DDC and the district line agencies which in turn have trained field extension staff, the area action committees, women and farmers groups in the participatory methodology (Page 60). OXFAM and the district level staff provide regular follow-up to the trainees.

As a result of the work undertaken, groups have been formed around relevant interests of the community eg. for food security, trading activities, protected wells and other activities. The process of participation, empowerment of local communities and organisations of groups involves a considerable investment in time and effort, but it can also result in sustainable projects that benefit the most vulnerable groups and enhance their capacity. Training activities have been financed by OXFAM.

Organisational Capacity

OXFAM's training programme is undertaken by one staff member, the Agricultural Development Trainer/Advisor who works within the ADD. The rationale for this organisational framework is that OXFAM should work within the existing structures in the area rather than create new structures or start its own projects. It is also seen as an effective way of influencing development planning.

Financial Capacity

OXFAM's annual budget for 1993 was K250,000 and funding was received from OXFAM headquarters, ODA, and Comic Relief (UK).

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PAPER MAKING EDUCATION TRUST (PAMET)

PAMET started in 1990 as a partnership between an experienced Malawian Teacher and an experienced English papermaker. The Harold MacMillan Trust helped get the project off the ground and has supported it since. PAMET became a registered NGO in 1992, set up to increase the spread of educational opportunities by enabling more schools to make their own paper, a scarce commodity for many school children.

Purpose

PAMET's main goal is to help the education of the children of Malawi by providing schools with the training and first set of equipment so that they can recycle and make paper for their own use.

Geographical Scope

PAMET covers 67 primary schools in three regions and 8 districts; Blantyre, Chiradzulu, Ntcheu, Nkhotakota, Mzuzu, Lilongwe, Zomba and Thyolo. In the latter two districts 3 MCDEs are included (1 in Zomba and 2 in Thyolo).

Target Group

PAMET is training both teachers and students in primary schools, school leavers, rural women and their families.

Programmatic Scope

PAMET's programme is focussed on paper recycling, paper making, and developing an appropriate technology in this field. Paper is an essential tool for formal education. Its scarcity slows down and even halts teaching efforts. PAMET's programme turns waste paper into a useful resource, giving pupils and teachers the opportunity to address their own problems as well as acquire a useful skill for income generation. PAMET also teaches the making of teaching and learning aids out of pulp such as globes, notice boards, counters, models, clocks, geometric shapes and chart paper.

The main elements of PAMET's programme include: organising a series of workshops to teach paper recycling and paper making in schools, use of a prototype pulping machine/appropriate technology which currently is a bicycle powered pulping machine suitable to the local situation. Paper for recycling is collected with the help of Rotary Clubs and given to the District Education Office to distribute to the schools in rural areas. Training is a continuous process to impart the techniques that work and improve those that do not work.

Paper recycling is used to supplement existing sources of paper in schools and help the most needy children. PAMET's project activities have had positive results, most schools are interested in paper making, students and teachers have acquired skills, and communities have shown interest. The main problem lies in encouraging teachers to continue paper making as a regular activity in schools, rather than on a sporadic basis. It is estimated that it costs 150 sterling pounds for the equipment for one school, and 250 sterling pounds to train a school.

Organisational Structure and Capacity

The organisation has a Board of Trustees consisting of educationalists, businessmen and a consulting engineer. PAMET also has the support of the Rotary Advisory panel, who give business advice and assistance with providing materials from local factories. The project team consists of six persons: an executive secretary, a school trainer, administrator, accountant, school assistant and an office assistant, plus support staff as guard and maintenance. SHARED project has financed the institutional strengthening component for PAMET, which now has increased staff capacity, and improved office and transport facilities.

Monitoring

Monitoring is an important and integrated part of PAMET's activities and is labour intensive. Regular and frequent monitoring is undertaken to follow up on the training workshops with teachers and students in the selected schools. It is partly to improve on mistakes in paper making and also to encourage teachers.

Financial Capacity

PAMET has received funding from various sources including the Harold MacMillan Trust, the British High Commission, Canada Fund, Rotary Club, the Ptarmigan Trust, and SHARED. The annual budget is approximately K300,000.

Collaboration with Other Organisations

PAMET is a member of CONGOMA, and together with its Trustees will collaborate with government and schools.

Future Plans

PAMET plans to initiate and work with government in introducing paper making skills into the curricula of Teacher Training Colleges. In addition it plans to expand its activities to rural women's groups.

onstraints

A main constraint is having schools and teachers sufficiently enthusiastic to take on responsibility for paper making, maintenance of equipment, organising paper-making workshops for students and follow-up. Limited funds for implementing training at different levels for all those involved in the project is an additional constraint.

PHWEZI FOUNDATION FOR EDUCATION, TRAINING AND DEVELOPMENT

Phwezi Foundation was established in 1981 and is an indigenous non-sectarian NGO.

Purpose

The main goal of the organisation is to provide post-primary school education and improve the quality of life of the rural people.

Geographical Scope

Phwezi Foundation is based in Rumphi district. Its geographic scope for the MVDP project covers a catchment area comprising of more than 6000 people, but its educational and technical institutions draw in students from all over the country and particularly the northern region.

Programmatic Scope

The main programme emphasis is on secondary education and technical training, working towards self-sufficiency in food production for the educational/training institution and promoting the development of the rural communities through the Mzokoto Village Development Project (MVDP).

The MVDP project was initiated in 1988 and is funded by SHARED. Its main components include low cost housing, agriculture, (livestock/crop production/extension services and marketing) health and water, micro enterprise and income generation in food processing, making of soaps etc.

Education Sector Programme

Phwezi has two main educational programmes. It established a secondary school in 1982, and a rural polytechnic in 1991. The secondary school enrollment is about 1,000 students, with an almost equal population of male to female pupils. The school has a faculty strength of 40 teachers. It was pointed out that separating the sexes in classes brought about a marked improvement in the performance of female students by almost 80%. The school and facilities are adequate and well organised.

The rural polytechnic funded by the German Government provides quality skills training in carpentry, bricklaying and metal works to enable trainees to become self-employed. The two year course leads to government certification. About 60 students are enrolled in each of the courses. Eligibility requirements for entry is a PSLC. However, despite the quality of facilities and training, trainees do not readily enter into self-employment. A major shortcoming is the lack of basic business management training in the institutional curricula, and the lack of linkages with credit sources to enable trainees to set up their own businesses. Phwezi is addressing these issues in consultation with DEMATT and SEDOM.

Organisational Structure and Capacity

Phwezi Foundation is headed by a four person Board of Directors which has been functioning for the past 10 years. The secretariat is comprised of more than 50 managerial and professional staff. This includes staff of the technical and secondary schools and the MVDP project. Staff capacity is adequate and staff are qualified for their respective responsibilities. The MVDP is implemented through a main project committee, sub-committees and in addition village committees have been established for each of the project components.

Monitoring

A monitoring system with measurable indicators is well established and implemented. Monitoring activities for MVDP involve site visits fortnightly or more (once every week) depending on the need, regular monthly reports, and yearly evaluations. Monitoring reports are compiled by the Project Coordinator of MVDP.

Financial Capacity

Phwezi Foundation has an annual budget of MK1.7 million. Donors include the German and French governments, EC and the US Ambassador's Self-Help Fund, and SHARED.

Future Plans

The organisation's long term plans include the establishment of a university.

SAVE THE CHILDREN FEDERATION/US

Save the Children Federation (SCF/US) is a secular US based international development and relief agency working in 42 countries worldwide.

Purpose

Its development objective is to achieve measurable improvements in the quality of life of women and children in Malawi through a strategy of assisting rural communities to plan, implement and manage child specific sectoral community-based development programmes.

Geographical Scope

SCF(US) first began work in Malawi in 1983 in Mbalachanda (Mzimba) and in 1986 extended to Nkhota (Kasungu). These two programme are currently being phased out as part of SCF(US) strategy for consolidation, and geographical focus has shifted to Chilipa area in Mangochi district. A field office started operations in the district, in October 1993. The geographic scope of the refugee programme is broader, covering Namwera area in Mangochi district; the refugee Documentation Tracing and Re-unification programmes (DTR) covers Mangochi, Nsanje, Chikwawa, and Mwanza in the Southern region. DTR refugees activities have also started in Ntcheu, Dedza, Lilongwe and Mchinji.

Programmatic Scope

SCF(US) implements community based integrated rural development programmes in the sectors of health, education, agriculture and income generation.

Education Sector Programmes

Education is an important component, and a major thrust of the country programme for the coming five years.

Pre-School Programmes have been supported by the organisation, and 6 pre-schools have been established 3 each in Mbalachanda and Nkhota. Teachers and pre-school community mobilizers have been trained. In primary education 53 schools (32 in Mbalachanda and 21 in Nkhota) have benefitted from support in terms of construction of school blocks, teachers houses, school roofing and school supplies. School income generating projects have been provided start-up capital as a move towards sustainability. "Tuckshops" have been set up which sell writing materials eg. pencils, notebooks, and generate revenues for purchase of additional school supplies, improved roofing and so forth. Agricultural activities including poultry farms are also undertaken as income generating activities. In addition SCF(US) has supported the building and improvement of school playgrounds and provided sports equipment. According to reports and discussions communities have benefitted substantially, services are well utilized and ongoing. Similar activities will be undertaken in 16 assisted schools in Mangochi district.

Skills Training for Employment

SCF(US) proposes to implement an ambitious skills training programme in Mangochi offering training in marketable skills (based on a market survey). The main features of the skills training programme are to: (i) create a cadre of trained trade workers who will qualify at the government certified grade 3 level, (ii) create a low cost village base training model that is sustainable, (iii) implement a primary school based training programme (school furniture, school uniforms, toy making, needle craft etc.) as an after school curricula activity. The programme targets 5,440 women and youth in over 32 different communities throughout the Mangochi district[1].

Organisational Structure and Capacity

SCF(US) is adequately staffed for its present operations since it has consolidated its programme and limited its geographic scope. There is a total of 73 permanent employees, out of which 10-15 are managers, 20 are project service staff, and the remainder are administrative and support staff (includes the refugee programme). With the phasing out of programmes in Mbalachanda and Nkhota, staff numbers have decreased. SCF(US) national office is based in Lilongwe with a field office in Mangochi. The SCF(US) office in Blantyre works with the refugee programme.

The primary link between the community and the organisation is through the field staff. Community participation is facilitated by field staff through the formation of various local committee eg. in health, pre-schools, community planning committees. Training is provided to the community in several areas: community leaderships, health education, income generation etc. Participation of women in various planning committees is quite low, and an attempt is being made to encourage active involvement of rural women.

Training for Staff

Staff development is an ongoing process and occurs through in-service training, workshops, sub-regional workshops, and attendance at workshops organised by other agencies in Malawi. There is no special training plan but opportunities are made available to staff within the limits of finances available.

Financial Capacity

SCF(US) has an annual budget of approximately $900,000. Its main donors are USAID, UNHCR, OBS (Otto Benecke - German) and SCF child sponsorship funds.

[1]Further details are available from the SCF(US) project proposal document.

Monitoring

The organisation has an effective computerised monitoring system. Staff are trained in monitoring activities which are implemented on a regular basis. A financial accounting system is well established with accountants and bookkeepers. Accounts are audited by Peat Marwick Mitchell Company in Lilongwe.

Collaboration with Government and NGOs

SCF(US) has a good working relationship with government at both national and local level, and collaborates closely with government as part of its strategy in implementing its country programme. It intends to do the same with other relevant NGOs.

Constraints

The main constraint in expanding the scale of operations, and strengthening training for staff is finance. In terms of donor interest primary education has not been a top priority until recently.

SAVE THE CHILDREN FUND OF MALAWI
(Thandizani Ana)

Save the Children Fund of Malawi (SCFM) known locally as Thandizani Ana is non-sectarian indigenous NGO established in 1968. It is a member of the International Save the Children Alliance (ISCA), but has no direct links with SCF(US) or SCF(UK) which are also operating in Malawi.

Purpose

Thandizani Ana is dedicated to honouring the rights of the child as reflected in the UN Convention and has taken up the role of child advocacy on the rights of the child. Its development approach is to implement programmes at community level based on community participation.

Target Group

SCFM programmes have focussed on needy children and rural Malawian communities, as well as Mozambican refugees.

Geographical Scope

SCFM has field offices in Nsanje, Mangochi, Mwanza, Chikwawa and a sub-office in Blantyre as well as its national office.

Programmatic Scope

SCFM's programmes for development and relief are aimed at the Malawian communities as well as Mozambican refugees. They consist of a nutrition rehabilitation project for malnourished children with emphasis on the underfives, and education of mothers on good nutritional practices. The Food Production project better known as the Nutrition Intervention and Income Generating Programme (NIIP) promotes smallholder growing of vegetables and fruits. The NIIP was a great success in Mozambican refugee settlements and was replicated in Malawian villages in four of the project districts. Other income generating activities such as a bee-keeping project was implemented with the Norwegian Refugees Council and had good results in Mwanza district.

Education Sector Programme

The Education Assistance School Fees Payment is the main programme of SCFM in the education sector. The Fund pays school fees for needy pupils in primary and secondary schools within Malawi. Needy pupils are identified with the help of headmasters, local leaders and district government social welfare officials. The bursary award is possible from funds realised in local fund raising activities and a grant by the Save the Children of United Kingdom.

Organisational Structure and Capacity

SCFM is headed by a Board of Trustees (8 members). The programme is managed by a secretariat consisting of professional, sub professionals and volunteers. Managerial and professional staff capacity of 10 includes an Executive Secretary, Programme Coordinator, Accountant, administrative officer, a fund raiser and 5 field coordinators at each of the project offices. However staff are inadequate to manage and implement programme in the five districts. Government extension workers cooperate with SCFM in its nutrition and food production programme to mobilise the local communities.

Financial Capacity

SCFM increased its finances from MK50,000 in 1987 to MK1 million in 1993. Ninety percent of the finances are from external donors which include AUSTCARE (Australia), UNHCR and SCF(UK). The remainder 10% of the funds are generated from fund raising activities and local donors. The organisation is aware of the need for financial sustainability and has constructed additional offices adjacent to its building in Blantyre that are being let out for rent and to ensure a sound financial base in the future. CONGOMA is one of the tenants in the SCFM offices.

Collaboration with other Organisations

The organisation policy is to collaborate with other agencies to ensure integration of programme activities and reduce duplication of field efforts. SCFM collaborates closely with government, CONGOMA and the ISCA and plans to increase its cooperation with development organisations.

Future Plans

The focus in the future is on child advocacy programmes through AIDS awareness, and agricultural production of small holder farmers.

Constraints

The main constraints cited were finances, transportation, office equipment and the need for agricultural implements to train farmers eg. pumps for irrigation.

TIYENDE WOMEN IN DEVELOPMENT PROJECT - BALAKA

Tiyende Women's Project is an indigenous Catholic NGO which was started in 1986 by Montfort Missionaries as needlework group. Its main purpose is to provide school dropouts and female heads of households with training in skills for self-reliance; which they can impart to women in their communities. The project is headed by an elected committee of 10 members from the needlework groups which acts as a policy and programme implementation body.

Geographical Scope

The project is based in Balaka and geographically concentrated in the districts of Mangochi and Machinga covering 21 villages.

Target Group

The target group is school dropouts and poor rural women between the ages of 15-35 years, 80% of the participants are female heads of households, currently reaching 2000 women.

Education Sector Programmes

Skills Training

Tiyende project is gender focussed. Skills training is provided at the residential training centre at Andiamo Campus in Balaka. Courses run for six months in subjects such as home management, cooking, embroidery, sewing, and agriculture, is the same curriculum as that of homecraft workers of MOWCACS. There are 24 trainees per session with two sessions per year. Trainees are drawn from the 21 villages covered by the project. Women encounter "no problems in attending a long course" which is provided on a no fee basis. Trainees contribute a bag of maize each for their food supplies. At village level the project collaborates with government extension workers and traditional authorities. Positive results achieved are that women have a better knowledge of nutrition and improved agricultural practices. On the other hand starting up income generating activities and small businesses has not materialised because the target group has no access to capital and little training in business skills. The project is considering establishment of a revolving fund to extend loans ranging from K500-K2000.

In addition the project provides informal counselling to families and pregnant teenagers who have dropped out of school, aimed at encouraging girls to continue schooling.

Organisational Structure and Capacity

There are 7 staff; a project coordinator, 2 credit officers, 4 women trainers who have been trained at Magomero College, and 5 volunteers. The latter play the role of field workers based in the villages and facilitate the outreach of the project. Staff capacity is limited to cover the catchment area.

Training

Staff have received training but it is not adequate. The Coordinator is a secondary school leaver and has received training in Kenya in agricultural programmes and "Training for Transformation" in Zimbabwe. Credit officers have been trained by POET.

Monitoring

Staff provide close follow-up to the trainees on a weekly basis. Refresher courses are also organised for trainees. Monitoring has been facilitated by the fact that the project has a vehicle, and 2 bicycles.

Financial Capacity

Tiyende project has a weak financial base and is severely constrained for funds. Its annual budget is K100,000, and the project is planned for a 3 year period. The main donor is Misereor (Germany). Accounts of the NGO are audited by CSC auditors.

Constraints

The main constraints are:

- Financial
- Inadequate staff and training
- Skills training has not been linked with access to credit, and basic business management.

WORLD VISION INTERNATIONAL (WVI) MALAWI OFFICE

World Vision is an international NGO working in about 71 countries worldwide with headquarters in USA. Its field office in Malawi was established and registered in 1982, though the organisation began various projects since 1978.

Purpose

World Vision is founded on religious principles. Its main aim is to manifest God's love by action that enables people to improve their lives. As a Christian organisation it works with all the churches and all groups of people irrespective of their religious affiliation.

Geographical Scope

World Vision has a nation wide coverage operating in all districts of Malawi. It has a well developed extension network and field offices, and also works through the infrastructure of the churches.

Target Group

The organisation is "committed to working with the poor", including women in rural areas.

Programmatic Scope

World Vision implements an integrated multisectoral development programme in Malawi which consists of 102 Community Development Projects (CDPs). These include: construction of primary schools and teachers houses, health and water supply, agriculture, afforestation, roads paths, bridges, (improving access) homecraft training, income generation, women in development and evangelism.

One of its most effective programmes currently being implemented is the Area Development Programme (ADP) which covers several villages and places trained staff directly in the communities being assisted. There are 4 ADPs in Thyolo, Lilongwe, Kasungu and Karonga and also Development Assistance Centres (DACs) in Chikwawa, Lilongwe, and Nkhotakota are similar in approach to the ADPs. Each ADP has a field coordinator and 6-8 development facilitators, each of whom is assigned 10-15 villages. Their main role is to facilitate families and communities identify their needs and organise for action. The ADP field coordinators are college graduates, while the development facilitators are secondary school leavers, all of whom have received in-service training and regular refresher courses. The field presence of ADPs acts as an important community resource. Another World Vision intervention is its refugee programme in Malawi.

Education Sector Programme

World Vision is active in the education sector in a broad range of activities. It has assisted communities to organise pre-school playgroups in Chikwawa and Nsanje by supporting the payment of teachers and providing food for the children.

In primary education WVI has supported unassisted schools in the construction and rehabilitation of the schools and teachers houses, provision of desks, school supplies eg. text books, exercise notebooks, chalk, footballs etc. The unassisted schools have therefore been able to meet the minimum government requirement to become "assisted" schools.

Vocational education and skills training

Non formal skills training programmes are targeted to school dropouts. Activities include carpentry, tinsmithing tailoring, poultry demonstration, 70% of CDPs have home-craft training for women. In some of the trades, trainees have acquired government certification at the Lilongwe Technical School.

Adult literacy forms a major component in more than 75% of the CDPs. WVI works closely with MOWCACS, which has provided textbooks. WVI has paid for the training of instructors and buying of learner's supplies. In addition to the above World Vision has addressed special educational needs by supporting the Mua school for deaf children, and the Lulwe school for the blind.

Organisational Structure and Capacity

World Vision has its national headquarter in Blantyre and its regional offices in Mzuzu and Lilongwe. A national advisory committee has been formed for the Malawi programme. The ADP has 4 field offices which represent World Vision's move to decentralise its management to grass-root level. The organisation has a total of 90 staff which includes all the field staff, (a breakdown on categories of staff was not available) with adequate capacity for its current programme.

Training of Staff

WVI attaches importance to having a team of well qualified staff both managerial and technical. Training for mid-level managers, and field staff is undertaken through regular in-service training and refresher courses. Training abroad is provided for senior staff either for a degree course, or for further management experience.

Financial Capacity

The annual budget of the organisation is $3 million. Funds are received from several sources: World Vision headquarters, child sponsorship programmes, and private organisations from USA, UK, Australia, Germany, Austria, Canada, New Zealand, Singapore, and also from USAID.

Monitoring

WVI has a well established system for monitoring projects, which includes regular field visits, monthly reports from field staff, and active monitoring on a daily/weekly at ADP offices. Regional staff visit local projects on a quarterly basis. Staff are conversant with the monitoring system and implement it well.

Collaboration with Government and other agencies

World Vision attends DDC meetings at district level and works closely with government officials and line agencies. At national level it collaborates with the relevant ministries in its multisectoral programme. In the context of education, WVI considers it important to intensify collaboration with government, donors and other NGOs, and enter into a more substantive dialogue on the issues confronting basic education. Inadequacies and weaknesses exist in effective networking of NGOs and using the structure of CONGOMA to promote greater collaboration amongst NGOs in the education sector.

Constraints

The main constraints highlighted by WVI pertain to policy issues on education, and constraints faced by NGOs in becoming actively involved, experimenting and innovating new approaches to address pressing needs in basic education.

Future directions

World Vision's future strategies in the Malawi programme will emphasise a people centred approach, and empowerment of communities, thus moving away from mere delivery of services and infrastructural support. Training activities for staff will place greater priority on Training for Transformation, and imparting of skills that facilitate effective community mobilisation and organisation.

WVI is interested in innovative approaches for expanding primary school education, rather than more construction of schools which has high capital costs. However, any unconventional programmes in primary education must be accompanied by government support and a policy environment that encourages NGO activity in the subsector.

LIST OF PERSONS & ORGANISATIONS CONTACTED

Action Aid P O Box 30735 Lilongwe 3	Mr Colin Williams Country Director Ms Barbara Frost Deputy Director
Africare P O Box 2361 Blantyre	Mr Chris Daza Administrative Officer Mr Geoffrey Prewitt Project Officer
ADRA P O Box 951 Blantyre	Mr Max Church Coordinator Ms. Beverley Koester School Improvement, South East Africa Union
Anglican Council in Malawi P O Chilema Domasi	Bishop B. Aipa Father Barnabas Salaka Diocesan Secretary Mr C.R. Msosa Assistant Diocesan Secretary
Association of Pre-Schools P O Box 5990 Limbe	Ms Mary Padambo Director Mr Michael Leczo Volunteer
Baptist Mission in Malawi P O Box 177 Zomba	Rev. Rendell Day & Mrs Day

LIST OF PERSONS & ORGANISATIONS CONTACTED

Catholic Secretariat P O Box 30384 Lilongwe 3	Mr C. Mastara Education Secretary
CARITAS P O Box 30384 Lilongwe 3	Mr Francis Msamba Assistant Relief Officer
CCAP - Blantyre Synod P O Box 413 Blantyre	Rev. Dr. S. Ncozana Executive Secretary
CCAP- Livingstonia Synod P O Box 5 Ekwendeni	Rev. Dr Mazunda Executive Secretary Rev. H. Nkhoma Education Secretary
Christian Council of Malawi P O Box 30068 Lilongwe 3	Rev. P. Kaleso General Secretary Rev Kadawati Youth Coordinator
Christian Service Committee P O Box 51294 Limbe	Mr S. Maziya Head of Programme
Concern Universal P O Box 5464 Limbe	Ms Nicola Mushet Director
CONGOMA P O Box 480 Blantyre	Mr L. Tomoka Executive Secretary Mr David Faiti Training Coordinator

LIST OF PERSONS & ORGANISATIONS CONTACTED

DEMODA P O Box 2651 Blantyre	Mrs W. Chikoza Adiministrative Assistant/Public Relation Officer
EVARD P O Box 1208 Blantyre	Ms Sheila Stevens Acting Director
KAFA P O Box 328 Karonga	Mr Malanga Project Director Ms Audrey Banda
Malawi Institute of Education P O Box 50 Domasi	Mr Roy J.R. Hauya Adult and Distance Education
Muslim Association of Malawi P O Box 497 Blantyre	Mr Mustahab Ayami Executive Secretary Mr M.A. Bakari Assistant Executive Secretary Mr J.M. Mussa Information Officer
Islamic Centre, Mangochi	Mr Abdulla Balla Principal
Marie Stopes International	Mr Charles M. Mkandawire Project Director
Nazarene Vocational College P O Box 5566 Limbe	Mr S. Doerr Director
OXFAM P O Box 182 Mulanje	Ms L.S. Chirwa Agricultural Development Trainer/Adviser

LIST OF PERSONS & ORGANISATIONS CONTACTED

PAMET P O Box 1015 Blantyre	Ms. Esther Nicholson Executive Secretary
Phwezi Foundation P O Box 222 Rumphi	Dr Mvula Acting General Secretary & Staff
Save the Children/Malawi P O Box 30010 Blantyre 3	Mr G. Goliati Executive Secretary
Save the Children/US P O Box 30374 Lilongwe 3	Mr Ken Rhodes Field Office Director Mr Joseph J. Matope Assistant Field Officer Director
Tiyende Women's Development Project P O Box 62 Balaka	Mr A. Naluso Project Coordinator
Spiritual Assembly of Bahais P O Box 5849 Limbe	Director
World Vision International P O Box 2050 Blantyre	Mr W. Nkhoma Operations Manager
World Vision Chilipa/Karonga Office	Mr Fletcher Tembo Area Programme Manager
District Education Offices of: Mulanje	Mr R.H. Kachimanga District Education Officer

LIST OF PERSONS & ORGANISATIONS CONTACTED

Blantyre	F.F.J. Nachema Assistant District Education Officer
	R.E. Kanyemba Assistant District Education Officer
Mangochi	District Education Officer
UNDP P O Box 30135 Lilongwe 3	Ms Henriette Keizers Assistant Resident Representative
UNICEF P O Box 30375 Lilongwe 3	Mrs F. Malewezi Programme Officer, Education

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