

UNICEF – MALAWI



GOVERNMENT OF MALAWI/UNICEF

COUNTRY PROGRAMME 2002-2006

MID-TERM EVALUATION

OF

GIRL CHILD EDUCATION INTERVENTIONS

**Submitted by the Centre for Educational Research and Training and Dorothy Southern
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The consultant team thanks the many individuals in Malawi who helped facilitate this Mid-term Evaluation and those who generously shared their programme experience with the Mid-Term Evaluation team: especially the pupils, teachers and community members.

All the information collected will help UNICEF strengthen future programme implementation by improving and/or scaling up interventions for the remaining years of the programme cycle and to prepare for the next five-year Country Programme.

Special thanks goes to all the research assistants who participated in collecting the data and to Mr. Percy Mwachumu, Librarian at the UN Resource Centre along with the staff members who made the UN Resource Centre facility available to the evaluation team.

The results of this evaluation will hopefully lead to a bolder, more vigorous approach to Girls' Education, on the part of Malawians, the region and the world.

ABBREVIATIONS AND ACRONYMS

AEG	African Evaluation Guidelines
AGLIT	Adolescent Girls Literacy Training
AIDS	Acquired Immuno-Deficiency Syndrome
CAG	Cash Assistance to Government
CBO	Community-Based Organization
CDSSs	Community Day Secondary Schools
CIDA	Canadian International Development Agency
DEMs	District Education Managers
DEOs	District Education Officers
DFID	Department for International Development
DHS	Demographic and Health Surveys
DTED	Department of Teacher Education and Development
DYO	District Youth Officer
ECC	Early Childhood Care
ESAR	Eastern and Southern Africa Region (UNICEF designation)
ESARO	Eastern and Southern Africa Regional Office
FAWEMA	Forum for African Women Educationalist in Malawi
GABLE	Girls Attainment of Basic Literacy and Education
GTZ	German Technical Cooperation
HIV	Human Immunodeficiency Virus
HRBAP	Human Rights Based Approach to Programming
IEC	Information, Education and Communication
IMEP	Integrated Monitoring and Evaluation Plan outcomes
JCE	Junior Certificate of Education
JICA	Japan International Cooperation Agency
LFA	Logical Framework of Activities
LOU	Letter of Understanding
MALP	Monitoring Achievement of Learning in Primary School
MDGs	Millennium Development Goals
MESA	Malawi Education Support Activity
MIE	Malawi Institute of Education
MIITEP	Malawi Integrated Intensive Teacher Education Programme
MOEST	Ministry of Education, Science and Technology
MOGYCS	Ministry of Gender, Youth and Community Services
MPO	Master Plan of Operations (2002-2006)
MPRSP	Malawi Poverty Reduction Strategy Paper
MSCE	Malawi School Certificate of Education
MTSP	Medium Term Strategic Plan
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for International Development
NSTED	National Strategy for Teacher Education
OVC	Orphans and Vulnerable Children
PCAR	Primary Curriculum Assessment and Reform
PEAs	Primary Education Advisers
PIF	Policy Investment Framework, Education Sector
PLWHA	People Living with HIV/AIDS
PMT	Project Management Team

PPA	Project Plan of Action
PPO	Programme Plan of Operation
PRSP	Poverty reduction strategy paper
PSLCE	Primary School Leaving Certificate of Education
PTAs	Parent Teacher Associations
SIP	Sector Investment Programme
SMCs	School Management Committees
SPAC	Social Policy, Advocacy and Communication
SSHP	School Sanitation Hygiene Promotion
SSTEP	Secondary School Teacher Education Programme
SWAP	Sector Wide Approach
TEVET	Technical, vocational, and entrepreneurial education and training
TTC	Teacher Training College
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WES	Water and Environmental Sanitation
VCT	Voluntary Counselling and Testing
WB	World Bank
WFP	World Food Programme

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EXECUTIVE SUMMARY

Following the attainment of multiparty democracy in 1994 and the election of the UDF government, Malawi's commitment to reducing poverty was reflected in the bold decision to introduce Free Primary Education (FPE). Around the same period, renewed attention was paid to the education of the Girl Child, who had persistently been marginalized in poverty alleviation interventions. This was in recognition of international trends that recognize that educating girls is one of the most effective and least expensive ways to reduce poverty and to spur growth. Thus, over the past ten years, several development partners, donors and NGOs have partnered with the Government of Malawi (GOM) in implementing various interventions to enhance girls' education.

One such development partner is UNICEF, whose Master Plan of Operations (MPO) 2002 – 2006 firmly states UNICEF's goal is to improve the situation of children and women to fulfil their rights consistent with the national priorities for poverty alleviation. This document presents the evaluation of the Girl Child Education Interventions in the context of the 2002-2006 GOM/UNICEF Country Programme (CP) in which various strategies were used including advocacy, capacity building, community-based approaches, improving the learning environment, provision of water and sanitation facilities and hygiene education and supply of textbooks. The objective of this evaluation is to inform the Mid Term Review of the UNICEF Global Medium Term Strategic Plan 2002 - 2005, which has Girls' Education as the first of its five priorities.

Three researchers from the Centre for Educational Research and Training (CERT) at the University of Malawi carried out the evaluation in collaboration with an international consultant who has experience with UNICEF's Girls' Education Initiatives. The evaluation was carried out over a period of four weeks in the month of May 2004. The evaluation framework was broad and consultative and was done at two levels: at the Policy Level and at the Operational Level.

At the Policy Level the process involved consultations with major stakeholders involved in the policy formulation of the GOM/UNICEF Girl Child Education interventions including UNICEF, government, NGOs, partner institutions and donor agencies. At this level, the process sought to draw lessons on the nature of UNICEF's partnership with her collaborating partners, the perceived successes and failures in project implementation and sustainability issues. At the Operational Level, the process involved consultations with the stakeholders involved in the actual implementation of the Girl Child Education interventions. These were the participants at the district, community and school level in all the three regions. At this level the process sought to investigate the methods and outcomes of the interventions on the beneficiaries and the right holders.

The other data collection avenues constituted a desk review on the sectoral Programme Plans of Actions (PPAs), previous programme reviews and other Girl Child Education intervention studies. In total, 35 education related documents were reviewed. Furthermore, recommendations were made on how the UNICEF programme could be improved and sustained.

Although the evaluation combined both qualitative and quantitative methodologies, it was predominantly qualitative. The rationale was to provide beneficiaries and right holders with the opportunity to articulate their insights via focused discussions and get an in-depth appreciation of their experiences and felt needs. Where quantitative methodologies were used, they were merely used to quantify selected attributes in the sampled schools and to achieve some level of comparison with non-UNICEF assisted schools. In this regard, a total of twelve UNICEF assisted schools were sampled and contrasted with six non-UNICEF assisted schools across the three regions of the country.

The following are the main findings of this evaluation on Girl Child Education Interventions:

- Although there has been a definite trend towards gender parity in enrolment since 2002, disparities still manifest in the upper classes with the percentage of girl enrolment in the senior classes dropping out higher than that of boys. This trend was observed in both UNICEF and non-UNICEF assisted schools.
- In terms of the Human Rights Based Approach to Programming (HRBAP), as operationalised in the communities, the evaluation has confirmed the oft-made observation that cultural values and attitudes are deep-rooted in people's minds. This tends to impede their propensity to change.
- While many community based groups have been formed to implement and oversee the Girl Child Education interventions, there is a need for strong leadership from the head teacher and good will from local chiefs for their effectiveness. This, coupled with the high turnover of office bearers and that the effect of the cascade training model is not much in evidence, threaten the sustainability of the community groups.
- Poverty is a major obstacle to the effectiveness of sector programmes. It is noted, for instance, that the Social Policy, Advocacy and Communication (SPAC) Child Protection Project, which is instrumental in withdrawing children from estate labour or household labour and returning them to school, has been ineffective because of the vicious cycle of demand for child labour and the lack of schools to place them in when taken out of labour.
- With regard to the integration and internalisation of Girl Child Education interventions in the national fabric, it is noted that although resources to the education sector have been increased, there is low physical capital formation and widespread shortage of teachers, learning materials and resources for supervision and monitoring. This has had a retrogressive effect on the girl child education interventions.
- The high turnover of personnel in the Ministry of Education, Science and Technology (MOEST) and the Ministry of Gender, Youth and Community Services (MOGYCS) has left UNICEF without vital support for its initiatives. The situation is compounded by a general lack of capacity in these ministries.
- Decentralisation has provided an opportunity for integration of the various elements at the district level, although the process seems to be slow in some areas.
- The use of the school emergency school feeding programme has offered a unique opportunity to target girls and to boost their school attendance.
- In terms of efficiency, the evaluation has shown that budgeting was not systematically done. Some activities were over budgeted, whereas others were under budgeted for. This is attributable to the absence of baseline data to anticipate expenditure levels.

Arising from the main findings, the report makes the following recommendations:

- There is need to support and enhance the activities of the M&E Unit in order to bring effective and efficient monitoring to all programmes.

- There is a need to combine training with community dialogue relating to cultural practices that affect girls' education. Recognising that cultural values and attitudes are deeply ingrained in human beings, any attempt at community dialogue and programming must be conducted with sensitivity and tact for effective results.
- Recognising the high turnover and capacity shortcomings in the MOEST and MOGYCS, UNICEF, as a key player in education, should take a leading role in pulling together the major players in this sector.
- UNICEF should also take a leading role in lobbying government to implement critical policy issues such as compulsory education, linking Teaching Training Colleges (TTCs) with UNICEF projects for teacher training (both for in-service field support and pre-service training) and initiating affirmative action for female teachers in rural areas.
- To bolster effectiveness, UNICEF should strengthen civil society organisations directly engaged in children advocacy.
- UNICEF should identify areas of comparative advantage, form linkages and encourage appropriate support from other donors.
- IEC strategies and messages pertaining to the Girl Child should be made less routine, conventional and conservative and more innovative and provocative. This could be achieved by funding more behavioural research to better understand the empowerment of girls in society.
- There is need for closer collaboration and unity of purpose with faith based organizations and the private sector in dealing with challenges faced by the youth, particularly with female adolescents.
- Special efforts should be made to ensure that gender is mainstreamed in all government policies, including the Poverty Reduction Strategy Paper (PRSP), programming processes and related activities by sensitising all personnel and developing their gender analysis skills.
- There is need to explore collaborating avenues and additional opportunities for joint programming with the Health Sector.
- To ensure equitable disbursement of funds, PPAs should include elaborate financial forecasts and plans.

1.0 INTRODUCTION

1.1 Purpose and Scope

This evaluation of UNICEF's Girl Child Education interventions is part of a series of background exercises which will inform the Mid-Term Review of the UNICEF Malawi 2002 - 2006 Country Programme. The findings and recommendations will be used to strengthen future programme implementation by improving and/or scaling up interventions for the remaining years of the programme cycle and to prepare for the next 5-year Country Programme in 2007 -2011 (See Annex 1 for TOR).

Girl Child Education has a special niche in the UNICEF Malawi Country Programme.(See Annex 3 for Girls' Education Objectives) The focus on Girl Child Education was pre-selected jointly by the Government and UNICEF as part of the Integrated Monitoring and Evaluation Plan outcomes (IMEP) for the current Programme Plan of Operations (PPO). Additionally, Malawi is one of the twenty-five pilot countries selected for the implementation of the strategy to Accelerate Girls' Education. The outcome of this evaluation will also feed into the Mid-Term Review of the UNICEF global Medium Term Strategic Plan (MTSP) 2000-2005, which has Girl Child Education as the first of its five priorities.

The evaluation focused on the Girl Child Education interventions supported under the 2002-2006 Malawi Country Program. It also considered other sector interventions including Social, Policy, Advocacy and Communication (SPAC) and Water and Environmental Sanitation (WES) that contribute to Girl Child Education. It covered both national, district, community and household level activities.

1.2 Objectives

The overall objective of the evaluation was to assess the performance and responsiveness of the selected interventions towards contributing to Malawi's attainment of Accelerated Girls' Education as stipulated in UNICEF's Medium Term Strategic Plan, the Malawi Poverty Reduction Strategy Paper (MPRSP) and the Millennium Development Goals (MDG).

The specific objectives of the evaluation were to examine:

- Relevance of the girl child education intervention in promoting Girls' Education to narrow gender disparity in Malawi.
- Role, design and focus of the girl child education interventions relating to national and UNICEF priorities.
- Efficiency and effectiveness of the girl child strategy, i.e. the degree to which the least costly approaches were used to achieve project objectives.
- Sustainability of the strategy and its replicability.
- Adequacy of project support provided by UNICEF and counterparts.

The specific key evaluation questions put forward in the TORs are answered in Section 2.

1.3 Methodology

In carrying out the evaluation, the evaluators completed the African Evaluation Guidelines (AEGs) checklist (See Annex 4) to address issues related to utility, feasibility, propriety and accuracy. The evaluation mission used a mixed approach in obtaining relevant information and data including a review of over 35 education related documents (See Annex 5); key informant interviews with over 33

individuals representing strategic and collaborating partner organizations familiar with UNICEF's Girl Child Education interventions (See Annex 6); and field visits to six districts covering all three regions using participant observation, key informant interviews and focus group discussions (See Annex 7).

1.4 Limitations to Evaluation Research

In the TOR the mid-term evaluation was scheduled for 30 days beginning on April 1, 2004. This timing unfortunately coincided with the Easter holidays in Malawi and a short-term break for all students. Additionally there were two other public holidays which kept the students out-of-school and interfered with visits to the field by the team. The end result was a smaller sample size than had been originally anticipated. The resulting sample size is too small to make statistically significant inferences, but the team feels that it is not critical to highlight the extent of particular situations, but to highlight their presence so action can be taken during the second half of the current programme running until 2006.

The field visits re-affirmed the status of poor record keeping in individual district schools. Much of the information was not available in written form by head teachers or teachers, either because it had not been collected or because the record-keeping methods were inadequate.

For the internal desk review of records containing quantitative data on the programme there were instances of untimely release of important documents that had been requested. This caused the evaluation team unnecessary detective work.

1.5 Geographic Profile of Regions and District Focus

The current GOM//UNICEF Country Programme 2002-2006 devotes five projects towards promoting girl child education. Currently these projects cover 87 schools in 10 impact districts of Mangochi, Chikwawa, Nkhata Bay, Mzimba, Dowa, Kasungu, Lilongwe East, Lilongwe West, Ntchisi, Mchinji and Dedza.

The evaluation field studies were carried out in all three regions of Malawi; Northern, Central and Southern. Within each of these regions three schools were purposively sampled, to include one UNICEF-assisted junior primary, one UNICEF-assisted full primary and one non-UNICEF –assisted school.

TABLE 1: Research Sites

Region	Districts	UNICEF Assisted Schools	Non-UNICEF Assisted Schools
North	Nkhata Bay	Limphasa Chiguluwe	Kavuzi
Centre	Kasungu	Champhemvu Mkanda	Suza
	Lilongwe	Malili Chinsapo	Njewa
	Dedza	Katawa Liphumphwe	Dedza Government
South	Mangochi	Sungusya Sungu Bay	Mpondasi
	Chikwawa	Dyeratu Bundu	Bereo
Pre-test sites	Zomba Urban	Matiya	Mponda

Out of the 10 impact districts, six were chosen for this study in accordance of the proportional representation of the number of districts in the country. These districts also captured a variety of social, cultural, religious and economic contexts.

2.0 KEY FINDINGS

2.1 Relevance of the Girl Child Education Intervention

2.1.1. The extent to which activities undertaken under Basic Education, WES, and SPAC sections were relevant to promoting girl child education and decreasing gender disparity in education in Malawi

The Education for All (EFA) 2003/4 Report predicts that Malawi will likely achieve gender parity in 2005 in secondary education.¹ However, many barriers must be overcome for all secondary girls to have a quality education, which includes a variety of subfactors covered in 2.2.3.

In terms of primary education a study carried out in February 2003 shows that 10.5% of girls who enrol in school drop out each year against 8.4% of boys; 15.5% repeat standards and 22% of girls of primary school age are not in school while 60% of even those enrolled do not attend school regularly.² Similar percentages of boys repeat standards (15.6%) and are not in school (23%).

The Basic Education Programme has been implementing an integrated package to meet the parity goals of EFA which intend to eliminate gender disparities in primary and secondary education by 2005 and to reach gender equality by 2015, plus the MTSP targets that expect, by the year 2005, that 30% fewer girls will be out of school, the quality of schools will have improved in at least 50 countries and progress will have been made in learning outcomes and gender parity in 20 countries.

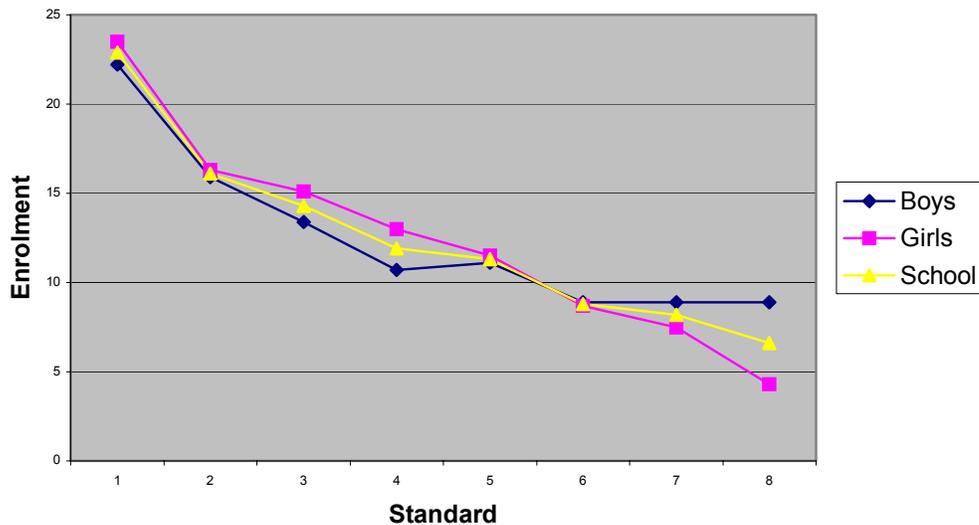
Since 2002 there has been a definite trend towards gender parity in enrolment, which is particularly apparent in UNICEF assisted Junior Primary (JP) schools. The latest figures from the evaluation field visits show that in 2004 total enrolment for UNICEF assisted Full Primary (FP) schools was 49% boys and 51% girls, which reflects the demographic trend of the country. Eleven out of the 12 UNICEF assisted schools visited had a higher girls' enrolment, but in non-UNICEF assisted schools the boys' total enrolment was slightly higher. In the 2003 *Consolidated Report Cross-cutting Findings from Monitoring Visits* many schools reported more girls than boys were enrolled.

However, it should be noted that this is against a backdrop of a significant reduction in enrolments, for both boys and girls, as we reach the senior standards. For example, results from the evaluation field visits to UNICEF assisted FP schools show that the enrolment of Std 1 pupils is 23% of the total school enrolment, while as Std 5 is 11% and Std 8 is 6.5%. Figure 1 below depicts this scenario.

¹ EFA Global Monitoring Report. Summary Report 2003/4 Gender and Education for All: The Leap to Equality.

² Accelerated Girls' Education Proposal: Closing the Gender Gap-Going to Scale GOM/UNICEF Education Programme. February, 2003.

FIGURE 1: UNICEF-assisted school enrolment trends (2004)



Gender disparities in enrolments remain in the higher standards. Using the proxy indicator of girls' completion of Std 5, in the evaluation field visits to UNICEF assisted FP schools, the percentages of girls in 2002 was 50%; 2003 it was 51%, and in 2004 it is 52%. However, following a known pattern of higher drop-out rates after Std 5, the data collected showed that by Std 8 in 2004 only 34% of the enrolment was girls whereas 66% was boys, confirming the national trend.

In the non-UNICEF assisted schools visited, the Std 5 proxy indicator showed that the percentage of girls since 2002 has remained at 51% and by Std 8 in 2004 a similar percentage of girls (34%) remained in school.

In the UNICEF-assisted schools visited during the evaluation the percentage of children dropping out of school per standard is greater in the lower standards, reflecting the latest recorded national trends³. However, figures collected for 2003 during the evaluation field visits show that the actual percentages of dropouts for UNICEF assisted schools are consistently lower than the most recently available national figures of 2000. For example, nationally the percentage dropout in Std 1 for 2000 was 13% and in the UNICEF-assisted schools visited in 2003 the percentage dropout in Std 1 was 6%. Similarly, for Std 8 the national figure for 2000 was approximately 9% and for the UNICEF assisted schools in 2003 it is only 3%.

However, in terms of gender parity, the field evaluation visit found that the percentage of girls dropping out remains higher than that of boys in both UNICEF and non-UNICEF assisted schools, particularly in the senior standards.

³ Draft Basic Education Statistics. 2003

Figure 2: Dropout Rates in UNICEF- Assisted Schools in 2003

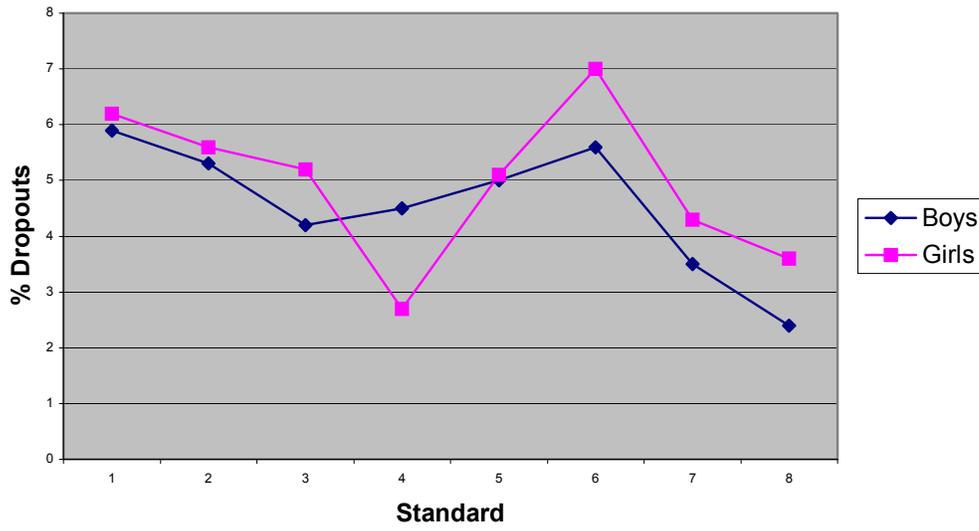
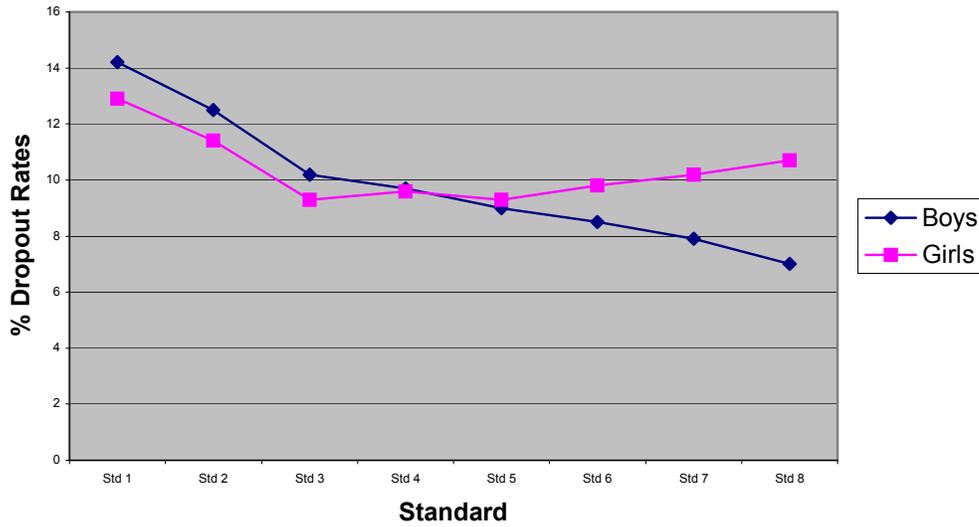


Figure 3: National Dropout rates in 2003



2.1.2. The extent to which activities undertaken under Basic Education, WES and SPAC sections were relevant to promoting girl child education and decreasing gender disparity in education in Malawi

Basic Education Project 1: Quality of Primary Education and HIV/AIDS Promotion

OBJECTIVE	DOCUMENTED OUTPUTS	EVIDENCE FROM THE FIELD	EVALUATION																													
To increase access to early learning and stimulation in target communities by at least 80 %.	Preliminary training and community sensitisation. Curriculum designed. Five model centres established.	Materials and training provided in one area only. 30% of UNICEF assisted schools have ECCs around them.	The project is in its early stages. ECCs are still a phenomenon of the urban areas. Interest has been aroused. 80% target is too ambitious.																													
To introduce child-centred and gender sensitive learning, teaching of health, nutrition and hygiene in schools (Joyful Learning).	60 % of the work has been done.	Schoolteachers invited to attend PCAR workshops but were unhappy with level of sensitisation. Teachers and DEMs trained in joyful learning.	The relevance of the new curriculum, which has yet to be introduced to all schools, has yet to be determined as well as its effect on gender disparity. Teachers see relevance of joyful learning, but cohort tracking is still not understood.																													
To provide basic infrastructure including furniture, water and sanitation facilities.	Sanitation facilities constructed in sixteen target areas. Water points and Furniture is 90% of target schools. These can have immediate effects.	Classrooms, toilets and hand washing facilities, furniture in evidence, but there are one or two schools in dire need of improvement of teaching environment. High quality charts available. Rehabilitation in some school	Much in evidence, but quality of buildings, teachers' homes and hand wasting facilities in poor condition and in insufficient quantity.																													
To provide primary children with Life Skills and knowledge of HIV/AIDS to enable them to make informed decisions.	60% of the work done regarding syllabuses. Teachers guide pupils books in Std. 1, 2, 3 and 4. Training of DEMs, teachers can have immediate effect.	Books and teaching only in Std. 4. Other teachers transferred away.	Teachers see relevance, but not extended to the whole school yet.																													
	In 2002 to 2003 girls % age increased in enrolment was much higher than that of boys. In 2003 to 2004 % age increase in enrolment was also registered for both boys and girls. This was also the case in government schools, but with lower % ages.	<table border="1"> <thead> <tr> <th colspan="4">% age increase in enrolment</th> </tr> <tr> <th>School</th> <th>Gender</th> <th>2002-03</th> <th>2003-04</th> </tr> </thead> <tbody> <tr> <td rowspan="2">UNICEF JUNIOR</td> <td>Girls</td> <td>50.9</td> <td>12.4</td> </tr> <tr> <td>Boys</td> <td>36</td> <td>13.1</td> </tr> <tr> <td rowspan="2">UNICEF FULL</td> <td>Boys</td> <td>15.6</td> <td>12.1</td> </tr> <tr> <td>Girls</td> <td>23.7</td> <td>5.4</td> </tr> <tr> <td rowspan="2">GOVT</td> <td>Boys</td> <td>24</td> <td>3.2</td> </tr> <tr> <td>Girls</td> <td>17</td> <td>5.7</td> </tr> </tbody> </table>	% age increase in enrolment				School	Gender	2002-03	2003-04	UNICEF JUNIOR	Girls	50.9	12.4	Boys	36	13.1	UNICEF FULL	Boys	15.6	12.1	Girls	23.7	5.4	GOVT	Boys	24	3.2	Girls	17	5.7	Toilets, furniture, water, Life Skills, Joyful learning are all relevant and can be linked to increased enrolment of girls which seem to exceed boys in the lower Stds, but not having marked results in upper standard.
% age increase in enrolment																																
School	Gender	2002-03	2003-04																													
UNICEF JUNIOR	Girls	50.9	12.4																													
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GOVT	Boys	24	3.2																													
	Girls	17	5.7																													

Project 2: Participation and retention of girls and disadvantaged children in primary education

OBJECTIVE	DOCUMENTED OUTPUTS	EVIDENCE FROM THE FIELD	EVALUATION
Increase enrolment, retention and completion rates of girl in target schools.	SARA materials, DEMs, PEAs oriented traditional leaders, faith leaders, mother groups, role models, launch of AGEF, 55 to 100 % project achievements were registered.	UNICEF assisted schools. Sara orientation, mother groups, role model, enrolment has increased. Girls' completion rate has increased. Completion rate (%) 2002 B-35.6 (N=487) G - 83 (N =487) 2003 B-76.4 (N =509) G-81.1 (N= 405)	Activities related to quality of education are relevant to retention and completion rates.
To increase enrolment of orphans, working children and children with special needs.	Preliminary training on child rights community mobilisation.	Some communities sensitised.	Far from achieving 60% target.
To strengthen capacity of communities to monitor, prevent and report child abuse.	Training mother groups. School committees in 85 schools. In parliament advocacy policy makers review law.	Little evidence of communities practising this in a formal capacity.	Has relevance in getting kids in school and back to school, but has yet to permeate the society.

Project 3: To ensure that adolescents and Primary School children acquire Basic Education on HIV/AIDS and life skills to enable them make informed choices.

OBJECTIVE	DOCUMENTED OUTPUTS	EVIDENCE FROM THE FIELD	EVALUATION
Establish and strengthen AIDS clubs.	School heads, school committee, club patrons trained in AIDS TOTO clubs. Best student award scheme.	Few AIDS TOTO Clubs are functioning due to lack of leadership and materials. (Not come across in the sample schools.) AIDS TOTO CLUBS Schools Available Functional UNICEF (N=12) 5 5 Non-UNICEF (N=6) 5 3	Has relevance, but junior schools may not be able to organise children to carry out club activities. ICT materials are also needed. Other out of school activities such as mother groups and activities of AGLIT helped send out of school girls back to school.

Project 4: Support to Sector Reform

OBJECTIVE	DOCUMENTED OUTPUTS	EVIDENCE FROM THE FIELD	EVALUATION
Developing capacity of partners to build capacity of implementing partners for project management.	Trained DEMs, PEAs in HIV/AIDS by ActionAid. Trained 919 teachers on HIV/AIDS, Development partners' monthly meetings. Support to EFA and MLA.	Action AID training of teachers launching of 'Child Missing Out'.	HIV/AIDS directly relevant to girl child. EFA efforts promote girl child education. Development partners plan, design and facilitate education of the girl child.

Project 5: Emergency Education

OBJECTIVE	DOCUMENTED OUTPUTS	EVIDENCE FROM THE FIELD	EVALUATION
Assessment and monitoring	Orientation of DEMs Training of Trainers HIV/AIDS and abuse, school committees, community leaders sensitised. Rapid Assessment of school needs.	Communities sensitised in HIV/AIDS, school feeding provided.	Very relevant as it prevents abuse of girls in emergencies and keep girls from economic activities at home.

2.1.3. The extent to which extent was the Human Rights Based Approach to Programming (HRBAP) operationalised by taking household and community capacity development as a core process to implement the programme and what are the challenges experienced and foreseen

Specifically, UNICEF’s child rights work falls under the SPAC programme. The principles of UNICEF’s “rights-based” programming were found to be applied appropriately to Girl Child Education interventions through sensitisation of communities using community dialogue and training on Human Rights (HR).

Three groups are targeted for HR training: Mother’s Groups, School Management Committees (SMCs) and Parent Teacher Associations (PTAs) (see *Table 3*). In addition, faith leaders, traditional leaders and mother groups have also been trained on the importance of girls’ education through CRC/CEDAW and sensitised on the girls’ readmission policy. Of the current SMCs interviewed during the field evaluation visits, 50% said they were trained in the importance of girls’ education and gender issues, but only 17% said they had been trained on girls’ readmission policy.

TABLE 2: Human Rights training for school and community based groups

UNICEF assisted schools	% of schools (n=12)	Functionality	Received HR Training
Mothers’ Groups	30%	All	50%
PTAs	92%	58%	36%
SMC	100%	92%	90%

Note: Non-UNICEF assisted schools have received little or no human rights training.

However, a lesson learned over the past 2+ years has been that training alone does not change cultural values and attitudes that are ingrained in people’s minds. (See 2.2.5) There is a need to combine training with community dialogue relating to cultural practices that affect girls’ education for effective results. This strategy interfaces directly with the HRBAP.

By initiating community dialogue on cultural practices communities are encouraged to explore a wide array of practices that affect the development and participation of girls. These include initiation ceremonies which force girls into sexual relations with older men, experiments with sex during and following initiation, cleansing ceremonies which involve sex with strangers or relatives following a husband’s death, forced marriages of young girls, defilement of young girls, the rising incidence of rape and the phenomenon of ‘sugar daddies’. In several interviews it was suggested that this list was not exhaustive, but many of the activities listed have a direct link to increasing the risk of HIV infection. These discussions empower girls and women to recognise negative and harmful practices while strengthening positive cultural values and activities. Some exciting work is going on with communities who are finding ways of replacing harmful practices with ‘substitute’ actions. The outcome of the discussions seems to be having a positive outcome on the overall rights of girls, including enrolment, retention and achievement in school.

The results of a group analysis of the different duty-bearers, their roles with respect to the rights to quality basic education and the evaluation of specific dimensions of their capacity to carry out their roles is shown below.⁴

⁴ UNICEF. Programme Plan of Operations. 2002-2006

TABLE 3: Duty bearer role analysis for HRBAP

Duty Bearer	Role Analysis	Capacity Gaps
<ul style="list-style-type: none"> ▪ Community ▪ Village Leaders ▪ Village Committees ▪ Traditional healers ▪ Community Based Organisations ▪ Extension Workers 	<ul style="list-style-type: none"> ▪ Monitor school attendance ▪ Participate in school management ▪ Organise cultural practices in a manner that reduces conflict with school attendance ▪ Provide essential physical facilities in school. 	<ul style="list-style-type: none"> - Communities not organised for involvement in school affairs - Poverty at community level - Low value on girls' education - Absence of role models - Social distance between schools and communities - Lack of appropriate training among extension workers, religious groups and traditional media + Common responsibility over children + Communities already organised for community participation through SMCs and PTAs + Tradition of community involvement.

When asked about sensitisation and training on human rights several respondents commented on addressing the issue of sexual abuse of girls in schools. One PEA noted “Parents are more aware now and do not hide cases away...UNICEF has opened eyes...”

Challenges

Mother’s Groups: They work well encouraging girls to stay in school and return to school after dropping out, but evaluation field visits revealed that where Mother’s Clubs had been initiated they did not always remain active. They need strong leadership from the head teacher or good will from local chiefs to make sure meetings took place. There has been an increase of Mothers’ Groups since 2002 although the numbers are still low and coverage is scattered.

School Management Committees: Any training that SMCs receive was in danger of being lost due to high turnover due to election of new officers/members every two years. Additionally the cascade model was not efficient in taking the messages to the community.

Another example of HRBAP being operationalised was during the ‘hunger crisis’. UNICEF posters, relating to the phenomenon of ‘sex for food’, focused on both school management committees and the school feeding committees to create awareness of gender issues relating to the power of food in the targeted areas and to train them in using the posters as tools for advocacy activities. Additionally both UNICEF and the World Food Programme (WFP) worked with in-school clubs to spread messages relating to child protection and sex exploitation.

On a wider scale, Phase 1 of Vital Registration System (Births and Deaths) is an example of a household/community capacity building exercise to fulfil the fundamental rights of each Malawian child with a name and nationality declared on a birth certificate.

The Child Protection Project also originates from SPAC and is instrumental in withdrawing children from estate labour or household labour and returning them to school. However, the vicious cycle of demand for child labour

because of poverty and the lack of schools to place them in when taken out of labour means it is a long term chronic problem.

2.1.4. Integration and internalisation of Girl Child Education interventions at national, district, school & community and UNICEF country office levels

National level of Planning

Most governments have acknowledged that educating girls is one of the most effective and least expensive ways to reduce poverty, and to spur growth. National support for Girls' Education is money well spent leading to poverty reduction, longer life expectancy and lower child mortality rates. In Malawi current national policies and strategies such as the Education Sector Policy Investment Framework (PIF)/Sector Investment Programme (SIP) and the Malawi Poverty Reduction Strategy Paper (MPRSP) aim to facilitate the implementation of Millennium Development Goals (MDG) targets on universal primary education and elimination of gender disparity in primary and secondary education.

The Government has also increased resources to the education sector in this current fiscal year budget (2003/2004) by 26.9%, which constitutes 15.3% (MK6.8million) of the total national budget⁵. Although education receives priority treatment in government allocations, there is low physical capital formation and widespread shortage of teachers, learning materials and resources for supervision and monitoring. About 80% of the education budget goes to staff salaries leaving only 20% for improving learning quality.

The MOEST acts as the lead Government agency in the terms of co-operation between UNICEF and the Government of Malawi. In the run-up to UNICEF's 2002-2006 Basic Education Programme planning the lengthy consultations between the two had been supplemented by a wide range of mutual strategic and collaborative partners. These consultations have cross-fertilised national priorities and the issues addressed in the current Basic Education Programme reflect the priority areas identified in both the Education Sector's PIF and the MPRSP as listed below:

PIF

1. Inadequate opportunities for early learning. In line with its commitments under the Convention on the Rights of the Child, Malawi has flagged early learning as a priority area for programming. Project 1 Quality of Primary Education and HIV/AIDS Prevention focuses on increasing access to early learning.

2. Non - enrolment, low enrolment and late enrolment are addressed using the "community school approach" in Project 1 that brings schools nearer to the community, complete with water and sanitation facilities to create a demand which will increase the enrolment and retention of girls and enable children to begin school at the right age.

3. High rates of dropout and repetition. Again, the "community school approach" is being used to respond to this twin problem of drop out and repetition.

4. Low quality of primary education. Project 1 focuses on the wide range of issues covered under the 'umbrella' of quality including shortage of basic textbooks and essential supplies, shortage of classroom space and furniture for pupils and teachers, safe water sources and latrines, short supply of teachers, (especially women teachers), large class sizes, large numbers of untrained teachers, no support for teachers, and crowded and irrelevant curriculum.

5. Low participation and retention of girls in primary schools. Using the "community dialogue" approach, Project 2 Participation and Retention of Girls and Disadvantaged Children investigates the

⁵ 2003 Annual Report UNICEF, Malawi

primary and underlying social, cultural and economic reasons why so many girls drop out and have low performance in almost all subjects.

6. High prevalence of HIV/AIDS in Malawi. The Basic Education Programme focuses on this through its Project 1, 2 and 3 using a Life Skills course that begins in Std 1 and progresses according to the child's readiness, plus in-school and out-of-school Anti-AIDS clubs.

7. Lack of opportunities and services for development and participation for adolescents. Project 3 Adolescent Development and Participation and the Rights of the Girl Child, provides a special focus on adolescent girls aged between 11 and 20, both in and out of school.

8. Inadequate institutional capacities. Project 4 Support to Sector Reform focuses on building capacity.

MPRSP

One of the main strategic components or 'pillars' of this strategy, which aims to achieve sustainable poverty reduction through socio-economic and political empowerment of the poor, is 'Human Capital Development'. This pillar will ensure the poor have the health status and education to lift them out of poverty by its four goals of ensuring the development of human capital through education; technical, vocational, and entrepreneurial education and training (TEVET); health; and nutrition programmes.

Basic Education:

1. Improve the quality and relevance of primary education. Project 1.
2. Improve access and equity at the primary level focusing on special needs education and girls. Project 2
3. Increase and improve functional adult literacy and numeracy. Project 4
4. Provide special education for the out-of-school youth. Project 3
5. Expand pre-school education/early childhood development. Project 1
6. Respond urgently to problems created by the HIV/AIDS epidemic. Project 1,2 and 3
7. Decentralise administrative and planning responsibilities. Project 4

Secondary School Education:

1. Increase access and equity to secondary schools. Project 3.
2. Improve quality and relevance of secondary education. Project 3
3. Improve management and administration of secondary education. Project 3

National Level Operationalised

Speaking with Ministry officials and development partners, a general concern was that there were difficulties of integration at Ministry level because of a lack of networking between departments within the MOEST. This leads to a situation where department heads did not share or brief each other on Girl Child interventions.

It was also noted that the high turnover of Ministry personnel in leadership positions left UNICEF without vital support for its initiatives. These problems were further compounded with a general lack of capacity in the Ministry. Respondent suggested that UNICEF, as a key player in education, should take more of a leading role in pulling together the major players in this sector.

On a more positive note, the relationship between the MOEST and MOGYCS was seen by officials as productive, allowing for cross fertilization of ideas and forward looking plans.

District Level

Decentralisation is an opportunity for integration at the district level, but the process seems to be slow in some areas. According to some key respondents at district level, operationally UNICEF's mandates are not always incorporated into the daily duties at the district level.

However, the process is moving along in others. For example, according to sources in EEC, most programmes are well integrated at District level being part and parcel of District Implementation Plans. Some of the projects are considered priority areas for local government, not just UNICEF.

One example of how integration might be operationalised was seen in Nkhata Bay District during the evaluation field visit. School sanitation and hygiene project activities initiated through UNICEF's WES were implemented at the district level through a working Project Management Team (PMT) under the District Assembly. This team draws on technical support and personnel from a number of different Ministry representatives from local government, e.g., MOH and MOGYSC. UNICEF has a coordinating officer from the DEM's office who is the link between the management team and UNICEF.

Other examples of increasing integration include the use of PEAs as TOTs for training and sensitisation of teachers and communities to further UNICEF advocacy messages and activities. Several District Youth Officers (DYO) reported that youth clubs were vibrant and expanding their activities and that the youth leaders were regularly involved in planning activities at the district level.

School and Community level

One development partner commented that examples have shown that at school level some teachers are aware and taking on board approaches such as joyful learning, although this evaluation did not establish whether this training has been translated into significant changes in classroom practice. UNICEF activities have also had an impact on SMCs, some of whom now take the initiative to go to the communities and visit parents whose girls are not in school.

By using the "community school approach" schools were brought closer to communities through provision of water that close-by villages were free to use. In fact, in two schools in the pilot districts for the school sanitation hygiene promotion project (SSHP) teachers and community members had collaborated to sensitise community members on hygiene issues. However, the expectation was that more schools involved with SSHP should have had a cascade effect in the communities. The UNICEF coordinator in Nkhata Bay said that after the PMT's internal evaluation they felt that they needed to do more hygiene promotion activities to bring about actual behaviour change.

The approach using community dialogue (See 2.1.2) to explore a wide array of practices that affect the development and participation of girls in school was said to creating some real excitement in some of the communities.

Some respondents also mentioned cases of replication of some activities, e.g. a mother's group has recently been formed in a non-UNICEF school presumably following the success of a UNICEF model. However, some students were found to be leaving non-UNICEF assisted schools for schools participating in the school feeding programme.

An indirect integration and internalisation aspect comes from the school facility construction activities, which create temporary employment opportunities for some members of the community.

UNICEF

Efforts have been consistent with the objectives of UNICEF's Malawi's own MPO 2002 - 2006; UNICEF's global MTSP 2000-2005 and the priorities of the UNICEF Eastern and Southern Africa Regional Office (ESARO). Finally, UNICEF's programmes conform to the UN system goals in Malawi, as laid out in the 1998 United Nations Development Assistance Framework. Specific activities have also cemented the synergy between the Basic Education, WES and SPAC.

2.1.5. The extent to which the UNICEF country team and partners found it necessary to make changes in the design or implementation of the Girl Child education interventions in order to accommodate changes in the circumstances affecting Malawi, e.g. humanitarian crisis of 2001 and 2002.

To accommodate changes due to the humanitarian crisis of severe food shortages in Malawi during 2001 – 2003 a separate project, Emergency Education, was created. The overall project objectives were to support continuation of schooling in emergency situations and to ensure the rights of vulnerable children are protected during an emergency. The specific objectives are to provide support to school feeding, monitor dropouts and attendance, provide instructional and recreational materials and Life Skills including HIV/AIDS education to pupils, teachers, school committees and out of school youth.

The project activities included rapid assessments, monitoring, provision of teaching-learning materials, including Life Skills/HIV/AIDS, and temporary classroom shelter to ensure continuation of school attendance. The project also intensified the distribution of 'school-in-a-box' kits containing essential school supplies, e.g. pencil, rubber, notepad, etc. All of the inputs were a response to loss of support for non-tuition costs of education as all available income was utilised for food procurement. This project was unique in implementing a non-food response to ensure school attendance. These activities were complemented by a school feeding programme supported by WFP where children were receiving a ration of food either before school or at break time.

The use of the school emergency school feeding programme offered a unique opportunity to target girls' attendance and the current LOU between WFP and UNICEF on assistance to primary schools will contribute to stabilizing regular attendance in primary school, especially of girls and orphans. This agreement provides for a ration of food during school hours and a take home packet of food for girls and for orphan boys.

Through the Support to Sector Reform project, a surveillance system covering 12 districts with 3 sentinel school sites is monitoring household livelihood security through schools enrolment. The data collected is statistically analysed and disaggregated by sex and age and will create an early warning system of an impending food crisis. However, it was reported that the data is of low quality and more training and supervision needs to be given to the individual Head Teachers through the District Education Managers (DEMs).

2.2 Role, Design and Focus

2.2.1. The extent to which the designed objectives of the intervention were specific, measurable, achievable, relevant, and time-bound; the indicators were well defined and the M&E Plan well designed to support project implementation

Objectives and Indicators for Logframe of Activities (LFA)

The objectives in the LFA are not SMART. The objectives are relevant and fairly specific, but other characteristics are lacking.

- The targets reflect no baseline data. The use of the word 'All' in a target column where there is no baseline data available is problematic.
- The vast majority of activities are measured against a baseline stating TBD (to be determined).
- The assumption is that the timeframe is for the entire 5-year programme. Although the LFA reflects a five year plan, the overall objectives are not broken down into annual targets after the end-of-year PPA review. It is not clear from the LFA how these targets will be monitored and measured in order to plan for year-on-year activities.

Project Plans of Action

The majority of the expected outputs are not measurable. However, timeframes are available in this document. Although the PPA has been described as purely a planning process document, there does not seem to be any documentation of annual baseline from which to plan for scaling up or readjustment of design, or to measure achievement for a particular year in the five year plan.

Monitoring and Evaluation Plan

On a general note it is paradoxical that in many cases criticism is directed at the low quantity and quality of data coming from the national, districts and community level, when the donor agency (and not just UNICEF, or a particular UNICEF programme), seems to be struggling with their own monitoring efforts. Obviously this is an area where constant refinements are being made to fulfil this crucial need, and in the 2002 – 2006 Master Plan of Operations, a 'vertical' supervisory system within SPAC was created called the Monitoring and Evaluation Unit.

The M&E Unit's mandate is to supervise and examine data generated by other sections. Daily monitoring is done by individual project officers using a generic checklist format and a long-hand trip report. However, the data that is generated is patchy and compliance is poor. These findings are compiled in a *Consolidated Report Cross-cutting Findings from Monitoring Visits*, but there is little quantitative or qualitative information to be gained from this exercise. Time would be better spent on revising the format for data that is generated for planning and evaluation purposes. In particular, SMART objectives, especially targets, should be included all documents. Currently, a number of separate documents have to be cross-referenced for all the information.

In addition, information collected from the field by project officers should be consolidated in a readily available computerised database containing up-dated school and project data related to project objectives and targets, as well as MSTP and MDG goals, e.g. pupil enrolments, dropouts and repetition; pupil: teacher ratios; teaching and learning materials and infrastructure and training activities. During the evaluation, researchers were unable to access the Basic Education section's database, which could have given a better indication of the current effectiveness of M&E activities.

Very recently a new format has been created by the M&E Unit, the Achievement Against County Program Objectives, which attempts to clarify the problem of determining outcomes. New columns have been added to reflect Actual Activities from the PPAs.

These are moves in the right direction, but if these forms are left to the project coordinator to complete, the amount of information provided is erratic. With the recruitment of the JP in Basic Education this section has been able to identify a M&E focus person who can directly liaise with the SPAC M&E unit and generate compliance in completing the new formats.

2.2.2. The extent to which the Girl Child interventions can be determined based on the logical frameworks (LFAs) as well as against the MTSP, MDGs and the MPRSP targets

The achievements can be determined based on the framework of the LFA, but only if the accompanying documents, including the PPAs and the new format of the Achievements Against County Program are available and are fully completed. In some cases all the information is available, but in many cases there is no indication of the achievements against the LFA.

In these documents the focus is only on achievements in terms of outputs, not on longer term outcomes. Generally, what is meant by 'outcomes' or 'impact' is not articulated in projects' documentation.

In the newly formatted PPA End of Year Review Report (October 2003) there is a column for Achievements against LFAs and PPAs (which is also present in earlier 2002), but now there is a column for achievements against the MTSP. However, linkages with the MDGs or the MPRSP are still missing.

Unfortunately, these documents are not filled by every project officer to the same degree of rigour and many columns are left blank. It was noted that the M&E officer requests for these new forms to be completed, but the compliance is patchy to say the least. On a bright note, Basic Education is the best section in the UNICEF Country Office when complying with this directive.

MTSP Targets

A long-term goal of UNICEF is that all children have access to and complete an education of good quality. The targets set forth in the MTSP are an interim step towards this goal and the MDGs. Specifically the MTSP includes:

1. By 2005, all countries with a girls' net enrolment rate of less than 85 per cent in 2000 will have in place and implemented policies, procedures and practices that have reduced the number of out-of-school girls by at least 30 per cent;

Indicators for Target 1: Support access

- Number of girls of primary school age not in school (national and UNICEF focus areas where applicable). Supplementary indicators will include number of boys not in school, net and gross enrolment rates by sex, gender gap in primary net enrolment.⁶
- List of specific compensatory policies, procedures and practices, including those supported by UNICEF, in place and indication of which are operational, to reduce the number of girls out of school.

⁶ A fuller list of monitoring guidelines, supplementary indicators, data sources and reporting frameworks is provided in the technical note: Monitoring and Reporting on Girls' Education.

2. By 2005, policies, procedures and mechanisms to promote effective quality learning in child-friendly, gender-sensitive schools will be in place and implemented in at least 50 countries; and

Indicators for Target 2: Support quality

- Report on a review of gender equality⁷ in 2002 and 2005 that determines the extent to which there are, in the country and in UNICEF focus areas:
- Effective and gender-sensitive teaching and learning processes;
- Gender appropriate learning materials, curricula and learning outcomes;
- Healthy, safe, inclusive, protective and gender-sensitive learning environments.

3. By 2005, at least 20 countries will have identified learning outcomes in literacy, numeracy and life skills, and built capacity towards ensuring gender parity in achievement in basic education.

Indicators for Target 3: Support learning achievement

- Confirm existence of identified learning outcomes in literacy, numeracy, and life skills-based subject areas.
- Gender dis-aggregated primary education completion rate since 2000 (nationally and in UNICEF focus areas).
- Gender dis-aggregated transition rate to post-primary education (nationally and in UNICEF focus areas).
- Rate of attainment by girls and boys of nationally defined learning outcomes, including literacy, numeracy and life skills-based learning (nationally and in UNICEF focus areas).

MDG and PRSP Targets

Six of the eight MDGs can best be met as the rights of children to health education protection and equality are protected. The two goals that directly relate to Girls' Education are:

Goal 2: Achieve Universal Primary Education: Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Goal 3: Promote gender equality and empower women – Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.

These broad goals can guide UNICEF's girl child interventions in terms of their longer-term strategies, but allow for little in the way of formative assessment.

In contrast, PRSP targets include a detailed list of specific, quantifiable indicators (see Table 4 below), which should give clear targets against which many of UNICEF's girl child interventions can be measured if reliable data can be regularly collected from UNICEF-assisted schools, early learning centres and youth groups. This requires a commitment from UNICEF officers to collate and analysis data.

⁷ More detailed guidance on the form and format is provided the technical note: Review of Gender Equality in Education.

TABLE 4: The PRSP Basic Education Targets

INDICATOR	CURRENT SITUATION 1999	TARGET 2005
QUALITY TARGETS		
# of Teachers	45,788	51,323
Teacher Trainees (Cum)		12,000
Pupil to qualified teacher ratio	118	85
Teacher to PEA ratio	145	81
Drop out rate	12%	8%
Repetition rate	15%	10%
# of new classrooms		2,250
# of classrooms rehabilitated		4,500
ACCESS TARGETS		
Female enrolment (total)	1.4 million	1.5 million
Female enrolment %	48%	50%
Pupil Specialist Teacher Ratio (visually impaired)	48	26
Pupil Specialist Teacher Ratio (hearing impaired)	13	7
Pupil Specialist Teacher Ratio (learning difficulties)	18	5
ADULT LITERACY TARGETS		
Number of adults enrolled	37,500	300,000
Number of instructors	2,000	12,000
OUT-OF-SCHOOL-YOUTH EDUCATION TARGETS		
Number of youth patrons	1,300	2,985
Number of youth centres	10	81
PRE-SCHOOL EDUCATION/EARLY CHILDHOOD CARE (ECC) TARGETS		
Number of ECC Targets	620	1,500
Number of ECC Centres	0	70

2.2.3. The extent to which the design of the Girl Child Education interventions allowed for adequate attention to: (a) Specific policies and strategies and (b) Social and economic realities on the ground

a) Specific policies and strategies

Both the Education Sector's PIF and the PRSP prioritise issues of quality education measured by current proxy indicators such as the number of pupils per teacher, teacher training, public expenditure and educational achievement and the survival rate to Std 5. UNICEF's four projects within the Basic Education programme link directly into the PIF priorities (See 2.1.) and, as such, work within Malawi's current policy environment. Other examples of policies which UNICEF's girl child interventions' are required to take account of in their design and focus include:

Decentralisation

The Decentralisation Act came into effect in 1998 and is seen as a process that is slowly evolving. Phase 1 involves Primary Education and the District Education Officers (DEOs), DEMs, and Primary Education Advisers (PEAs) are key players in the process. Several survey respondents commented

that individuals at this level had really taken the new responsibilities on board, but acknowledged that capacity building will be needed if they are to be constructive partners.

The district based co-ordinating structures for youth activities, the Youth Technical Sub-committees (YTSC) are also key players in decentralisation, who handle multi-sectoral issues affecting young people in a holistic manner. They have the potential to play a significant role in coordinating and monitoring activities, but as above, they will need capacity building and supervision.

The Support to Sector Reform project takes this process into account with specific activities to develop capacity of accounts personnel in MOEST and MGYCS, project districts and youth NGOs on financial management, project management and data collection.

National HIV/AIDS Policy

The multi-sectoral responses to the HIV/AIDS epidemic in Malawi in recent years are reflected, to some extent, by UNICEF's cross-cutting approaches to tackling such issues. And the use of a HRBAP in the design of girl child interventions is in line with the latest (2003) HIV/AIDS policy document's greater emphasis on rights and responsibilities. However, policy responses have been re-orientated to emphasis a continuum from prevention to care and treatment, such improving early access to care and treatment through greater availability of VCT centres, social and economic support for PLWHAs and taking a more pro-active approach to addressing stigma and discrimination. Currently, the design of UNICEF's girl child interventions still focus primarily on the prevention of HIV/AIDS among young people, particularly when working with schools, although steps have been to make available VCT services for youth.

The National HIV/AIDS policy acknowledges that the epidemic is becoming increasingly engendered because of inequitable power relations between the sexes, with young girls being particularly vulnerable. The design of UNICEF's girl child interventions clearly tackles this issue through various key entry points: out-of-school youth groups, AIDS Toto Clubs, as well as Life Skills, HIV/AIDS and gender training and materials for teachers, SMCs and pupils and district officials. Such crucial support needs to be continued, closely monitored and strengthened.

Orphans and Vulnerable Children

The Orphans and Vulnerable Children (OVC) policy positions itself as critical to addressing what is centrally a child protection issue, thus calling for efforts to improve laws affecting the welfare of children and recognising national and international human rights instruments as the basis for providing care and protection for orphans and vulnerable children. As such, the policy demonstrates close linkages with the focus of the child protection activities of SPAC. UNICEF interventions have also incorporated OVC policy in their planning e.g. the use of the extended family systems to support orphans, rather than orphanages and projects' emphasis on community participation, both of which are key OVC policy responses.

The policy also calls for assistance and support for OVC to have access to and remain in school and places a special emphasis on early childhood care and development. The design of girl child interventions under Basic Education have, to some limited extent, included specific activities tackling OVC issues (e.g. recently including needy orphans in their school feeding programmes), but requires strengthening. The design of future Basic Education and ECC interventions may need to include greater emphasis on ensuring that they reach orphans and vulnerable children: a useful first step being the development of specific OVC indicators and targets.

Compulsory Education

The Government of Malawi has adopted the bill of rights into its constitution and address this issue in Section 25 (1) entitles all persons to education. Section 13 (f) calls upon the state to provide adequate resources for free and compulsory education. UNICEF should begin a campaign to sensitise the population and to advocate and facilitate the creation of classrooms/schools, trained teachers, ample instructional materials, training of DEMs and DEOs to monitor intake and non-complying families.

TABLE 5: Some Pros And Cons Put Forward During Interviews with Stakeholders.

Compulsory Education	
Positive	Negative
Basic Human Rights Approach (CRC)	Effect on quality education
In Malawi Constitution gives strong position for advocacy work; political leverage	Pressure on poor families (level 3 PRSP)
Reduces Child Labour	No monitoring system in place
Need to scale up now. Will we ever be ready?	How to enforce?
	Needs proper preparation

(b) Social and economic realities on the ground

Lack of trained teachers

Over the past seven years, the Malawi Government in collaboration with the Teacher Education Task Force III, whose membership was drawn from a wide variety of international and national organisations, has been working on the National Strategy for Teacher Education in Malawi (NSTEM) for the period covering 2002 – 2012. Although, UNICEF was not directly represented in this process, it is involved through the Development Partners Forum. This national strategy was approved in January 2004 and presents a holistic approach in the provision of quality teacher education, including some components of child centred/gender sensitive training.

In response to the lack of adequately trained teachers UNICEF is providing in-service training as part of its ‘schools package’ for quality education. A particular example of this is the current intervention to train teachers in “Joyful Learning” which is a child-centred /gender sensitive methodology. It should be noted the evaluation field visits found that many of the schools relied on the services of volunteer teachers. Yet these individuals were not included in any school-based or zonal level training or orientation.

Lack of trained female teachers, especially in rural areas

When it comes to school and learning, the attitudes and actions of teachers can exert great influence and these influences have clear ramifications for children’s cognitive development. Countries with the lowest number of female teachers at the primary level are those with the highest gender disparities and data shows that the number of female teachers continues to decrease in secondary and tertiary education.⁸ Without female role models to interact with them in both academic and extracurricular activities, girls are disadvantaged.

⁸ EFA Global Monitoring Report. Summary Report 2003/4 Gender and Education for All: The Leap to Equality.

The NSTEM POLICY I Framework requires that only Malawi School Certificate of Education (MSCE) holders are eligible to enter the TTCs. In this regard it was noted that this provision would make it more difficult to recruit sufficient numbers of females. Problems relating to attracting female teachers to rural areas include poor standard of housing, lack of supervision from district and school management, lack of recognition of efforts and lack of security, including the threat of gender-based violence. However, during the evaluation field visits the teams found that teacher accommodation construction or improvement to existing structures did not seem to be a priority. For example, the evaluation has shown that in the 12 UNICEF assisted schools there was an average of three permanent teacher houses per school.

It was noted that the vast majority of staff of both the Government's National Youth Council and Youth section of the Ministry of Women, Youth, and Community Services are men, who may be ill-prepared to deal with needs of the girl child. Additionally, in the schools where there is a shortage or absence of female teachers, some parents expressed concern about male teachers being patrons for girls-only extra-curricular clubs, for example SARA.

Teacher/Pupil ratio

The demand for the provision of open access to primary education as contained in the Policy Investment Framework and implemented through the policy of tuition-free education at the primary school level in 1994/1995, increased enrolment from 1.6 million in 1990 to 3.0 million in 1997, an increase of over 50%⁹ The current qualified teacher pupil ratio at primary level is 1:118¹⁰. In comparison with this, the evaluation field study found that the overall teacher: pupil ratio was 1:114 for UNICEF assisted FP schools and 1:133 for UNICEF assisted JP schools.

UNICEF's response appears to be provision of in-service training. Although UNICEF is involved in teacher training through the Development Partners Forum, there is still ample room for becoming involved with formalised pre-service teacher training, perhaps in collaboration with the MIITEP programme (GTZ) or similar activity.

High Attrition Rates

According to the current EMIS data, total attrition of teaching staff has been around 10-15% per annum between 1997 and 1999. Furthermore, the current capacity of primary teacher training colleges is approximately 3,000 student teachers per year, although over a two year programme, such as a MIITEP, this in effect means only 1,500 per year.

According to the National Strategy for Teacher Education and Development (NSTED) projections for varying scenarios, the current need for trained teachers stands at between 8,000 and 9,000 teachers in order to maintain a teacher:pupil ratio of 1:60. These scenarios are based on an assumed 6% attrition rate, taking into account mortality rates of approximately 2% per annum and pensionable age teachers leaving the service. It does not account for the teachers leaving to join private schools and other organisations, so the likelihood is that the needs may be much greater – at around 10,000 per year.

Transfer of teachers is also a chronic problem for the UNICEF assisted schools. The Girl Child Interventions' reliance on the cascade model for training purposes runs into problems when the trained individual either dies or transfers to a non-UNICEF assisted school. This is compounded by a general

⁹ UNDP. National Human Development Report. 2001.

¹⁰ National Strategy for Teacher Education and Development (NSTED) (MOEST, 2003).

view from teachers that information delivered in this way is 'watered-down' and they further dislike the lack of handouts accompanying such school-based training. Vital knowledge and skills are lost to the remaining staff and pupils at the school.

Widespread shortage of teaching and learning materials/ essential supplies

The design of the 'community school approach' package allows for the provision of basic educational needs. School-in-a box provides necessary supplies like pencils, erasers, etc. and CIDA provides textbooks, apart from Life Skills, although plans are underway for CIDA to take over all distribution. The TALULAR approach, incorporated into Joyful Learning and other teacher training programmes funded by UNICEF, is seen as way to combat this chronic problem.

Shortage of classroom space/ Lack of furniture for pupils and teachers

Many of the UNICEF assisted schools deliberately place the younger students inside classrooms with available desks in order to encourage them to stay in school. For the older students, especially girls, this doesn't provide the 'safe space' that they need. Additionally, when girls don't have desks and have to sit on the ground, they feel uncomfortable to stand to respond to teacher questions because they are concerned that they may be exposing themselves to boys sitting close to them.

UNICEF has desks and other furniture as inputs in its design of Girl Child Interventions, but demand is rising for additional classroom space and furniture (along with teaching and learning materials) and the evaluation field team was inundated with requests for more assistance in this area. The evaluation field study found that in UNICEF assisted FP schools the pupil classroom ratios stood at 1:353 in Std 1 lowering to 1:90 at Std 8. The situation was slightly better in JP schools where Std 1 was 1:116 lowering to 1:89 for Std 6. However, observations noted that pupils in Std 3 & 4 were more likely to be learning outside as priority was given to infants.

Furthermore, during the evaluation field visits it was clear that the school feeding programme was creating a high demand among parents to the extent that some of them were bringing in additional girls from relatives and friends in other areas in order to benefit from the take-home rations. Furthermore, there were examples of children who chose to cover longer distances in order to be enrolled in a school with a school feeding programme rather than enrolling in the closest school,

Thus, as an overall note, as UNICEF education projects create demand and enrolments increase, the actual physical infrastructure and resources in the school are currently under strain from these demands. If these enrolments continue to rise, UNICEF needs to make long term projections now for expansion and improved quality at all levels, included secondary school which, if this trend continues, will be bearing the brunt of expansion.

Lack of latrines and safe water sources

The Basic Education programme works with WES to improve the quality of education through the provision of water points, latrines and hand-washing facilities. Additionally there is a component of hygiene promotion for both schools and communities. This is seen a key element for keeping girls in school due to a variety of gender issues. In schools where latrines had been constructed and functional the pupils, teachers and communities recognised the importance of this contribution to promoting girls education. However, in some UNICEF assisted schools in Dedza, Lilongwe and Chikwawa there were no toilets and the boreholes were either broken or not functioning well.

Primary school curriculum too theoretical and unrelated to life experiences

As an activity under the sub-project of enhancing the primary school curriculum, UNICEF is participating in the Primary Curriculum Assessment and Reform (PCAR) process and providing technical support by sensitising teachers and in child-centred/gender sensitive methodology (Joyful Learning).

Poverty

There is a lack of food security at household level in Malawi. UNICEF's programme of providing school feeding in collaboration with WFP relates directly to the key factors that mitigate against girls participation in schools. Recently, the non-emergency activities in the intervention have targeted orphan boys, creating a synergy with child protection and HIV/AIDS care and support activities.

However, the evaluation field team found that in several cases where early learning centres had been established adjacent to UNICEF assisted schools, these younger children had not been incorporated into the feeding programme. As a consequence, these young pupils were leaving the early learning centres to enrol in Std 1, although under-age. The calls attention to the overall design of girl child interventions with respect to linkages between Early Childhood Development and Basic Education sections.

In addition, many of UNICEF's girl child interventions' activities rely on volunteers, including peer educators, cooks, and community labour for construction work. Their support could be withdrawn at any time due to any external economic shocks at household or community level.

Gender Issues and Quality Education

In most countries of the world girls are disadvantaged in the education system in terms of access, quality, relevance and the treatment they receive in the classroom and in the school grounds. UNICEF has generated a gender-based framework that can be used to examine quality education issues. The framework aims to bring a full range of human rights to the learner by examining what the learner brings to education (ECC), the content of education (PCAR), teaching and learning process (pre-service and in-service teacher training), the learning environment (distance to school, classroom activities, school hygiene, safe schools) and learning outcomes (MALP).

The reality in many communities is that very often psychological, emotional and physical abuse leads girls to drop-out and remain at home, condemned to a less productive and healthy life, and often at risk in their own homes from similar kinds of abuse. In the Participation and Retention of Girls and Disadvantaged Children project UNICEF is addressing this through a specific objective to strengthen the capacity of communities to prevent, monitor and report abuse of children, especially girls. However, whereas this targets SMCs in particular, more may be required to address teacher behaviour directly, when abuse is prevalent in the school environment.

In Malawi about 27.2% of men and 56% of women can neither read nor write and this is more pronounced in rural areas where about 80% of women are illiterate. Adolescent out-of-school girls often find it difficult to return to school because of household chores or other societal expectations, such as early marriage. Under the Basic Education project Adolescent Development and Participation and Rights of the Girl Child, AGLIT is addressing this issue by bringing education into the villages where

these girls are living, giving them an opportunity to gain an education and improve their social and economic prospects.

HIV/AIDS & Education

The HIV/AIDS epidemic has heightened the vulnerability of children, especially adolescent girls, to attain a basic education and enjoy basic human rights. In UNICEF's overall plan and in the MTSP HIV/AIDS is a crosscutting issue. UNICEF and its collaborating partners are prioritising most of the following activities outlined below, but not reduction of stigma and discrimination, a primary factor in prevention, care and support.

- + Efforts to ensure that teachers are well prepared and supported in their work on HIV/AIDS through pre-service and in-service education and training
- + Preparation and distribution of scientifically-accurate, good-quality teaching and learning materials on HIV/AIDS, communication and life skills
- + Promotion of life skills and peer education with children and young people, and among teachers themselves
- + Support for school health programmes that combine school health policies, a safe and secure school environment for both teachers and learners, skills based health education and school health services, and that explicitly address HIV/AIDS
- + Promotion of policies and practices that favour gender equity, school attendance and effective learning
- Elimination of stigma and discrimination, with a view to respecting human rights and encouraging greater openness concerning the epidemic

TABLE 6: Key National HIV/AIDS Statistics for Malawi, 2003*

Indicator	Value
National adult prevalence (15-49 years)	14.4%
Number of infected adults	760,000
Number of infected adult women	440,000
Urban adult prevalence	23.0%
Number of infected urban adults	240,000
Rural adult prevalence	12.4%
Number of infected rural adults	530,000
Number of infected children (0-14 years)	80,000
Number infected over age 50	60,000
Total HIV+ population	900,000

*Source: NAC AIDS in Malawi report. 2003 estimates and Implications

2.2.4. The extent to which the interventions are focused in promoting synergies in a) different sections within UNICEF and b) among development partners in accelerating girls' education

a) Different sections within UNICEF

Within the UNICEF Malawi CP linkages in programming ensure a holistic approach to the fulfilment of the rights of children and adolescents. Two sections, WES and SPAC collaborate in the implementation of the girls' education interventions.

Additionally, all sections' programmes are collaborating on HIV/AIDS prevention and management. Collaboration between Basic Education and the Health section includes joint activities in the areas of adolescent development, hygiene education and school sanitation; and with ECC there is collaboration on Early Learning and OVC.

With WES the collaboration includes construction of sanitary facilities including latrines, hand washing areas and water points. This particular input is such a crucial factor in the overall concept of 'quality' and it is recognised as a prime factor in girls' retention in school. The additional component of hygiene promotion that spills over into the community is essential for sustainability of this behaviour change.

With SPAC collaboration is on child protection issues, birth registration, participation and development of adolescent girls and development of policy and communication strategy towards promotion of girls' participation in education.

With SPAC's Child Protection focus, it was found that many girls, in both rural and urban areas, are being used as household helpers. These girls are difficult to identify and cannot be targeted for school enrolment interventions. Returning child labourers to school is difficult when there is a shortage of schools and lack of teachers for a quality education.

b) Among development partners

Among the UN agencies, WFP (school feeding), UNFPA and UNAIDS (HIV/AIDS education/life skills and reproductive health education) support Girls' Education initiatives. Strategic partners in Malawi comprise NORAD (Literacy), CIDA (Provision of textbooks, SSTEP), DFID (PCAR, Facility construction), JICA (Facility construction), GTZ (Support to Teacher Education, MIITEP) USAID (Support to Teacher Education, MESA) and WB (Facility construction and EFA Fast Track). Implementing partners include MOEST, MOGYCS, FAWEMA, AGLIT, MIE, ActionAid, CPAR, Concern, District Assemblies and NYC.

UNICEF's relationships with its partners have generally been reported as being as good with some individuals interviewed saying UNICEF was a recognised player in girls' education. However, it was noted that UNICEF needed to address whether or not it could work within a sector wide approach (SWAP), rather than a 'projectised' approach. Some reported that tensions arise from the fact that UNICEF is trying to serve two masters; belonging to the UN family with all their global mandates, as well as to the education sector in Malawi, working with the government and other development partners.

Examples of UNICEF's collaboration include:

- UNICEF served as a leading role on the Development Partners in Education to develop the PIF.
- UNICEF has actively participated in, and supported, the MPRSP process by having two representatives on the Education Thematic Working Group.
- UNICEF provided funds for the participatory process resulting in the MPRSP.
- UNICEF is actively participating in the PCAR process.
- UNICEF has participated in, and supported, the Government's Girls' Education strategic planning process.

- UNICEF participates actively in the Girls' Education Theme Group and the UN Technical Working Group
- UNICEF is participating in planning process for the Education Sector Medium Term Investment Plan.

The process of getting Malawi to be accepted as one of the Fast Track Countries in the WB EFA Initiative created a lot of synergy between education partners and UNICEF's Basic Education section. Many global initiatives have intertwined criteria and one of the possible criteria to be used for Accelerated Girls Education was that a country should be on the Education For All "fast track". Although Malawi is not currently eligible for fast tracking, the pre-condition documents, including action plans have been created with possible use in the future round of entries.

The achievement of getting Life Skills as a component in the primary schools is another example of how synergies can be achieved through partnerships within the framework of SWAPs. The Basic Education programme is directly responsible for Life Skills Education in Stds 1-4. UNFPA is supporting Stds 5 - 8 and at secondary level, USAID is supporting the introduction of the programme in teacher training colleges. However, a lack of close linkages in activities and formative discussions between partners has made certain aspects of this project problematic and caused unnecessary delays in the production and distribution of materials to schools.

During the emergency in Malawi the partnership formed between UNICEF and WFP created a synergy between school feeding and provision of essential instructional materials. This response is thought to be replicable and is being promoted regionally.

In several of the 2002 -2006 programme documents it was noted that new linkages would be forged with the USAID-funded GABLE Programme. This programme began in 1993 and focused on keeping girls in schools with a fee waiver programme (revised to secondary school scholarships after FPE) and through quality improvements aimed at teacher/pupil interaction in the classroom and community mobilisation. The GABLE Programme closed in 2003 and USAID's new programme is the Malawi Education Support Activity (MESA). This programmes' focus is on both boys and girls in Std 3 & 4 using Life Skills education and monitoring learning achievement, particularly as it relates to English Language skills readiness for entry into Std 5. MESA will support the TTCs in pre-service training on Life Skills. Although the funding structures between UNICEF and USAID diverge significantly and USAID primarily works with NGOs for implementation, there could be some collaboration in terms of sharing experiences of Life Skill material development with the Malawi Institute of Education (MIE), the Monitoring Learning in Primary School (MALP) initiative and support to TTCs.

2.2.5. Lessons learnt regarding the design of the Girl Child Education interventions

Project 1. Quality of Primary Education and HIV/AIDS Prevention

- The wide consultative process employed in the PCAR is necessary for ownership between all partners. It can bring about solutions to wider problems, for example the lack of a curriculum in computer skills for primary schools hampers optimum use of computers provided to schools. However, the evaluation field visits revealed that some teachers do not feel part of the 'consultative' process put forward and felt decisions had already been made. If UNICEF is to use this approach it needs to engage in a genuine two-way dialogue.
- The cascade model for training takes too long to reach teachers in schools and is characterized by message attenuation and other diminishing factors of attrition and lack of leadership. UNICEF seems to feel that this cannot be avoided where large numbers of teachers are being trained.

However, it may be time for UNICEF to take a proactive look at other innovative solutions to training needs.

- UNICEF needs a clear response to the use of volunteer teachers in schools. The hiring of volunteer teachers is a community initiative to tackle problem of teacher shortages and as such they should be acknowledged and supported.
- Training alone does not change cultural values and attitudes that are ingrained in people's minds...there is a need to combine it with community dialogue for effective results. Some teachers and school personnel remain insensitive to gender issues despite benefiting from gender training. One PEA noted,

“We can train and train and train, but if the attitudes can not change, then this will not yield anything, but we need more encouragement, more support and more supervision for teachers.”

- Distribution of textbooks to schools and provision of supplementary readers, e.g., SARA does not necessarily lead to effective use of the materials— training should accompany the use of the materials provided. The observations of the evaluation team were that materials were stuck away in cupboards not being used. This is particularly true for training on Life Skills as some of the content, especially relating to HIV/AIDS, requires understanding of scientifically-accurate material and good communication skills. Unfortunately, in schools visited by the evaluation team only 7% of teachers present had received training in Life Skills and a common complaint was that they were still waiting for training.
- UNICEF does not seem to have a comparative advantage in printing and distribution of books so it would be prudent to let another development partner with known capacity (CIDA) to focus on this activity.

Project 2: Participation and Retention of Girls and Disadvantaged Children in Primary Education.

- Training alone does not change cultural values and attitudes that are ingrained in people's minds...there is a need to combine it with community dialogue for effective results. UNICEF needs to explore the deeper, more ingrained reasons why girls don't attend school, perhaps through additional research.
- Given the current gender parity in enrolment in lower standards, UNICEF needs to look at means to address both community-related and school-related factors that continue to see a lack of retention of girls in higher standards. Attempts should be made to focus in on what it is that is *not* being provided by schools.
- In some of the schools visited by the evaluation team, teachers, pupils and SMC members could mention girls that had returned to school following pregnancy and, generally, respondents' attitudes to this were positive. Such encouragement of girls relied heavily on the work of the SMC and mother's clubs, but out of all the schools visited only 17% of current SMCs had received specific sensitisation on the re-admission policy for girls. As a key link in disseminating girl-child messages, UNICEF should ensure that training and sensitisation exercises for all SMCs are consistent and followed up regularly to ensure that capacity is not lost through attrition or re-election of members.

- Rewards and incentives, as well as the presence of stimulating and active extracurricular clubs, encourage girls to participate in schooling and can be used to enhance girls' performance. This could be further supported by the training of club patrons, while encouraging female teachers to take on extracurricular roles.
- During evaluation field visits it was found that very few disabled children were enrolled in the schools. The Basic Education section needs to focus on means of identifying these vulnerable children and to ensure safe school environments for them, while using community dialogue to create a demand for their schooling.

Project 3: Adolescent Development and Participation and Rights of the Girl Child

- The girl-only clubs have taken into account emerging youth issues and the project 'What every Adolescent Has A Right To Know' has captured their attention with regard to identified gaps on HIV/AIDS.
- The Youth Participation Structures created by the project have acted as an access point for reaching young people with various youth programmes. The Structures include Youth Clubs, Youth NGOs, Youth Centres, Girls-only Clubs, Edzi Toto Clubs, Regional Youth networks and Assembly and National Structures.
- Constraints include limited institutional capacities, low participation of girls, inadequate information on youth and conflicting expectations and demands made on youth.
- Limited capacity of implementing partners hinders timely implementation of project activities. UNICEF needs to have a greater push for joint planning with partners to avoid duplication of youth-led activities, such as promoting SRH messages.
- One DYO interviewed raised concerns about the over-reliance of UNICEF on unpaid volunteers as peer educators and advocated for the inclusion of incentives or more sustainable IGA activities for these individuals in project design.

Project 4: Support to Sector Reform

- Regular meetings of development partners in education and annual joint sector reviews ensures harmonisation of programmes. However, poor participation of Ministry officials hampers effective implementation.
- Training all target groups at risk from HIV/AIDS is important in increasing awareness of the risk and encouraging personal responsibility, e.g. among pupils, teachers and district officials. Key messages should target pupils directly.
- NGOs are useful partners for implementing large scale training programmes.
- Supply of computers is not in itself adequate for strengthening M&E and compiling school information. Appropriate training and provision of monitoring tools are essential components.
- Greater involvement of stakeholders at all levels in project planning and review processes will establish the ownership in project implementation.

- Widening donor collaboration is necessary for funding project activities. Inadequate funding hinders the implementation of project activities. Late release of funds results in delays in implementation of project activities. Limited capacity of implementing partners hinders timely implementation of project activities.
- Monitoring and supervision provide useful feedback for effective programming. However, for UNICEF staff competing priorities hamper timely monitoring and supervision visits to project activities.

Project 5: Emergency Education

- In an emergency situation it is difficult to develop an exit strategy when starting implementation. Wider consultation is required.
- Using food as an incentive makes it very difficult to withdraw from communities.

2.2.6. The relationship between the intervention activities and UNICEF's overall policies and national policies

Malawi National Policy on Orphan and Vulnerable Children

UNICEF's approach to designing orphan support has been careful to avoid a 'welfare/charity' approach and as policy does not support orphanages. Its support for orphans does not discriminate between HIV/AIDS orphans and children orphaned from other causes. Particularly effective activities have included:

- establishing community support groups and skills training support to guardians
- pairing older orphans with trainers for apprenticeships
- creating Income-generating activities for orphans
- systematic registration and home assessments of orphans at community level
- provision of seeds and fertilizer to increase food security at community level

These activities fulfil basic human rights and support community sensitisation and mobilisation strategies. By sensitising and educating communities about HIV, the child's' rights are protected.

Malawi National HIV/AIDS Policy

The fight against HIV/AIDS was firmly established as a new organizational priority for UNICEF in 2002 and all 126 field offices supported HIV/AIDS activities and/or advocacy that year. The principal challenge is to mobilize the leadership, partnerships, participation and resources to ensure that efforts are scaled up to a level commensurate with the severity of the pandemic.

Lessons learned included the need for:

- forging broad and strategic partnerships, which are critical to success
- taking every opportunity to leverage existing resources
- advocating at all levels to defeat silence, stigma, discrimination and apathy
- tailoring programmes and interventions to local circumstances
- continually monitoring and disseminating our achievements and what we have learned

The goals of Malawi's National HIV/AIDS Policy are to prevent the further spread of HIV infection and mitigate the impact of HIV/AIDS on the socioeconomic status of individuals, families, communities and the nation. Pursuing the following objectives will achieve these goals:

- Improve the provision and delivery of prevention, care and support services for PLWHA
- Reduce individual and societal vulnerability to HIV/AIDS by creating an enabling environment
- Strengthen the multi-sectoral and multi-disciplinary institutional framework for coordination and implementation of HIV/AIDS programmes in the country

Several similar themes are emphasised here, with a clear mandate in each to respect the human rights of PLWHA by reducing vulnerability and advocating at all levels to defeat silence, stigma, discrimination and apathy. However, in Malawi there is a critical lack of advocacy for "breaking the silence". More needs to be done on stigma and discrimination.

Malawi National Policy on Early Childhood Development

UNICEF's approach to the young child in the MTSP is through the life cycle and:

- is multidisciplinary and cross-sectoral
- views the survival, growth and development of children as being linked
- incorporates support to early learning and psychosocial development and protection
- centres on support to families and caregivers who provide for children

In the currently Malawi country programme, a new programme was developed: Early Child Care and Support to Families Affected by HIV/AIDS. One of the projects is designed to improve the capacity of households and communities in the key family care practices including health, nutrition and psychosocial development of children during the first few years of life. Likewise, one of the Policy Objectives is to promote the best start life for all children, with a saying, "*The first few years of a child's life last forever.*" The ECC interventions relate directly to this objective by focusing on early child care and community participation.

2.2.7. In Conclusion

In examining the role, design and focus of UNICEF's girl child interventions this section has discussed a range of key issues:

In general, the design of girl child interventions does acknowledge and work within the prevailing policy environment, with clear links to decentralisation, HIV/AIDS, OVC and ECC national policies.

In addressing the social and economic realities on the ground, the focus of interventions clearly tackles emerging gender issues, looking at both school and community-based factors. The lack of trained teachers and the correspondingly high qualified teacher: pupil ratios is being tackled through a strategy of in-service training, although focus is required to address the lack of female teachers in rural area, without whom some activities may be compromised. Also, in line with a 'community schools' approach, the current and possible future roles of volunteer teachers needs to be incorporated into project design. Also, a failure to address issues of attrition rates of teachers, SMCs and district officers in strategy design negates against the impact of implementation, particularly in terms of using a cascade model for delivery of training. However, there is clear focus on tackling additional school factors that mitigate against girls' participation in schooling by providing access to water and sanitation, furniture, reading materials, school feeding etc, although, one design flaw appears to be that in planning for provision of

resources, the increasing demand for school places brought about through intervention activities was not factored in, and there is now a great strain on current resources.

In general, the UNICEF country office is following an inter-sectional approach to design and planning of girl child interventions, with key linkages between Basic Education, WES and SPAC. More work is required to strengthen links between Basic Education and ECC. The focus of UNICEF interventions indicates clear intentions in promoting synergies with other development partners through joint planning, funding and project activities, although more effort may be required to ensure that UNICEF take a central role in sector-wide approaches to tackling educational issues.

In terms of planning, monitoring and evaluation, there is a general lack of adequate baseline data and relevant timeframes for monitoring implementation, and while a range of M&E report formats are in place and have recently incorporated improved designs to facilitate monitoring and measure achievements against MTSP goals, the completion of these reports is patchy. In the Basic Education section, the database is not utilised to full effect and more is needed to be done to ensure that relevant quantitative data on educational quality and access is collated and analysed. Furthermore, there are difficulties in using the LFA or PPAs measuring achievements, which themselves are often not clearly articulated.

2.3 Effectiveness

2.3.1 Achievements of the Girl Child Education interventions in terms of outputs and outcomes

Project 1: Quality of Primary Education and HIV/AIDS Prevention				
OBJECTIVE	DOCUMENTED OUPUTS	EVIDENCE FROM THE FIELD	OUTCOMES ¹¹	ACHIEVED?
To increase access to early learning and stimulation in target communities by at least 80 %.	Baseline survey conducted with ECC. Preliminary work on training and sensitisation. Community groups set up. Work in progress on curriculum.	Policy documents and curriculum materials available at MOGYCS. 30% of sampled UNICEF assisted schools had ECC around them, although most of these were privately owned.	Increased awareness and interest in ELCs, but coverage still low.	This seems very far from getting 80 % of target communities. A lot of centres will need to be established in the next half term.
To introduce child-centred and gender sensitive learning, teaching of health, nutrition and hygiene in schools (Joyful Learning).	UNICEF participated in PCAR process. DEMs, PEA and head teachers in 11 target districts trained in child-centred and gender sensitive learning, teaching of health, nutrition and hygiene and joyful learning (inc. cohort tracking) Reached 60% of Std. 1 & 2 teachers.	PEAs and DEMs had received training, but coverage in schools was low. Only 17% of teachers in sample schools trained in joyful learning. Those trained were appreciative and felt that training was relevant, although not all using the new methodologies. Very few current teachers trained in cohort tracking.	Capacity building and internalisation at district level. Some teachers and pupils benefiting from new methodologies. Cohort tracking not currently viable.	The new curriculum is still not implemented. Target of 80% for teachers trained not yet reached. Trained teachers have knowledge & skills, but not yet fully translated into behaviour change.
To provide basic infrastructure including furniture, water and sanitation facilities.	Classrooms, houses, furniture, water and sanitation facilities available in 90% of target schools.	10 out of 12 sample schools visited had either VIP or gender-friendly toilets. Hand washing facilities were available in half of the sample schools, but not all were functioning and 4 schools did not have a reliable water source. Teachers' accommodation was inadequate; half of schools only had temporary houses. The mean pupil: classroom ratio for UNICEF FP schools was 1:353 for Std 1. Desks initially provided are no longer sufficient and		Objective achieved, but provision often not adequate for current school needs.

¹¹ UNICEF documentation does not clearly state expected outcomes, making it difficult to evaluate their progress towards such longer-term achievements

Project 1: Quality of Primary Education and HIV/AIDS Prevention				
OBJECTIVE	DOCUMENTED OUPUTS	EVIDENCE FROM THE FIELD	OUTCOMES ¹¹	ACHIEVED?
		generally only available for 1 or 2 classes. Increased enrolments at schools (attributed mainly to school feeding) has led to over-stretching of resources. Some structures of low quality.		
To provide primary children with Life Skills and knowledge of HIV/AIDS to enable them to make informed decisions.	LSE materials for Stds 1,2 and 3 printed. Distribution of Std 3 books to 60% of schools. DEMS, PEAs and selected head teachers and teachers trained (NFA ¹²). Supplementary materials developed in collaboration with WES.	In sample schools visited all Std 4 classes had materials and were being taught. Std 3 materials had just arrived in some schools. While 50% of SMCs had received LSE sensitisation, only 7% of current teachers in sample schools had been trained.	Pupils' gain of knowledge and skills lacking in coverage.	Only Std 4 currently is benefiting from LSE teaching. More needs to be done to reach all children in the schools.

Project 2: Participation and Retention of Girls and Disadvantaged Children in Primary Education

OBJECTIVE	DOCUMENTED OUTPUT	EVIDENCE FROM THE FIELD	OUTCOME	COMMENT
To increase enrolment, retention and completion rates of girls in target schools.	Sara materials distributed. DEMs, PEAs, teachers, school committees & PTAs sensitised using materials. Communities sensitised on human rights and gender. Mother groups established.	Enrolments of girls had dramatically increased in recent years and had reached gender parity in lower standards. However, In sample schools visited the mean percent of girls in Std 5 (49%) and Std 8 (18%) were significantly lower than those enrolling in Std1. And in JPs the numbers enrolled in Std 5 was only 13% of those enrolled in Std 1. The drop-out rate for girls in 2003 was 5.5 %, a slight decrease from 7.8% on 2002. Communities had received little specific sensitisation on girls' re-admission policy.	Substantial increases in enrolments, although in many cases generally attributed to school-feeding programmes over and above other initiatives.	Gender parity achieved in enrolment in lower standards. Concerted efforts needed to address retention and completion.
To increase primary school enrolments of orphans, working children and children with special needs by 60%.	Communities mobilised. PEAS and teachers from 85 UNICEF assisted schools trained on child rights and gender.	Some communities sensitised. 42% of SMCs in sample schools had trained in child rights. Only 15% of current teachers trained in child rights. Very few children with special needs found in schools. In some districts teachers spoke of boys dropping out to work in estates.	No clear outcomes.	Understanding child and women's rights helps to promote girls' education as well as protection of the child, but the extent to which an increase of 60% has been achieved is not possible to determine.
To strengthen capacity of communities to present, monitor and report child abuse especially girls.	Trained school committees PTAs and mother groups. Advocacy work done with parliamentarians and policy makers in reviewing laws.	About a third of communities at sample schools had been sensitised on issues and a few examples of parents actively addressing issues of teachers' abuse of girls. 42		Communities have been sensitised and awareness raised, but widespread and formal monitoring, prevention and reporting not yet achieved.

Project 3: Adolescent Development And Participation and the Rights of the Girl Child				
OBJECTIVE	DOCUMENTED OUTPUT	EVIDENCE FROM THE FIELD	OUTCOMES	ACHIEVEMENT?
To provide young people with skills to translate knowledge about HIV/AIDS into sustained low risk sexual behaviour.	Trained youth club patrons, leaders and formed clubs. Produced IEC materials and disseminated health messages through drama. Patrons of Edzi –Toto Clubs for both in and out-of-school youths trained. Club leaders trained in leadership skills	Many youth clubs are active in the districts and working well at disseminate messages on HIV and sexual behaviour. 10 of the sample schools had Edzi-Toto clubs established, but only half of these were active.	Many youths are participating in youth club activities and as such are gaining important knowledge and skills.	A lot of awareness has been raised through youth clubs but this requires constant support to be sustained due to large turnover of leaders. Lack of measurable targets, makes it difficult to judge whether objective has been achieved.
To promote participation and development of adolescents, especially girls, in decisions that affect their lives.	Girls – only clubs established, and support gathered for Children’s Parliament. Financial, technical and material support given to youth NGOs and networks.	Many new clubs being created for out-of-school youth. Some DYOs concerned over turnover of leaders and their voluntary status – requesting IGAs. Communities noted that relatively few girls-only clubs were active in their areas.	With support, the youth sector is becoming increasingly vibrant and active.	Young people are taking an active role within the development of the youth sector and taking on decision-making roles, but this requires constant support to be sustained due to large turnover of leaders, especially girls. More emphasis needed on girls-only clubs.
To increase adolescents’ access to services and opportunities that will promote and sustain their livelihoods.	Produced IEC materials for young people. Provided technical and material support to NGOs. Youth centres built.	NYCOM trained health personnel in youth-friendly health services. In one district, UNICEF was supporting CBDAs to raise awareness on condom use in schools and communities. AGLIT conducting literacy and numeracy classes with out-of-school girls.	Greater access to services opens up educational and entrepreneurial opportunities for young people, as well as improved access to health facilities.	There is progress towards improved access and opportunities, as services are brought closer to the youth.

Project 4: Support to sector Reform				
OBJECTIVE	DOCUMENTED OUTPUT	EVIDENCE FROM THE FIELD	OUTCOMES	ACHIEVEMENT?
To build capacity of implementing partners for project management.	53 DEMs and PEAs trained on HIV/AIDS and Life Skills. 919 teachers trained on HIV/AIDS.	PEAs trained on Life Skills. At sample schools a total of only 12% of current teachers said they had received training on HIV and/or Life Skills.	Increased capacity and internalisation of HIV/AIDS information	Training at district level has been conducted as expected, but there is still more to be done with teachers.
To support sector wide planning, monitoring and evaluation.	Joint sector review, monthly sector review support launch of EFA. Developed MLA proposal.	Harmonisation of programmes.	Move towards greater sharing of information for planning purposes across the sector.	Objective is achieved. MLA remains.

Project 5 :Emergency Education				
OBJECTIVE	DOCUMENTED OUTPUT	EVIDENCE FROM THE FIELD	OUTCOMES	ACHIEVEMENT?
In the event of an emergency conduct rapid assessment and provide essential facilities	Trained DEMs in emergency-prone districts. Training of Trainers on HIV/AIDS and prevention of abuse. School committee and community leaders trained in emergency-preparedness. Rapid assessments conducted. School feeding in collaboration with WFP in 201 schools, including provision of basic facilities, water, stores and kitchens. Provision of school-in-a-box kit for 470 schools.	5 out of the 12 UNICEF assisted schools were involved in school feeding in collaboration with WFP (and GTZ). Food committees and volunteer cooks active in the provision of phala and take-home rations to girls and orphan boys. Water points had been provided by UNICEF, but kitchens constructed by communities themselves from local resources. Permanent store rooms built by WFP. Effective monitoring in place following orientation form WFP. At some schools visited, communities expressed concern over the lack of school-feeding despite their perceived need.		Objectives achieved in many areas, but cases of needy schools not being targeted for school feeding.

2.3.2. Lessons for future program design and implementation

Some short-term adjustments that are recommended for the rest of the current programme plan period include:

- Breakdown of the targets in the overall 5 year CP to reflect annual targets with appropriate timelines.
- Improvements in the focus of individual projects, i.e., quality teaching and learning relating to attracting female teachers by improving housing, especially in rural areas.
- Using the life cycle approach and the gender-based framework for quality education in all Girls' Education interventions.
- Use of joint programming with collaborating partners.

2.3.3. The extent to which feedback from earlier research, reviews or evaluations were used to reorient the project activities

There is evidence here that research, reviews or evaluations do substantially contribute to this process. Many review and evaluation documents suggest that further studies, both quantitative and qualitative, should be undertaken.

A media briefing dated July 2003 highlights the findings of studies and surveys commissioned by UNICEF and the MOEST. The paper outlines the major challenges to primary school participation that, when taken into account, can feed into programme response. One study reported on home factors, school factors, classroom factors and socio-economic and cultural factors, which all contribute to quality education.¹³ And following this, between the 2002 PPA and the 2003 PPA, there is an additional emphasis on the factors that influence girls' enrolment, participation and retention in school.

The annual mid-year review of the Project Plan of Action provides project officers, programme coordinators, section heads and a wide range of stakeholder and strategic and collaborating partners the opportunity to appraise the project accomplishments and shortcomings. This can allow for the scaling up of activities or a change in inputs. The annual review of the Project Plan of Action or End Report allows this same group to review and evaluate progress in order to inform future direction.

2.4 Efficiency

2.4.1. Efficiency in the implementation of project activities i.e. generating the best possible outputs and outcomes at the least possible cost

Using figures from PROMS to look at fund utilisation the expenditure patterns and trends seem to indicate that the Project Plan of Action document is not followed strictly in implementing activities. For example the following observations were made in the projects:-

¹³ Classroom School and Home Factors that Negatively Affect Girls Education. 2001. Chimombo, Chibwana, Dzimadzi, Kadzamira, Kunkwenzu, Kunje, Namphota. CERT.

Project 1

Increasing Access to Early Learning

The 2002 PPA starts with baseline survey. However, the only evident expenditure relating to baseline survey is for the purchase of a vehicle. The lack of clear expenditure relating to a project objective may be indicative that its activities have not been carried out. There is therefore no expenditure evidence that activities planned under this objective were carried out in both 2002 and 2003.

Enhancing the Primary School Curriculum

It appears that funds may not have been applied to (1) the orientation of curriculum developers on issues of child rights, child centred and gender sensitive teaching and learning and on health, nutrition and hygiene education and (2) the participation in the on - going curriculum review process with a view to including issues of child centred and sensitive teaching and learning process and issues of health, nutrition and hygiene education. Regardless of this, 79% and 106% of the budget was utilized in 2002 and 2003 respectively.

Improving the Teaching/Learning Environment

There was an apparent under-utilization of budget in 2002, and this could have been due to either over-budgeting or un-availability of funds. In 2003, although the budget was exhausted, rehabilitation of schools was under-funded, while some of the other activities were over-spent. This may indicate poor budgeting, shift in priorities or inefficient usage of funds on the over-spent activities.

Introducing Life Skills Education

Expenditure in 2002 indicates that printing and distribution of life skills materials was not fully achieved. This could either be due to funding problems or funds not being requisitioned. This activity seems to have been shifted to 2003. In 2003, the bulk of the funds were utilized on printing and distribution of materials, which should have been done in 2002. Most of the activities planned for 2003 appear not to have been done. Only 45% and 61% of the budget was utilized in 2002 and 2003 respectively. There seems to have been funding problems, or funds not requisitioned may be due to poor planning of activities.

Monitoring and Evaluation

Only 29% and 11% of the budget was utilized in 2002 and 2003 respectively. There is no expenditure evidence that monitoring was done by UNICEF Project Officers and MIE as planned. This could have been due to un-availability of funds or failure to follow plans and requisition the required funds. Feedback activities seem to have suffered.

In summary, in 2002 the total budget for Project 1 was \$886,000. Of this \$661,000 was for core activities which constituted 75% and \$225,000, or 25%, was for support programmes. However only \$509,266 was utilized constituting 57% of the budget. The actual amounts used were \$339,910 for core activities and \$169,356 for support programmes representing 38% and 19% of the total budget respectively. Therefore, very little funds were released for the intended activities.

Table 7: Budget and expenditure in 2002 for Project 1

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	661,000 (75%)	339,910	38
Support	225,000 (25%)	169,356	19
Total	886,000 (100%)	509,266	57

In summary, the total budget for 2003 was \$819,000 all of which was earmarked for core activities. There was no provision for support programmes. Of this amount \$685,249 was utilized constituting 84% of the budget. Of the actual expenditure, \$483,720 was used on core activities, and \$201,529 was used for support programmes representing 59% and 25% of the total budget respectively. Therefore 25% of the funds used in 2003 had not been budgeted for.

Table 8: Budget and expenditure in 2003 for Project 1

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	819,000	483,720	59
Support	-	201,529	25
Total	819,000	685,249	84

Project 2

Increasing enrolment and participation of girls

In 2002, 98% of the budget was used while 94% of the budget was utilized in 2003. There were some over-expenditure in some activities and under-expenditures in others, which had a compensating effect.

Increasing Primary School Enrolment of Vulnerable Children

In 2002 67% of the budget was utilised and in 2003 the amount was 66%. While some activities were adequately funded, there was low expenditure on others, which could mean under-accomplishment of objectives on some activities.

Empowering Communities on Child Abuse

In 2002, 65% of the budget was utilized. This could have been the result of over-budgeting on training. The 2003 budget was only utilized up to 32%. It seems that no expenditure was applied to the work of translating and distributing CEDAW materials.

Monitoring and Evaluation

Only 30% of the monitoring and evaluation budget was utilized. This could mean that necessary feedback was not received. This could be the result of inadequate funding. While training on MIS is important, monitoring and evaluation is crucial.

In summary, the total budget for Project 2 in 2002 was \$245,000 of which, \$185,000 was for core activities (76%) while \$60,000 (24%) was for support programmes. Actual funds utilized were \$211,126

constituting 86% of the budget. Of this, \$152,435 (62% of budget), was applied to core activities and \$58,691 (24% of budget), was applied to support programmes.

Table 9: Budget and expenditure in 2002 for Project 2

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	185,000 (76%)	152,435	62%
Support	60,000(24%)	58,691	24%
Total	245,000	211,126	86%

In summary, the total budget for Project 2 in 2003 was \$301,000 all of which was earmarked for core activities. There was no provision for support programmes. The actual funds utilized amounted to \$242,224 constituting 80% of the budget. Of this, \$166,825, (55%) was applied to core activities, while \$75,399, (25%) was applied to support programmes.

Table 10: Budget and expenditure in 2003 for Project 2.

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	301,000	166,825	55
Support	-	75,399	25
Total	301,000	242,224	80

Project 3

HIV AIDS Prevention for Adolescents

In 2002 106% of the budget was utilised and in 2003 140% of budget was utilized. This meant over-expenditure on some activities which appears to be due to under-budgeting. The result of this was funds were diverted from other objective activities.

Promoting Development and Participation of Adolescents

In 2002, 100% of the budget was utilized while only 54% of the 2003 budget was utilized. There was over-expenditure on some activities and under-expenditure on others. Although these compensated each other, some objectives may have suffered.

Increasing Adolescents Access and Opportunities

In 2002, 100% of the budget was utilized while 104% of the 2003 budget was utilized. There was over-expenditure on some activities and under-expenditure on others. Although these compensate each other, some objectives may have suffered.

Adolescent Girls Literacy and Numeracy

Only 40% of the 2003 budget was utilized. Objective activities could have been under-achieved which could have been the result of unavailability of funds.

Monitoring and Evaluation

Only 45% of the 2002 budget was utilized. This is a case where there could have been under-funding or over-budgeting or even that the activities never took place. However, in 2003 283% of the budget was utilized. There was very high over-expenditure that appears to be a result of under-budgeting.

In summary, the total budget for Project 3 in 2002 was \$820,000. Actual expenditure was \$948,873 constituting 116% utilization. Of this \$729,096 (89%) was applied to core activities, while \$219,777 (27%) was applied to support programmes. It needs to be noted that of the budget, only \$60,000 was allocated to support programmes, the project therefore overspent by 266%.

Table: 11 Budget and expenditure in 2002 for Project 3

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	760,000	792,096	89
Support	60,000	219,777	27
Total	820,000	948,873	116

In summary, the total budget for Project 3 in 2003 was \$1,420,000 all of which was earmarked for core activities. There was no provision for support programmes. Actual expenditure was \$1,160,058, constituting 82% of budget. Of this amount \$942,786 (66%) was applied to core activities, while \$217,272 (15%) was applied to support activities.

Table 12: Budget and expenditure in 2003 for Project 3

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	1,420,000	942,786	66.39
Support	-	217,272	15.31
Total	1,420,000	1,160,058	81.7

Project 4

Developing Capacity of Partners

Only 50% of budget was utilized in 2002 while 88% was utilized in 2003. The activity was either over-budgeted in 2002 or objectives were under-achieved.

Strengthening Capacity Use of Data for Project Management

Only 50% of the 2002 budget was utilized and 0% in 2003. It appears in 2003, none of the planned activities were done.

Support Sector Wide Planning, Monitoring and Evaluation

Only 29% of the 2002 budget was utilised and 37% of the budget in 2003 was utilised. It appears therefore that there was little participation in sector meeting/review and little monitoring of MLA as planned.

In summary, the total budget for Project 4 in 2002 was \$150,000. Actual expenditure was \$70,815,, constituting 47% of budget. Of this amount, \$35,064 (50%) was applied to core activities, while \$35,751 (50%) was applied to support programmes.

Table 13: Budget and expenditure in 2002 for Project 4

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	-	35,064	32.4
Support	-	35,751	23.8
Total	150,000	70,815	47.2

In summary, the total budget for Project 4 for 2003 was \$115,000, all of which was earmarked for core activities. There was no provision for support programmes. Actual expenditure was \$76,417 constituting 66% of the budget. Of this \$37,522 (33%) was applied to support activities. This clearly shows that there was inadequate planning to include support activities.

Table 14: Budget and expenditure in 2003 for Project 4

Activity	Budget (%) US\$	Actual Expenditure (US\$)	% Utilisation
Core	115,000	37,522	32.6
Support	-	38,895	33.8
Total	115,000	76,417	66.4

Project 5

Emergency Preparedness and response

No expenditure seems to have been incurred on this objective. It appears therefore that there were no activities relating to this objective.

In conclusion, expenditures on some activities are very low relative to their budgets. It is doubtful that such levels of expenditure could bring about an efficient achievement of the intended objectives. Similarly, there are some activities that are grossly over-spent. This could be due to under-budgeting. Over-spending on one activity means lack of funds on another activity. This results in some activities being achieved at the expense of others.

It is also the case that some activities appear not to have been accomplished. The major reasons cited in the various documents include the following:

1. Proposals for funding are not submitted.
2. There are delays in sending CAG.
3. There is inadequate funding available.
4. Incomplete reports are submitted resulting in late submission of implementation reports.
5. There is late disbursement of funds.
6. There is late liquidation of funds.

Where the various sectors in UNICEF such as WES, SPAC and Health are contributing to Basic Education, it is not clear how the finances are amalgamated into the overall financing regime or the Basic Education budget. The PPAs, need to clearly show the contributions from the other departments.

In terms of management of information, the PBA does not seem to be a very good financial guide for planning and implementation purposes. An expenditure report in the format of PPA would be more user - friendly than the PBA is.

In assessing the efficiency in the implementation of the project activities there are two aspects that need to be measured; the best possible outputs and outcomes, and the least possible cost.

In assessing whether the desired objective has been achieved at the least possible cost, least possible cost has been construed to be the budgeted expenditure. The actual cost of each activity has been compared with budget. Where the actual cost of an activity is within the budget, the activity has been deemed to be achieved at the least possible cost, while over-expenditure has been deemed to mean inefficient achievement. In this regard there are activities within projects which show deficits indicating inefficient achievement. There are also other activities within the same projects which show net savings and may mean efficient achievements if indeed the activities are completed.

Table 15 below shows a summary of savings and deficits for each project for the 2002 and 2003 years.

Table 15: Expenditures and Achievements

	Savings	Deficits	Net	Activities	Available
2002	On Activities	On Activities	Savings/(deficits)	Not done	Funds
Project 1	285,998	(30,264)	255,734	122,000	376,734
Project 2	53,684	(19,810)	33,874	-	33,874
Project 3	233,231	(412,104)	(178,873)	50,000	(128,873)
Project 4	34,185	-	34,185	45,000	79,185
Total 2002	607,098	(462,178)	144,920	216,000	360,920
2003					
Project 1	129,088	(308,337)	(179,249)	313,000	133,751
Project 2	144,376	(106,600)	(37,776)	21,000	58,776
Project 3	610,586	(520,644)	(89,942)	170,000	259,942
Project 4	-	(46,417)	(46,417)	85,000	38,583
Total 2003	884,050	(981,998)	(97,948)	589,000	491,052

In 2002, Projects 1,2 and 4 have shown net savings, while Project 3 has shown a net deficit. Overall 2002 shows a net saving. It appears therefore that in general, activities were achieved at the least possible cost in 2002.

In 2003, Projects 2 and 3 show net savings while Projects 1 and 4 show net deficit. Overall 2003 shows a net deficit. It appears therefore that in general, activities were not achieved at the least possible cost in 2003.

Table 16 below shows a summary of project achievements and budget variance.

Table 16: Project Achievements and Budget Variance

	Objective	Achievements	Budget	Funding	Variance	Comments
121	Conduct baseline survey	Survey being conducted since mid-October 2002	35,000	32,556	2,444	\$32,556 used to purchase vehicle. Are remaining funds enough for survey
133	Train PEAs in child-centred and gender-sensitive teaching and learning processes, and in health, nutrition and hygiene education	A total of 45 PEAs were trained for Dowa, Nkhata Bay, Dedza and Mangochi districts	20,000	15,500	4,500	\$15,500 used to train 45 PEAs. Training cost per PEA=\$344
134	Train teachers in child-centred and gender-sensitive teaching and learning processes, and in health, nutrition and hygiene education	A total of 496 teachers have been trained: 116 from Dowa, 85 from Chitipa, 80 from Nkhata Bay, 105 from Dedza and 110 from Mangochi districts	20,000	18,372	1,628	\$18,372 used to train 496 teachers. Training cost per Teacher=\$37
144	Construct water points in target primary schools	A waterboring contractor identified and approved by MOEST to drill boreholes in 8 target schools by mid-November 2002	30,000	2,837	27,163	\$2,837 spent on identifying a contractor
145	Procure and distribute text books to 38 target schools	Supplementary readers procured and distributed to the 38 target primary schools	118,000	87,160	30,840	Target accomplished on 74% of budget
151	Print Stds 1-3 life skills syllabuses, and Std 3 teachers' guides and pupils books	Printed a total of 45,000 Life Skills Education syllabi and 45,000 teachers' guides for STD 1 to 3	130,000	57,450	72,550	Target accomplished on 44% of budget
161	Quarterly monitoring and supervision visits to project schools by PEAs	Monitoring and supervision visits conducted in 26 schools, Nkhata Bay 10, Lilongwe 3, Zomba 1, Mangochi 12. Reports from PEAs through DEMs being generated	30,000	15,961	14,039	Target achieved on 53% of budget
221	Train school committees, DEMs and PEAs on importance of girls education through Sara Communication Initiative materials, Human Rights and Gender	Activity delayed due to translation of SCI materials into Chichewa but will be done by mid-November 2002	5,000	9,980	(4,980)	Activity not done per PPA review yet \$9,980 appears spent
225	Train Std 1 & 2 teachers on Joyful Learning	A total of 39 PEAs and 215 teachers from Nkhata Bay, Mangochi, Dowa, Lilongwe Urban, Mzuzu and Zomba Urban trained.	10,000	20,000	(10,000)	Target achieved with double budgeted cost
226	Organize communities for girls education using GEM platform	No proposal has come forward for launching GEM	10,000	6,170	3,830	Target seems not achieved yet 62% spent

	Objective	Achievements	Budget	Funding	Variance	Comments
228	Translate, print and distribute Sara comics and Sara life skills materials from English to Chichewa for Stds 3 & 4	Funds were advanced to FAWEMA who have since then developed an implementation plan for undertaking the activity	10,000	13,621	(3,621)	Funds exhausted at development of implementation plan stage
229	Conduct workshop for policy makers, curriculum developers, teacher trainers and teachers to make school programmes respond to the needs of girls	No proposal submitted. However FAWEMA and MOEST are collaborating in the development of the proposal for consideration in 2003	20,000	10,000	10,000	50% of funds spent on developing proposal for consideration
241	Develop, print and disseminate IEC materials on child and women rights	IEC materials being sourced and developed	20,000	19,699	301	Funds exhausted at development of materials stage
321	Train 100 young people in leadership and management skills for their youth clubs	80 adolescents from 20 youth clubs trained. TOT for 30 youth leaders conducted. Youth festival-World AIDS day done in area 25. 60 youth club leaders trained on HIV/AIDS. Capacity building training done for 80 Child Parliamentarians in all 28 districts	50,000	22,820	27,180	Target achieved on 46% of budget
322	Establish VCT services at youth centres	Support was provided to Youth Life Centre in LL for peer education training. Standard package of services for youth centres was developed and distributed to UNICEF supported centres	50,000	9,383	40,617	19% of budget spent on one youth centre
327	Provide recreation equipment to anti aids clubs	Recreation materials procured: 3000 footballs, 3000 net balls, 3000 volley balls 800 table tennis sets, 50 megaphones, PA system, overhead projector.	30,000	82,079	(52,079)	Target achieved with 174% over expenditure
328	Provide IEC kits(100 boxes condoms, 50 booklets of basic information on HIV/AIDS, 50 membership cards, 50 booklets club activities, 50 T-shirts, 50 caps, 200 assorted posters, 1 demopen, 1 demovag)		50,000	79,735	(29,735)	Target achieved with 59% over expenditure
332	Strengthen adolescent participation structures such as youth clubs, youth NGOs, centres, Boy Scouts	Various activities done as detailed in the 2002 annual PPA Review/Planning Process report	50,000	26,589	23,411	Target achieved with 53% of budget

	Objective	Achievements	Budget	Funding	Variance	Comments
334	Provide institutional support to youth NGOs(Bicycles, furniture, photocopiers, video cameras, computers, megaphones, radios, TV sets)	100 bicycles procured to support youth NGOs and youth clubs. Institutional support was provided to 15 youth NGOs, 8 computers procured and distributed, various equipment procured for distribution	25,000	72,493	(47,493)	Target achieved with 190% over expenditure
342	Provide technical and material support to NGOs	20 new board members of National Youth Council trained. Technical meeting of DOY and NYC were conducted. Equipment and computers provided to Department of Youth and NYC. 26 students graduated with diploma in Youth Work	15,000	35,550	(20,550)	Target achieved with 137% over-expenditure
343	Establish safe spaces for adolescents	Department of Youth supported in refurbishing 2 youth centres. Various youth centres supported in training, materials. Low cost youth centres for NGOs established. Reading materials provided to NYC.	50,000	14,475	35,525	Target achieved with 29% of budget
344	Non-formal skills package for adolescents	Various activities done as detailed in the 2002 annual PPA Review/Planning Process report	60,000	146,956	(86,956)	Target achieved with 145% over-expenditure
345	Train adolescent girls in vocational skills of their choice	Achievements as detailed in the annual PPA Review/Planning Process report	20,000	17,798	2,202	Target achieved with 89% of budget
351	Conduct monitoring and supervision visits at district and national levels	Achievements as detailed in the annual PPA Review/Planning Process report	30,000	16,933	13,067	Target achieved with 56% of budget
2003						
133	Train PEAs in child-centred and gender-sensitive teaching and learning processes, and in health, nutrition and hygiene education	Achievements as detailed in the annual PPA Review/Planning Process report	20,000	17,710	2,290	Target achieved with 88% of budget
135	Train DEMs and PEAs on joyful learning (incorporating cohort tracking)	Achievements as detailed in the annual PPA Review/Planning Process report	10,000	19,537	(9,537)	Target achieved with 95% over-expenditure

	Objective	Achievements	Budget	Funding	Variance	Comments
136	Train teachers on joyful learning (incorporating cohort tracking) and the use of supplementary readers	Achievements as detailed in the annual PPA Review/Planning Process report	20,000	53,249	(33,249)	Target achieved with 166% over-expenditure
141	Rehabilitate UNICEF assisted schools	Achievements as detailed in the annual PPA Review/Planning Process report	100,000	45,952	54,048	Activity 141 - 143 achieved target with 91% of budget
145	Procure and distribute supplementary readers to 20 target schools	Achievements as detailed in the annual PPA Review/Planning Process report	40,000	52,111	(12,111)	Achieved target with 30% over-expenditure
155	Print and distribute Std 1,2,3 Life Skills pupils books	Achievements as detailed in the annual PPA Review/Planning Process report	200,000	199,891	109	Target achieved with 99% of budget
164	Procure and distribute bicycles for schools in project schools for cohort tracking	Achievements as detailed in the annual PPA Review/Planning Process report	5,000	12,517	(7,517)	Target achieved with 150% over-expenditure
222	Train teachers, school committees, and PTAs on the importance of girls' education through Sarah IEC, Human Rights, Gender and sensitize on girls re-admission policy	Achievements as detailed in the annual PPA Review/Planning Process report	13,000	15,964	(2,964)	Target achieved with 23% over-expenditure
223	Train faith leaders, traditional leaders on the importance of girls' education through CRC/CEDAW and sensitize on girls' re-admission policy	Achievements as detailed in the annual PPA Review/Planning Process report	6,500	17,215	(10,715)	Target achieved with 165% over-expenditure
229	Organise communities for girl's education using GEM. Establish girls clubs using GEM platform to address girls education, HIV/AIDS, all forms of abuse and sexual exploitation	Achievements as detailed in the annual PPA Review/Planning Process report	15,000	14,661	339	Target achieved within budget
233	Make preparations for enrolment of vulnerable children in target community schools and provide education materials to children in reformatory schools and prisons	Achievements as detailed in the annual PPA Review/Planning Process report	28,000	8,886	19,114	Target achieved with 32% of budget
234	Train teachers, PEAs in target schools on how to address issues and needs of vulnerable children	Achievements as detailed in the annual PPA Review/Planning Process report	5,000	15,300	(10,300)	Target achieved with 206% over-expenditure
242	Sensitize communities on child rights and various forms of abuse and exploitation	Achievements as detailed in the annual PPA Review/Planning Process report	30,000	14,493	15,507	Target achieved with 48% of budget

	Objective	Achievements	Budget	Funding	Variance	Comments
322	Conduct HIV/AIDS awareness and behaviour change campaigns	Achievements as detailed in the annual PPA Review/Planning Process report	20,000	22,435	(2,435)	Achieved target with 12% over-expenditure
325	Reprint and distribute IEC materials for use by adolescents and partners	Achievements as detailed in the annual PPA Review/Planning Process report	20,000	154,633	(134,633)	Achieved target with 673% over-expenditure
331	Form and strengthen girls only clubs (out of school)	Achievements as detailed in the annual PPA Review/Planning Process report	50,000	20,856	29,144	Achieved target with 42% of budget
332	Train adolescent girls in leadership skills	Achievements as detailed in the annual PPA Review/Planning Process report	40,000	83,805	(43,805)	Achieved target with 110% over-expenditure
335	Conduct regional and national forum	Achievements as detailed in the annual PPA Review/Planning Process report	40,000	18,095	21,905	Achieved target with 45% of budget
336	Provide Institutional support to youth NGOs	Achievements as detailed in the annual PPA Review/Planning Process report	30,000	15,367	14,633	Achieved target with 51% of budget
341	Train adolescent girls in livelihood and vocational skills	Achievements as detailed in the annual PPA Review/Planning Process report	100,000	152,501	(52,501)	Achieved target with 53% over-expenditure
421	Train project personnel on HIV/AIDS, HRAP, and Gender.	Achievements as detailed in the annual PPA Review/Planning Process report	20,000	26,312	(6,312)	Achieved target with 32% over-expenditure

2.4.3. Strategies for minimising costs that offer promising models for future program design and implementation

The “community school approach”, developed during the 1997/2001 programme cycle, involved mobilising communities for school development. It proved to be a cost-effective strategy for increasing access, equity and quality and received wide endorsement. By bringing schools nearer to the community, complete with water and sanitation facilities, the community schools created a demand and increased the enrolment and retention of girls and enabled children to begin school at the right age. It relies upon community involvement in school governance and establishment of mothers groups to promote the education of girls. The concept of community schools has been accepted and supported by all partners in the primary education sector. DFID and the World Bank funded Malawi Social Action Fund adopted the community school model in building community schools. This package can also be used to respond to emergency situations in affected areas.

(See 1.1.4)

The community participation concept that involves a sharing of material or physical inputs has also proved to be cost-effective strategy, but with particularly attractive benefits for Girl Child Education. When the community is asked to contribute either labour, local materials or in-kind resources for the construction of school buildings, teacher residences, pupil hostels or sanitation facilities this brings about an ‘ownership’ component to the process, which in turn promotes sustainability to the upkeep of the facilities and an additional reason why individual families would take the opportunity of sending their Girl Children to the school. However, as discussed elsewhere (see 2.5.6), care is required to ensure genuine participation at all stages of project design, implementation and monitoring as a means to promote sustainability.

The ‘cascade’ or ‘multiplier effect’ model for training interventions is a cost effective way of spreading a message or series of messages nationwide or district wide. By utilising the Training of Trainers approach (ToTs) a select group of core people can be trained to spread both the message and the methodology that will benefit people on both a larger scope and bigger scale. However, it is limited in its scope beyond the basic messages. In the absence of hand outs and other forms of literature the intended beneficiaries of the model tend to view the messages as diluted and find it difficult to implement the new ideas. Therefore new forms of cost effective approaches to training especially school based need to be identified for optimum delivery of messages, ideas and practices.

Peer education has been found to be the most effective strategy to reach youth, but it is especially efficient when working with out-of-school youth. By creating opportunities for young outgoing leaders to spread information relating to bringing about positive behaviour changes, this approach can reach the most vulnerable in a society.

2.5 Sustainability and Replicability

2.5.1. Indications which suggest that programme outcomes would be sustained beyond the period of external support: factors that contribute to the likely sustainability of outcomes and those that work against sustainability

The process of decentralising responsibility to the district area can contribute to sustainability at all level of implementation and supervision. This empowering of district assemblies and mid-level managers (co-ordinating PEAS and DEMs) gives them the chance to take the lead in choosing the direction of where they want the schools in their own communities, villages and towns to go. Instead of creating parallel structures for girl child education interventions and activities, UNICEF is making use of these existing

government structures to train teachers and SMCs. UNICEF. However, support for decentralisation and community capacity development also depends a measure of capacity building and financial inputs. These structures are already over-burdened with a plethora of responsibilities and are understaffed, under resourced and under motivated. If support is not forthcoming, then longer term outcomes could be jeopardized. In many instances, an activity or intervention might be strongly supported by community and district level, yet when funding becomes scarce, there is little access to information and a lack of knowledge and technical know how to enable them to source funding.

After all the training given to adults in communities and district level operations, there is basic lack of initiative caused by the endemic left-over of a rote system of education that never encouraged problem solving and information seeking. For example, hand-washing facilities that become broken or unusable, i.e., in one case a pipe was blocked with mud, become problems that are left unsolved until outside help arrives. In a more sophisticated scenario, a DEM office, whose staff had been trained in child abuse prevention, was stranded when the lack of report formats stopped them from monitoring the situation. Focusing more on youth, who have the natural capacity to take challenges on board when they are given just a small input of support, might be the best way to guarantee positive action.

Creating and maintaining links with Ministries and other institutions, for example universities and TTCs, can be a positive influence on any future outcomes. In some interviews carried out in this evaluation, the lack of working partnership was lamented. Additionally, due to high staff turnover, both in UNICEF and in the Ministries, valuable time and effort is required to renew relationships and focusing on areas of concern at all levels of collaboration.

In an emergency situation, developing an exit strategy at the start of an intervention is difficult. Using food as an incentive makes it very hard to withdraw before the communities' household livelihoods are significantly restored. Engaging communities in dialogue and participatory activities to explore possible solutions can ensure a continuity of food and or monetary sources for survival and avoids creating a vacuum. For example, in some areas WFP began using Food for Work strategies, but then switched to Food for Assets, working with Agricultural Extension Experts.

2.5.2. How activities at the project level were linked to advocacy and policy dialogue

Girl Child Education has a special niche in the UNICEF Malawi CP. The focus on Girl Child Education was pre-selected jointly by the Government and UNICEF as part of the IMEP for the current PPO. Additionally Malawi is one of the twenty-five pilot countries selected for the implementation of the strategy to Accelerate Girls' Education, or 25 by 2005. The UNICEF global MTSP 2000-2005, also has Girls' Education as the first of its five priorities. The programme focuses its advocacy efforts and discussions with partners in general around the Girl Child Education activities with a special emphasis on accelerating this process.

In terms of using a gender-based framework for quality education the activities that form the basis for the community school concept, (i.e., constructing latrines, handwashing facilities and water points, construction of school buildings, provision of furniture and instructional materials) all contribute to ensuring that girls get into school and stay in school.

The emphasis on HR has coincided with a strengthening of partnerships with communities and improved relations with the District Authorities. This will need to be explored further in relation to the decentralisation process, but the general increase in the DEO and DEM's awareness and support for the need for Girls Education and awakenings of gender issues is a positive development.

Using community dialogue to explore a wide array of practices that affect the development and participation of girls relates directly to the HRBAP. The discussions empower girls and women to recognise negative and harmful practices while strengthening positive cultural values and activities. The results of the discussions seems to be having a positive outcome on the overall rights of girls, and their participation in school.

Focusing on the cross-cutting area of HIV/AIDS many of the discussions described above link some of the 'negative' practices to increasing the risk of HIV infection. Through advocacy within the emerging SWAPs Life Skills was integrated into the primary school curriculum.

One of the core interventions on Girls' Education is ensuring that girls complete their basic education having required fundamental skills and achieved nationally predetermined outcomes in literacy, numeracy and life skills. Access to education and achieving parity is a component that many development partners are involved in. However, the Basic Education programme has taken this forward by introducing the MALP initiative, which is a regional strategy that is being made country specific in a pilot project that involves developing monitoring and assessment questions and tools, pre-testing, administering tools, data input and analysis and following -up on the assessment findings.

2.5.3 Involvement of rights holders in the design, implementation and monitoring of the project activities

Overall there were many examples cited by survey respondents giving both positive and negative input regarding their involvement.

An exceptional example of right holders being in charge of design was at a school in Kasungu District where pupils, teachers and community members were sensitized to gender and hygiene issues and then chose a gender friendly and appropriate latrine design. They then went on to do outreach hygiene promotion with adjacent villages. However, in other districts where the SSHP project was also piloted, the coordinating officer admitted that the initial sensitization had not been aggressive enough and people chose the design they were familiar with, instead of the gender friendly ones. As a consequence, all other schools approached were given pre-determined designs. From then on the consultation process was limited to SMC members choosing the location for the construction work.

On another note, when the field evaluation team asked the community members and pupils how much they had been involved in project activities in UNICEF assisted schools, the response was generally limited to manual labour such as moulding and carrying bricks, sand and fetching water.

Although cohort tracking is one of UNICEF's key methods for monitoring at the school level, it became apparent during evaluation field visits that the concept of cohort tracking is misunderstood. Teachers have just not grasped the concept. At one school, a head teacher who had been trained in cohort tracking was transferred, leaving the other teachers without adequate knowledge of how to use the registers. When another development agency brought in their own cohort tracking registers, the remaining teachers threw out UNICEF's and started using the new batch, thus losing valuable information.

Generally, it was noted that there was not a lot of monitoring going on at the school level, including using the sparse amount of data collected. On the other hand, teachers and SMC members involved in the WFP intervention of school feeding were regularly involved in school monitoring activities. At one remote school the teachers were eager to show the evaluation team how to enter enrolment and food distribution data into an electronic counting machine, which fed the information directly into a database in Rome.

There are plans afoot at district level for more collaboration of monitoring activities as a sector wide approach, i.e., health surveillance assistants, community development assistants and PEAs for improved supervision.

2.5.4. How links to other UNICEF or partners' programmes in other sectors exploit synergies

1: Quality of Primary Education and HIV/AIDS Prevention				
Health	WES	ECC/HIV	SPAC	External
Will work with Health in program design and message development in HIV/AIDS and Health Education.	Will work with WES on School Sanitation and Hygiene Education – provision of water and sanitation facilities, and the development of hygiene, health and nutrition programs.	ECC covers (0–3 years while Basic Education covers (3 – 6) years. Collaboration will in areas of program design and curriculum development.	Will work with SPAC on advocacy for sector policies, especially in areas of CRC and CEDAW promotion, child labour, OVC and birth registration.	<p>For quality improvement the Project will work with other stakeholders within the education sector and within the context of UNDAF. It will collaborate with, NORAD, CIDA, UNFPA and USAID on Life Skills Education. The Project will collaborate with UNESCO, WFP, NORAD, CIDA, JICA, DANIDA, GTZ, DFID, World Bank and TUM on curriculum issues, infrastructure development and teacher training.</p> <p>For “Edzi Toto” (Anti-AIDS) clubs the Project will work with the UN Theme Group on Youth and HIV/AIDS, National Youth Council, Ministry of Gender, Youth and Community Services, Ministry of Health, AIDS Secretariat and NGOs.</p>
2: Participation and Retention of Girls and Disadvantaged Children in Primary Education				
Health	WES	ECC/HIV	SPAC	External
Will work with Health in program design and message development in HIV/AIDS and Sex and Sexuality Education.	Will work with WES on School Sanitation and Hygiene Education – provision of water and sanitation facilities, and the development of hygiene, health and nutrition programs.	Collaborate on measures on education of orphans	Will work with SPAC on advocacy for girls' education, child labour, OVC and birth registration within the context of CRC and CEDAW.	<p>Partners will be the UN Theme Group on Gender and HIV/AIDS, CIDA, UNFPA and USAID. The Project will also work with such NGOs as FAWEMA, Chisomo, Inter-Aid, DAPP and CPAR. It will mobilise communities, religious institutions, traditional leaders and other civil society organisations.</p> <p>UNICEF will work with UNFPA on adolescent girls' participation</p> <p>For “Edzi Toto” (Anti-AIDS) clubs the Project will work with the UN Theme Group on Youth and HIV/AIDS, National Youth Council, Ministry of Gender, Youth and Community Services, Ministry of Health, AIDS Secretariat and NGOs.</p>
3: Adolescent Development and Participation and Rights of Girl Child				
Health	WES	ECC/HIV	SPAC	External
Collaborate on Youth Reproductive Health and VCT focussing on increasing access to young people.	Will work with WES on water and sanitation issues, especially as they affect young people.	Collaborate on families affected by HIV/AIDS, particularly on youth-headed families.	Will work with SPAC on advocacy for sector policies, which affect young people and within the context of CRC and CEDAW. Will also work with SPAC on issues that affect young people such as birth registration, child labour and other vulnerabilities.	The Project will work with the UN Theme Groups on Gender and on Youth and HIV/AIDS, National Youth Council, Ministry of Gender, Youth and Community Services, Ministry of Health, UNESCO, AIDS Secretariat, youth NGOs, Regional AIDS Teams (RAT)

4: Support to Sector Reform				
Health	WES	ECC/HIV	SPAC	External
Will work with Health on training of personnel involved in HIV/AIDS and Sex and Sexuality Education.	Will work with WES on School Sanitation and Hygiene Education – provision of water and sanitation facilities, and the development of hygiene, health and nutrition programs.	Collaborate on the development of national capacities for early childcare & learning and the education of orphans.	Will work with SPAC on advocacy for sector policies, especially in areas of CRC and CEDAW promotion, child labour, OVC and birth registration.	Partners will include Ministries of Education, Youth, Health and Population Services, Labour and such other civil society organisation as AIDS Secretariat, National Youth Council, FAWEMA, and NGOs. It will also work with the UN Theme Group on Gender and HIV/AIDS, CIDA, DFID, NORAD, communities, religious institutions and traditional leaders.
5: Emergency Education				
Health	WES	ECC/HIV	SPAC	External
Will work with Health on de-worming and micro-nutrients and training on HIV/AIDS.	Will work with WES on School Sanitation and Hygiene Education – provision of water and sanitation facilities, and the development of hygiene, health and nutrition programs.	Will work with adjacent child-care centres to provide social support and the education of orphans.	Will work with SPAC on advocacy for sector policies, especially in areas of CRC and CEDAW promotion, child labour, child protection, OVC and birth registration.	Partners will include Ministries of Education, Health and Population Services, WFP, DEOs, DMEs, SMCs, school feeding communities, teachers, religious institutions and traditional leaders.
MTSP Goals for Girls' Education				
ECC	Health	HIV/AIDS	Child protection	External
School readiness School hygiene/ Latrines, hand washing, water points	HIV/AIDS, reproductive Health, school nutrition, school de-worming, Life Skills	Focus on gender issues, empowerment of girls in decisions about sexuality, addressing male behaviour and beliefs in HIV/AIDS education	Child-friendly, gender-sensitive schools Education as empowerment, as prevention for child labour, as part of post-emergency recovery	All strategic and collaborating partners, implementing partners, communities, faith based organisations, civil society, and private sector.

2.5.5. Opportunities to implement project activities on a wider scale, e.g. evidence of scaling up

There are a number of examples which give evidence of opportunities for scaling up. The Accelerated Girls' Education Initiative, or the 25 by 2005, is designed to reduce the number of girls out of school by 30% by 2005 through measures that can speed up and scale up promotion of access, quality, equity and achievement.

For Malawi this has meant that UNICEF has mobilised support through advocacy for ethos of 'no girl out of school' and has participated in creating synergies with strategic and collaborating partners through working towards the conditions to 'Fast Track' through the WB EFA.

Partnerships are key in 'scaling up'. The ability to go to scale or mainstream successful interventions remains the most critical factor in achieving the MTSP targets and global goals for girls' education. Coordinating with others to go to scale is a key element of UNICEF's acceleration strategy. Malawi has a particularly strong UN partnership at country level, but scaling up will depend on intensifying partnerships at all levels and stages.

Malawi has ample opportunities to work with partners in education sector plans as well as in broader development plans, such as poverty reduction strategies, and perhaps again through the Fast Track Initiative. The AGEI directly targets 1020 out of 5000 primary schools, while others are benefiting from a system of partnerships with other development partners and with communities.

One positive example of scaling up at the district level is the SSHP project in Nkhata Bay district, which has seen the scaling up provision of water and sanitation facilities to UNICEF- assisted schools only to over 50 schools district-wide, through additional funding sourced by the district assembly

However, UNICEF activities are usually pilot projects that don't take place in all districts. UNICEF needs to look at how to move up from a more focused approach to reaching other districts and even extending to national level. There are several 'best practices' that need to be 'mainstreamed' and other partners need to be influenced to take up these approaches.

2.5.6. In Conclusion

UNICEF's use of existing government structures, particularly in light of the current decentralisation process, provides for important opportunities to strengthen ownership and encourage sustainability of district and school-level initiatives. Furthermore, the use of HRBAP and community dialogue can build ownership and encourage the participation of communities in project activities, both of which can be a positive force for sustainability. However, many large scale activities, such as school feeding programmes, construction and training delivery, are simply not sustainable without continued financial support from UNICEF or its partners: local stakeholders need improved capacity in sourcing external funds. In addition, despite advocating for a 'community schools' approach to improving educational quality and girls' participation in schooling, there is a lack of involvement of local stakeholders – particularly right holders and duty bearers – in the design and planning stages of interventions targeting the girl child. Apart from the involvement of parents and pupils in a few exceptional cases when implementing school projects, participation is generally limited to unskilled manual labour. In addition, apart from with WFP activities, current monitoring of projects and school-level activities by school heads, SMCs and community members is very poor. This breeds a lack of ownership and initiative among schools and communities, leading to stagnation of activities and – a common example – a lack of upkeep of the resources provided by UNICEF.

Although UNICEF has established productive synergies within its Country Office and with its development partners, UNICEF has been criticised for its 'projectised' approach to implementation of interventions – working through a system of pilots, which are rarely scaled up or used to mainstream 'best practices'. However, strengthening and co-ordinating UNICEF's partnerships is the key to scaling up successful interventions. Additional partnerships with educational institutions such as universities and teacher training colleges should be actively sought out, created and maintained so that 'best practices' and lessons learnt can be incorporated into pre-service training of teachers, promoting a greater chance for their sustainability and replicability.

2.6 Adequacy of Programme Support

2.6.1. Adequacy, usefulness and necessity of the assistance provided by UNICEF HQ, ESARO Office and the Malawi Country Office

The '25 by 2005' global campaign aims to achieve gender parity by 2005 and takes a proactive stance in identifying out-of-school girls and getting them in the classroom. When Malawi was selected to be one of the twenty-five pilot countries selected for the implementation of the strategy to accelerate Girls' Education, support from HQ, ESARO and the CP proved to be constructive and helpful during the subsequent development process.

HQ is helping in helping Malawi to take a proactive and intensive approach by:

- Strengthening advocacy at national and international levels to create a groundswell of local demand for transparency and accountability. UNICEF advocates for transforming political will into government action so that national leaders are obliged to fulfil their commitment to girls' education and reflect it in national plans and budgets. Internationally, UNICEF will seek to ensure that girls' education is given the priority it deserves, including in the "Fast Track" Initiative, led by the World Bank.
- Contributing expertise, knowledge and monetary resources.
- Coordinating efforts at the international level to promote involvement with existing partnerships at the country level and at the service delivery level where partnerships are needed most.

ESARO support includes:

- Visits from Changu Mannothonko, the Regional Office focal person, during the planning period and in 2004.
- All network meeting reports are sent to Changu Mannothonko who reviews and comments.
- The Planning Officer has made several visits to consolidate strategies and preparations.
- The Communications Officer has made several visits to work on an approach.
- "Accompanying" Malawi on the road to progress by providing sustained, multi-sectoral support.

Malawi Country Office support includes:

- Intensifying partnerships for planning, coordination and service delivery.
- Customizing the selected country's interventions.
- Building country-level capacities.

3.0 RECOMMENDATIONS FOR 2004 – 2006 and BEYOND

1. Monitoring and Evaluation

The UNICEF CP 2002 -2006 created a 'vertical' supervisory system within SPAC that is now the Monitoring and Evaluation Unit. Its mandate is to supervise and examine data generated by other sections. Daily monitoring is done by individual project officers using a generic checklist format and a long-hand trip report. However, the data that is generated is patchy and compliance is poor. These findings are compiled in a *Consolidated Report Cross-cutting Findings from Monitoring Visits*, but there is little quantitative or qualitative information to be gained from this exercise. Time would be better spent on the second bullet below and incorporating all data in the newly created format of *Achievement Against County Program Objectives*.

- The M&E unit needs to have both more clout and more staff to bring effective and efficient M&E to all programmes, including Basic Education.
- Each programme section needs to identify an M&E focus person, (currently like the JP in Basic Education) to liaise with and generate compliance with the SPAC M&E Unit.
- Revised format for data needs to be created for planning and evaluation purposes. SMART objectives, especially targets, should be included in all documents. Currently, a number of separate documents are necessary to cross-reference in order to put together any comprehensive information. This becomes cumbersome for any analyses to be done. Expected outcomes should be clearly stated.
- More emphasis has to be put on strengthening monitoring and reporting on girls' access, retention and achievement. (Indicators to be developed for MALP). Greater utilisation of database required to up-date key indicators.
- Streamline data collection requirements and reporting through collaboration with MOEST, MOGYSC and other collaborating partners.

In 2007 - 2011 the recommendation would be for each programme section to be responsible for an effective and efficient monitoring system that will allow straightforward evaluation of its annual activities in relation to the 5-year programme plan.

2. Girl Child Rights (HRBAP)

- Continue using community dialogue to investigate the deeper realities of traditional harmful attitudes and practices that allow or led to sexual abuse of girls in schools and the community
- Explore additional areas of law (traditional or civil) and policy such as rights related to girls' initiation ceremonies and measures against violence and rape in schools. Solicit the support of the HIV/AIDS Technical Working Group for child rights efforts.
- Advocate for compulsory education. (See 2.2.2)
- Support birth registration effort initiated by SPAC with monetary resources or community education inputs.
- Strengthen civil society organisations to support policies against child labour including implementing ILO Convention 182.
- Continue support of Law Commission's review of Gender and Law issues.
- Support elected women parliamentarians (17 in current polls) to take up issues of protection of girls as a group.
- Play a stronger advocacy role in the area of protecting the girl child from sexual abuse and exploitation which puts her at high risk of HIV infection.

- Strengthen mothers' groups to address problems relating to sexual exploitation of the girl child and take on a counselling role.

3. Strengthen Specific Components of Quality Education

- Support the MOEST to utilise the National Strategy for Teacher Education in Malawi 2002 -2012, especially in recruiting females into teacher training colleges.
- Link the TCCs with UNICEF project for teacher training both for in-service field support and pre-service training to further internalise child centred/gender sensitive in the TCC curriculum.
- Support efforts to recruit female teachers into rural teaching posts by improvement of accommodation, supervision and security.
- Strengthen advocacy for 'safe schools'.

4. Improve capacity to support an effective response / Support decentralisation efforts

Beyond deploying financial assistance to the Government, UNICEF needs to place technical assistance at the core of its support to Malawi at all levels. In the context of the current move towards decentralisation bringing the functions and responsibilities to the districts, the strategies detailed in the MPRSP will be implemented more by district assemblies and local governing bodies. There are severe human capacity problems in the public sector in terms of planning, implementing and monitoring and evaluating programs. Clearing these structural and functional bottlenecks is fundamental to up-scaling the response to girls' education.

In the Basic Education Programme, the JP will work on the Support to Sector Reform project to build the capacity of implementing partners for project management.

5. Integration and synergy of activities with collaborating or strategic partners

Without this integration there is a diminished visibility of UNICEF's efforts outside UNICEF and a diluted intensity of and accountability for UNICEF's overall Girls' Education efforts. There is also a tendency toward "vertical" rather than "integrated" girls' education programming.

- Identify areas of comparative advantage, form linkages and encourage appropriate support from other donors.

6. Integration and synergy of activities within UNICEF

Continue to strengthen efforts to integrate Girls' Education into each programme section so that opportunities for technical and programmatic convergence are not missed such as links between ECC, HIV/AIDS prevention programmes for youth and OVC and child protection related to schools.

7. Revitalise the SARA Initiative

- Review the current distribution and usage patterns of both English and Chichewa versions.
- Train (or retain) teachers as patrons of girls' clubs using SARA.
- Train (or retrain) youth clubs to utilise its messages.

8. Cross-cutting area of HIV/AIDS

HIV/AIDS and OVC

- In addition to existing efforts to meet orphans physical needs, for those related to AIDS, find ways to meet their psycho-social needs, including reduction of stigma and discrimination both in school and the communities.
- UNICEF should seek supplementary funds and encourage other bilateral donors to contribute directly to Government and NGOs efforts.

Youth Participation Programmes and HIV/AIDS

IEC strategies and messages have been too conventional and conservative and need to be much more innovative and more provocative. Given the girl child's special vulnerability to HIV infection through initiation rights, consensual sexual behaviour and sexual exploitation, special targeted efforts must be made to educate and empower girls.

- Support an intensive review by IEC experts of HIV/AIDS messages and strategies aimed at girls.
- Focus more attention on youth activities to prevent HIV/AIDS in the girl child.
- Integrate discussion and activities to reducing stigma and discrimination of girls' living with HIV and HIV orphans so they can continue their education.
- Fund behavioural research to better understand girls' decision making power related to both role patterning AND participation and retention in school.
- Utilize faith based organisations (both churches and mosques) using spokespersons to speak out on the necessity of HIV/AIDS education.
- Utilize the private-sector more in girls' education activities.
- Support innovative IGA activities to reflect girls' entry into science and technology. Move away from traditional home economics activities to earn a productive living. For example, tailoring is becoming less and less viable as the global 'Rag Trade' has destroyed local markets.

9. Ensure that gender is mainstreaming into the PRSPs review process.

To fulfil its potential to integrate gender aware participatory approaches, the following actions are recommended:

- Establish standards by which to measure the quality of gender-aware participation and participatory gender analysis, and develop projects to monitor them.
- Build government capacity and commitment to using participatory approaches for the PRSP process and to effectively respond to gender concerns.
- Support the development of advocacy skills of local groups committed to gender equality to engage effectively with the PRSP process.
- Ensure that approaches to participatory research and policy dialogue address the gender biases that currently limit the participation of marginalised groups.
- Integrate and use feminist participatory research and analysis on the local poverty situation to inform priorities for action.

10. Explore additional opportunities for joint programming with the Health Sector

- Utilise CDSSs or other secondary schools for VCT centres and Reproductive Health/ Family Planning.
- Support behavioural research on girls' and young women's attitudes toward HIV, family size and contraceptive use.

11. Upgrade management and operations in the Basic Education Section

- Support the new staff position to assist Accelerating Girls' Education with basics such as work space, computer, etc.
- Increase staff for projects; follow through on 3-month internship and with WUS for two development workers.
- Upgrade administration capabilities in the Basic Education for adequate project support including timely completion of contracts, TA and other tasks which can help speed-up the process of the 'real' work to be done.

12. Improve financial requisitioning and reporting

There is a glaring absence of financial reports in PPAs. While the PBA expenditure report may serve certain purposes, an expenditure report in the format of the PPA would be quite enlightening. This reporting method would show expenditure according to project objectives and activities, a comparison with budgets and show the activities carried out and those that have not been completed.

Funds should be requisitioned according to PPA objectives and activities. Preferably, the full provision of a budget line should be requisitioned to ensure that there are adequate funds to carry out the intended activity. Similarly, funds should be provided according to requisitions on a timely basis to ensure that the PPA is followed to have timely and efficient use of resources.

At the school and the district levels there was little evidence of monitoring project work from UNICEF to ensure correct allocation and usage of funds. Sub-standard or unprofessional workmanship, which was very noticeable, would be minimised if a concerted effort to monitor project progress was put in place.

ANNEX 1 Evaluation Terms of Reference

GOVERNMENT OF MALAWI/UNICEF COUNTRY PROGRAMME 2002-2006 Mid-Term Evaluation of Girl Child Education Intervention

Background

The first democratic elections in Malawi in 1994 ushered in a new era of school enrolment and attendance. The Government policy of tuition-free education at the primary school level in 1994/1995, increased enrolment from 1.6 million in 1990 to 3.0 million in 1997, an increase of over 50%. Over the past ten years, several development agencies, including UN agencies, donors and NGOs have worked with the Government to implement various interventions to enhance Girls' Education, e.g., USAID introduced the Girls Attainment of Basic Literacy and Education Programme (1994 and 1998) to improve girls' enrolment, particularly at the secondary school level.

Despite these efforts, girls' attainment rates in education in Malawi have not seen significant improvement. The trend in school drop out rates is more girls than boys. A recent study in February 2003 shows that 10.5% of girls who enrol drop out before completing primary school level, 15.5% repeat standards and 22% of girls of primary school age are not in school while 60% of even those enrolled do not attend school regularly. In 2000, the MDHS indicated that even though more boys (40.2%) than girls (35.9%) repeated in Std 8, the boys aspired to complete. The rural-urban school drop out rates ranged from 2.9% to 14.0% rural and 1.0% to 5.4% urban. Among the three geographical regions i.e. Northern, Central and Southern regions, the Southern region ranked higher in school drop out rates from Std 1-8 ranging from 3.9% to 12.4% which were also higher than the national average of 2.7% to 11.5%. Girls pass rate compared to their male colleagues in the Primary School Leaving Certificate was also low.

A variety of social, cultural and traditional practices, socio-economic status, rural and urban disparities, attrition due to HIV/AIDS, shortage of teachers, low quality education, inadequate secondary school facilities and a shortage of tertiary education opportunities have all been identified as some of the factors adversely affecting girls enrolment and retention at school.

Current national policies and strategies such as the Education sector Policy Investment Framework, Sector Investment Programmes and Malawi Poverty Reduction Strategy Paper aim to reverse the situation and facilitate the implementation of Millennium Development Goal targets on universal primary education and elimination of gender disparity in primary and secondary education. Also, the Government resources to the education sector have increased over the years. Now, for the current fiscal year of 2003/2004, the education budget has increased by 26.9%, constituting 15.3% (MK6.8) of the total national budget. The UNICEF Medium Term Strategic Plan, through one of its priorities of Girls' Education, aims to "get all girls into school, help all girls to stay in school and ensure that all girls learn what they need to succeed". The global targets expect that by the year 2005, 30% fewer girls will be out of school, the quality of schools will improve in at least 50 countries and progress will be made in learning outcomes and gender parity. UNICEF selected Malawi as one of the 25 countries in the world to pilot the accelerated girls' education approach, which was launched in October 2003 in Lilongwe.

In the current Government of Malawi/UNICEF Country Programme 2002-2006 at the UNICEF country office level, three sections, including Basic Education, Water and Environmental Sanitation and Social Policy, Advocacy and Communication collaborate in the implementation of the Girls' Education interventions. The Basic Education Section has devoted five projects towards promoting girls' education using strategies including advocacy, social mobilization, communication. The projects include the Quality of Primary Education and HIV/AIDS Prevention, Participation and Retention of Girls' and

Disadvantaged Children in Primary Education, Adolescent Development and Participation and Rights of the Girl Child, Support to Sector Reform and Emergency Education.

The Ministry of Education Science and Technology acts as the lead Government agency. Among the UN agencies, WFP (school feeding), UNFPA and UNAIDS (HIV/AIDS education/life skills and reproductive health education) support Girls' Education initiatives. Other strategic partners include WB, NORAD, CIDA, DFID, USAID, FAWEMA, GTZ and JICA

Justification and Purpose of the Evaluation

The outcome of the evaluation will be integrated into the Basic Education sectoral Mid Term Review to strengthen future programme implementation. It will focus on the fact that Malawi is one of the twenty-five pilot countries selected for the implementation of the strategy to accelerate Girls' Education and that the Girl Child education interventions were pre-selected jointly by the Government and UNICEF as part of the Integrated Monitoring and Evaluation Plan outcomes. It will also feed into the mid term review of the UNICEF global Medium Term Strategic Plan.

Objectives of the Evaluation

The overall objective of the evaluation is to assess the performance and responsiveness of the selected interventions towards contributing to Malawi's attainment of accelerated girls' education as stipulated in the Malawian Poverty Reduction Strategy Paper, UNICEF's Medium Term Strategic Plan and the Millennium Development Goals. The findings and the recommendations will be used to either improve and/or scale up the intervention for the remaining years of the programme cycle.

The specific objectives of the evaluation are to examine:

- Relevance of girl child education intervention in promoting Girls' Education to narrow gender disparity in Malawi
- Role, design and focus of the girl child education interventions relating to national and UNICEF priorities.
- Efficiency and effectiveness of girl child strategy, i.e. the degree to which the least costly approaches were used to achieve project objectives and/or the degree to which attempts were made to give adequate attention to factors for a cost-benefit analysis.
- Sustainability of the strategy and its replicability.
- Adequacy of project support provided by UNICEF.

Key Evaluation Questions

The specific key evaluation questions to be addressed in the final report include:

Relevance of the Girl Child Education Interventions

- To what extent were activities undertaken under Basic Education, WES, and SPAC sections relevant to promoting girl child education and decreasing in gender disparity in education in Malawi?
- To what extent was the Human Rights Based Approach to Programming operationalised by taking household and community capacity development as a core process to implement the programme and what are the challenges experienced and foreseen?
- How have the Girl Child Education intervention been integrated and internalised at different levels in Malawi e.g. national, district, community and UNICEF country office?
- To what extent has the UNICEF country team and partners found it necessary to make changes in the design or implementation of the Girl Child education interventions in order to accommodate changes in the circumstances affecting Malawi e.g. humanitarian crisis of 2001 and 2002?

Role, design and focus of the Girl Child Education Interventions

- To what extent were the designed objectives of the intervention specific, measurable, achievable, relevant, and time-bound? Were good indicators defined and was a good M&E Plan designed to support project implementation?
- Can the achievements of the Girl Child intervention be determined based on the logical frameworks (LFAs) as well as against the MTSP targets, PRSP and MDGs?
- To what extent and in what ways did the design of the Girl Child education intervention allow for adequate attention to: (a) specific policies and strategies and (b) to social and economic realities on the ground?
- How well focused were the interventions in promoting synergies in different sectors and among development partners in accelerating Girls' Education?
- What lessons can be learned regarding the design of the Girl Child Education intervention?
- How do the intervention activities relate to UNICEF's overall policies and national policies?

Effectiveness of the Girl Child Education Interventions

- Were the objectives of the Girl Child education intervention achieved in terms of outputs, outcomes?
- What lessons can be learned for future program design and implementation?
- To what extent was feedback from earlier research, reviews or evaluations used to reorient the project activities?

Efficiency of the Girl Child Education Interventions

- To the extent that relevant information is available, were the project activities implemented in an efficient manner, i.e. generating the best possible outputs outcomes, and impact at the least possible cost?
- If the relevant information is not available, to what extent were attempts made to collect and analyse data that would allow for adequate cost benefit analysis?
- Were there strategies for minimising cost that offer promising models for future program design and implementation?

Sustainability and Replicability of the Girl Child Education Interventions

- What indications were there to suggest that programme outcomes (and possible impacts) would be sustained beyond the period of external support? What factors contributed to the likely sustainability of outcomes? What factors worked against sustainability?
- How were activities at the project level linked to advocacy and policy dialogue?
- Were all partners including right holders involved in the design, implementation and monitoring of the project activities?
- How are the different project components linked to other UNICEF or partners' programmes in other sectors in order to exploit synergies?
- Are there chances to implement project activities on a wider scale, e.g. evidence of going to scale?

Adequacy of Project Support for the Girl Child Education Interventions

- Was assistance provided by UNICEF HQ, ESAR Office and the Malawi Country Office adequate, useful and necessary?

Scope of the Evaluation

The evaluation will focus on the Girl Child Education interventions supported under the 2002-2006 Malawi Country Program up to the point of mid-term in May, 2004. It will also consider other sector interventions including Child Protection (Social, Policy, Advocacy and Communication) and School

Sanitation and Hygiene (Water and Environmental Sanitation) that contribute to Girl Child Education. It will cover both national, district, community and household level activities. It will cover two districts in each of the three regions.

Standards and Ethics

- The standard tool for this evaluation will be the African Evaluation guidelines. These will be amended when necessary.
- All partners and right holders will be involved and informed about the purpose and process of the evaluation, and given an opportunity to participate.
- Respondents will not be asked to give information against their consent.
- Personal confidentiality will be respected, yet reporting will be consistent with disclosure provisions of UNICEF.
- Evaluators will not accept any benefits from the organization they are evaluating.
- The evaluator should keep his/her independence from the implementing partner.
- UNICEF and partners will not try to bias the evaluation findings.
- The evaluator will be independent and not directly affiliated to the project or indirectly through another organisation having close involvement in the project, or with consultant firms having had affiliations with the project and the project implementers.

Evaluation Team Composition

A team of consultants from a Malawian research institution and one independent international consultant will be hired. Half of the consultants will be female and the majority must know at least Chichewa, and/or other local languages in Malawi.

Qualifications

- University degree at Masters or Doctorate level in the social sciences, management or any relevant field of study.
- Verifiable demonstration of knowledge and skills in evaluation and research, especially in gender and education.
- Experience with evaluation: proof of participation in at least two evaluations. (Consultants must present sample evaluation reports they have conducted).
- Understanding of development in Malawi and work experience in the area of UNICEF evaluation would be an asset.
- Excellent analytical and report writing skills.
- Excellent people and communication skills.
- Knowledge of African Evaluations guidelines would be desirable.

Methodology of the Evaluation

In carrying out the evaluation, the evaluators will use a mixed approach in obtaining relevant information and data including:

- Completing the African Evaluation Guidelines checklist to address issues related to utility, feasibility, propriety and accuracy.
- Reviewing related documents including, but not limited to, the MPO, PPO, LFAs, Monitoring checklists and reports, situation analysis on the education sector, PIF/SIP, MPRSP, MDGs, surveys/studies since 2002 and donor reports.
- Visiting project sites to verify and gather information and data to fill gaps.
- Conducting individual and group interviews and discussions with UNICEF staff in Basic Education, WES and SPAC Sections; stakeholders including relevant development agencies/ collaborating

partners such as WFP, UNFPA and UNAIDS; donors such as NORAD, CIDA, DFID, USAID, JICA, GTZ and WB; implementing partners such as FAWEMA; and duty bearers including parents, community leaders and members.

- Conducting quantitative and qualitative surveys.

Duration of Assignment

The assignment will be carried out for a period of 30 days starting on April 1, 2004. The breakdown of working days is as follows:

- 2 days to develop the evaluation concept paper, work plan, and questionnaires.
- 1 day kick-off meeting with all partners to discuss the evaluation concept paper, questionnaires and work plan, and ensure a common understanding of the objective and expected outputs.
- 10 days for document review and consultation with various stakeholders.
- 10 days for field visits and interviews.
- 4 working days to draft preliminary findings, lessons and conclusions
- 1 working day to present preliminary findings and recommendations to stakeholders at validation workshop and firm up results
- 2 working days to incorporate comments and complete the final report.

Output

- Concept Paper, including workplan on how evaluation will be conducted.
- Completion of African Evaluation Guidelines.
- Survey instruments for interviews, focus group discussions and quantitative data collection.
- Draft Evaluation Report detailing the key evaluation questions relating to relevance; role, design and focus; efficiency; effectiveness; sustainability and support; and recommendations to support the need for adjustment and/or scaling up.
- Presentation of preliminary findings and recommendation to TWG on Education, WES and SPAC for validation and comments
- Final evaluation report, including all modifications and amendments, by May 30th.

Type of Contract

A corporate or individual SSA based on UNICEF rules and bidding procedures.

No per diem will be paid for field work, because this will be included in the Consultant Fee.

The Consultant fee will be based on UNICEF Human Resources rules and regulations.

Consultants are expected to work with their own lap-top.

ANNEX 2 Consultants' Profiles

The Centre for Educational Research and Training (CERT)

The Centre for Educational Research and Training (CERT) is under the University of Malawi in the Faculty of Education at Chancellor College. Its mandate is to carry out research in education and related fields. It is also mandated to train researchers in the processes involved in research. Research Fellows at the Centre have Masters or Doctorate degrees in education or related fields. The Centre is managed by a Director and a Deputy Director who report to the Principal. It has an Advisory Board which guides the Director on matters of policy.

Demis Kunje is a Research Fellow at CERT and is the current Deputy Director of the Centre. He has a Master's Degree in Education. He has taught and headed secondary schools for over fifteen years. As a researcher he concentrated his work on teacher education, science education, classroom practice, curriculum analysis, evaluation of programmes and policy issues and conducted training in participatory methodologies to various groups of young researchers. Recently he has been involved in the evaluation of teacher training programmes in Malawi, Lesotho, South Africa, Ghana and Trinidad and Tobago under the Multi-site Teacher Education Research Project coordinated by University of Sussex and funded by DFID. The results of the project have provided policy makers in these countries bases for policy revision. Mr. Kunje has to his name published works in various international journals.

Catherine Moleni is a Research Fellow at CERT. With a background in science and a Masters Degree in Education and Development from the University of Bristol. She has worked in the field of environmental education in the UK and as both a secondary teacher and teacher trainer in Malawi. As a researcher, her areas of interest include gender and development – specifically girls' education – and cross-cutting issues of educational quality, inclusiveness and HIV/AIDS education. She is comfortable working with both quantitative analyses and a range of participatory tools for research and evaluation. She has been involved in training of CBOs and post-graduate students in research methodologies.

Chris Dzimadzi is a Research Fellow in Education and Development at the Centre for Educational Research and Training, Chancellor College, University of Malawi. He spent close to fourteen years in higher education management rising up to the rank of Registrar of Chancellor College, the largest constituent campus of the University of Malawi. Chris has a Master's degree in Education from Iowa State University in the U.S. and has presented research papers at various international conferences and published considerably in the following areas: Education and development, Higher education research, programme evaluation, Information Education Communication, Operations research, HIV/AIDS and Education, Life Skills Education, Staff Development, Poverty analysis in education and Decentralisation and privatisation issues.

Dorothy Southern is an independent consultant with a Master's degree in International Public Health, with a concentration in Health Education. She has worked in East Africa with a number of UN agencies and NGOs that are involved with Education and HIV and AIDS in the field of policy and advocacy activities and related training needs. She is a qualified teacher who is familiar with curricula, participatory methodologies and qualitative assessment methods. She has an in-depth knowledge of gender issues related to education and HIV transmission and responses dealing with social, cultural and religious constraints.

ANNEX 3 UNICEF's Malawi Girls' Education Activities

UNICEF Malawi's Master Plan of Operations (MPO) states that UNICEF's goal is "to improve the situation of children and women to fulfil their rights as articulated in the CRC and CEDAW, and is meant to be consistent with national priorities of alleviating poverty, reducing the spread of HIV/AIDS and contributing to improving governance and human rights."

The objectives of the country programme for 2002-2006 are:

- To create a conducive environment in order to better realise the rights to survival, development, protection and participation of children and women.
- To reduce HIV/AIDS transmission especially among children and young people and mitigate the disease's impact on vulnerable groups.
- To strengthen the capacity of various duty bearers to met their obligations to children in order to reduce child and maternal morbidity and mortality.
- To contribute to the establishment of effective sector investment frameworks, sector-wide approaches and formulation and implementation of the poverty reduction strategy paper (PRSP).
- To strengthen national capacity in programme monitoring and evaluation and promote the use of data for strengthening programmes focusing on children, women and adolescents.

The UNICEF Malawi Country Programme will use a mix of strategies including:

- Advocacy and social mobilisation to ensure the necessary resources, services and legal frame work for the rights of children and women.
- Capacity building to empower communities to claim their rights and help families, caregivers and various duty-bearers to meet their obligations to children and women in the context of HIV/AIDS emergency.
- Service delivery to facilitate community access to basic social services using micro-planning and increased participation.
- Strengthening partnerships through theme-based strategic alliances.

The 2002-2006 GOM/UNICEF Basic Education Programme seeks to contribute to government's efforts to reduce poverty and to establish an environment in which the rights of children are fully understood, promoted and realised.

The objectives of the Basic Education programme for 2002-2006 are:

- To strengthen capacity of communities to prevent, monitor and report abuse of children, especially girls.
- To improve the quality of education in primary schools so that all learning environments are effective, healthy, gender-sensitive and enable children to attain desired levels of achievement.
- To ensure that primary school children and adolescents acquire basic education on HIV/AIDS and life skills to enable them make informed choices.
- To support capacity development at national and district levels for sector policy development and sector-wide planning, monitoring and evaluation.
- To strengthen the capacities of Basic Education partners in the area of programme monitoring and evaluation and to promote the use of data for strengthening projects targeting women, children and adolescents.

The projects and their objectives include:

1. Quality of Primary Education and HIV/AIDS Prevention

Overall Objectives:

- To improve the quality of education in primary school so that all learning environments are effective, healthy and gender-sensitive and enable children to attain desirable levels of achievement.
- To ensure that primary children and adolescent acquire basic education on HIV/AIDS and life skills to enable them to make informed choices.

Specific Objectives:

1. To increase access to early learning and stimulation in target communities by 80%.
2. To introduce child-centred and gender-sensitive teaching and learning processes.
3. To promote the teaching of health, nutrition and hygiene education in primary schools.
4. To provide basic physical infrastructure to primary schools including furniture, water and sanitation facilities.
5. To provide primary school children with life skills and knowledge on HIV/AIDS to enable them make informed choices.

2. Participation and Retention of Girls and Disadvantaged Children in Primary Education.

Overall Objectives:

- To improve the quality of education in primary school so that all learning environments are effective, healthy and gender-sensitive and enable children to attain desirable levels of achievement.
- To ensure that primary children and adolescent acquire basic education on HIV/AIDS and life skills to enable them to make informed choices.
- To strengthen capacity of communities to prevent monitor and report abuse of children, especially girls.

Specific Objectives:

- To increase enrolment, retention and completion rates of girls in target primary schools.
- To increase primary school enrolment of orphans, working children and children with special needs in target areas by 60%.
- To strengthen capacity of communities to prevent, monitor and report abuse of children, especially girls.

3. Adolescent Development and Participation and Rights of the Girl Child

Overall Objectives:

- To ensure that primary children and adolescent acquire basic education on HIV/AIDS and life skills to enable them to make informed choices.

Specific Objectives:

- To provide young people with skills to translate knowledge about HIV/AIDS into sustained low risk sexual behaviour.
- To promote participation and development of adolescents, especially girls in decisions that affect their lives.
- To increase adolescents' access to services and opportunities that will promote and sustain their livelihoods.

4. Support to Sector Reform

Overall Objectives:

- To support capacity development at national and district levels for sector policy development and sector-wide planning, monitoring and evaluation.
- To strengthen the capacities of Basic Education partners in the area of programme monitoring and evaluation and to promote the use of data for strengthening projects targeting women, children and adolescents.

Specific Objectives:

- To build capacity of implementing partners for project management.
- To support sector-wide planning, monitoring and evaluation.
- To support continuation of schooling and youth participation/recreation activities in emergency situation.

5. Emergency Education

Overall Objectives:

- To support continuation of schooling in emergency situations.
- To ensure that the rights of vulnerable children are protected during an emergency.

Specific Objectives:

- To provide support to school feeding
- To monitor dropouts and attendance
- To provide instructional and recreational materials
- To provide HIV/AIDS education/life skills to pupils, teachers, school committees and out of school youth.

These projects use a mix of strategies including:

- Advocacy using research/studies/surveys and meetings of all stakeholders to encourage formulation and enforcement of policies that promotes the rights of children and adolescents.
- Social Mobilisation of families and communities for prevention of HIV/AIDS activities, greater involvement in the protection and fulfilment of the rights of girls and orphans, including education, and greater involvement in school governance.
- Communication, using traditional and non-traditional media, will focus on HIV/AIDS and the importance of Girls' Education. Communities will be encouraged to evaluate cultural values that reduce rights of children and adolescents.
- Capacity Development at all levels: community, school, district and central ministry to provide knowledge and skills, strengthen management and service delivery capacities, and strengthen the process of decentralisation.
- Service Delivery of essential teaching materials, structures, and water and sanitary facilities plus support for planning, management and supervision. Provision of hardware and technical support will be continued for the collection, analysis and use of data.

ANNEX 4 African Evaluation Guidelines 2002

Utility:

The utility guidelines are intended to ensure that an evaluation will serve the information needs of intended users and be own by stakeholders.

U1 (modified) Stakeholder Identification. Persons and organizations involved in or affected by the evaluation (with special attention to beneficiaries at community level) should be identified and included in the evaluation process, so that their needs can be addressed and the evaluation findings can be utilizable and owned by stakeholders, to the extent this is useful, feasible and allowed. **Yes**

U2 Evaluator Credibility. The persons conducting the evaluation should be both trustworthy and competent to perform the evaluation, so that the evaluation findings achieve maximum credibility and acceptance. **Yes**

U3 Information Scope and Selection. Information collected should be broadly selected to address pertinent questions about the program and be responsive to the needs and interests of clients and other specified stakeholders. **Yes**

U4 (modified) Values Identification. The perspectives procedures, and rationale used to interpret the findings should be carefully described, so that the basis for value judgments are clear. The possibility of allowing multiple interpretations of findings should be transparently preserved, provided that these interpretations respond to stakeholders concerns and needs for utilization purposes. **Yes**

U5 Report Clarity. Evaluation reports should clearly describe the program being evaluated, including its contest, and the purposes, procedures, and findings of the evaluation, so that essential information is provided and easily understood. **Yes**

U6 (modified) Report Timeliness and Dissemination. Significant interim findings and evaluation reports should be disseminated to intended users, so that they can be used in a reasonably timely fashion, to the extent that this is useful, feasible and allowed. Comments and feedback of intended users on interim findings should be taken into consideration prior to the production of the final report. **Yes**

U7 Evaluation Impact. Evaluations should be planned, conducted, and reported in ways that encourage follow through by stakeholders, so that the likelihood that the evaluation will be used is increased. **Yes, will feed into overall Malawi County Mid-Term Review.**

Feasibility:

The feasibility guidelines are intended to ensure that an evaluation will be realistic, prudent, diplomatic, and frugal.

F1 Practical Procedures. The evaluation procedures should be practical, to keep disruption to a minimum while needed information is obtained. **Yes, all field visits were done with prior notice.**

F2 (modified) Political Viability. The evaluation should be planned and conducted with anticipation of the different positions of various interest groups, so that their cooperation may be obtained, and so that possible attempts by any of these groups to curtail evaluation operations or to bias or misapply the results can be averted to counteracted to the extent that this is feasible in the given institutional and national situation. **Yes**

F3 (modified) Cost Effectiveness. The evaluation should be efficient and produce information of sufficient value, so that the resources expended can be justified. It should keep within its budget and account for its own expenditures. **In so far as the contract with detailed budget was not ready for signing.**

Propriety:

The propriety guidelines are intended to ensure that an evaluation will be conducted legally, ethically, and with due regard for the welfare of those involved in the evaluation, as well as those affected by its results.

P1 Service Orientation. Evaluation should be designed to assist organizations to address and effectively serve the needs of the full range of targeted participants. **Yes**

P2 (modified) Formal Agreements. Obligations of the formal parties to an evaluation (what is to be done, how, by whom, when) should be agreed to through dialogue and in writing, to the extent that this is feasible and appropriate, so that these parties have a common understanding of all the conditions of the agreement and hence are in a position to formally renegotiate it if necessary. Specific attention should be paid to informal and implicit aspects of expectations of all parties to the contract. **No, although specific activities were agreed on, no formal written contract was available at the start of the project. However, due to time constraints in completing the evaluation by the original stated due date, activities had to begin. CERT used its own resources throughout all of the evaluation activities. For the external consultant a contract was not ready to be signed on arrival in the country.**

P3 (modified) Rights of Human Participant. Evaluation should be designed and conducted to respect and protect the rights and welfare of human subjects and the communities of which they are members. The confidentiality of personal information collected from various sources must be strictly protected. **Yes**

P4 (modified) Human Interaction. Evaluators should respect human dignity and worth in their interactions with other persons associated with an evaluation, so that participants are not threatened or harmed or their cultural or religious values compromised. **Yes**

P5 Complete and Fair Assessment. The evaluation should be complete and fair in its examination and recording of strengths and weaknesses of the program being evaluated, so that strengths can be built upon and problem areas addressed. **Yes**

P6 (modified) Disclosure of Findings. The formal parties to an evaluation should ensure that the full set of evaluation finding along with pertinent limitations are made accessible to the persons affected by the evaluation, and any others with expressed legal rights to receive the results as far as possible. The evaluation team and the evaluation institution will determine what is deemed possible, to ensure that the needs for confidentiality of national or governmental entities and of the contracting agents are respected, and that the evaluators are not exposed to potential harm. **Yes**

P7 Conflict of Interest. Conflict of interest should be dealt with openly and honestly, so that it does not compromise the evaluation processes and results. **Yes**

P8 Fiscal Responsibility. The evaluator's allocation and expenditure of resources should reflect sound accountability procedures and otherwise be prudent and ethically responsible, so that expenditures are accounted for and appropriate. **Yes**

Accuracy:

The accuracy guidelines are intended to ensure that an evaluation will reveal and convey technically adequate information about the features that determine worth of merit of the program being evaluated.

A1(modified) Program Documentation. The program being evaluated should be described clearly and accurately, so that the program is clearly identified, with attention paid to personal and verbal communications as well as written records. **Yes**

A2 Context Analysis. The context in which the program exists should be examined in enough detail, including political, social, cultural and environmental so that its likely influences on the program can be identified and assessed. **Yes**

A3 Described Purposes and Procedures. The purposes and procedures of the evaluation should be monitored and described in enough detail, so that they can be identified and assessed. **Yes**

A4 (modified) Defensible Information Sources. The sources of information used in a program evaluation should be described in enough detail, so that the adequacy of the information can be assessed, without compromising any necessary anonymity or cultural sensitivities of respondents. **Yes**

A5 (modified) Valid Information. The information gathering procedures should be chosen or developed and then implemented so that they will assure that the implementation arrived at is valid for the intended use. Information that is likely to be susceptible to biased reporting should be checked using a range of methods and from a variety of sources. **Yes**

A6 Reliable Information. The information gathering procedures should be chosen or developed and then implemented so that they will assure that the information obtained is sufficiently reliable for the intended use. **Yes**

A7 Systematic Information. The information collected, processed, and reported in an evaluation should be systematically reviewed and any errors found should be corrected. **Yes, covered at the validation workshop.**

A8 Analysis of Quantitative Information. Quantitative information in an evaluation should be appropriately and systematically analyzed so that evaluation questions are effectively answered. **Yes**

A9 Analysis of Qualitative Information. Qualitative information in an evaluation should be appropriately and systematically analyzed so that evaluation questions are effectively answered. **Yes**

A10 Justified Conclusions. The conclusions reached in an evaluation should be explicitly justified, so that stakeholders can assess them. **Yes**

A11 Impartial Reporting. Reporting procedures should guard against distortion caused by personal feelings and biases of any party to the evaluation, so that evaluation reports fairly reflect the evaluation findings. **Yes**

A12 Meta-evaluation. The evaluation itself should be formatively and summatively evaluated against these and other pertinent guidelines, so that its conduct is appropriately guided and, on completion, stakeholders can closely examine its strengths and weakness. **Yes**

CERT feels that the African Evaluation Guidelines are a useful tool for all evaluations and will institutionalise them in further contracts. Clients and evaluators should both that the opportunity to discuss and agree on these guidelines at all stages of the process.

ANNEX 5 Documents Reviewed

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25. Llunguzi, J. and Maluwa-Banda, D. Baseline Survey Report on meeting Development and Participation Rights of Adolescent Girls in Malawi. 2002.
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31. UNICEF Project Plan of Action. 2003.
32. UNICEF Project Plan of Action: Mid –year Review. 2003.
33. UNICEF Project Plan of Action: End of Year Review 2003
34. UNICEF Project Plan of Action. 2004.
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- http://www.unicef.org/girlseducation/campaign_acceleratingprogress.html
- http://www.unicef.org/wes/index_schools.html
- <http://www.unicef.org/>
- <http://www.ids.ac.uk/ids/publicat/wp/pdf>

ANNEX 6 Individuals Interviewed

UNICEF Malawi

Runar Soerensen, Deputy Representative, Programme Coordinator
Bernard Gatawa, Head of Section: Basic Education
Calister Mtalo, Project Officer, Basic Education
Catherine Chirwa, Development Project Officer, Basic Education
Patrick Chakholoma, Youth Development Officer, Basic Education
Maki Tomita, Junior Professional/Assistant Project Officer, Basic Education
Margaret Fabiano, Consultant supporting Accelerating Girls' Education Interventions
Belinda Abraham, Project Officer Sanitation, IOC WES
Lucy Kachapila, Support to Orphans and Families Affected by HIV/AIDS, ECC Section
Gopal Sharma, Head of Section, Social Policy, Advocacy and Communication
Zeke, Community Participation Officer, SPAC
Deguene Fall, M&E Officer, SPAC
Jean Muita, HIV/AIDS Project Officer; Officer-in-charge Health Section
Joyce Mphaya, Youth/Reproductive Health Officer, Health Section

Strategic & Collaborating Partners

Mr. M. Kalanda, Ministry of Education, Science and Technology
Mr. F Chalamanda, Ministry of Gender, Youth and Community Service
Mr. Makonokaya, District Commisser, Chikwawa
Helen Dzoole Mwale, Technical Advisor, FAWEMA
Mrs. Rosemary Ngalande, Department of Education and Development
Mr. Alison Mhlanga, Life skills Education Co-ordinator, Junior Primary, MIE
Ms. Joyce Kasambara, Life skills Education Co-ordinator, Senior Primary, MIE
Dr. Joan Woods, HIV/AIDS & Education Advisor, USAID
Dennis Msonda, Programme Officer, UNFPA
Mr. Bill Mvalo, Team Leader MESA, USAID
Chris Cosgrove, Social Development Advisor, DIFD
Christine Wallace, Education Advisor, DIFD
Hendrina Giva, National Programme Officer, NORAD
MacPhereson Jere, National Programme, CIDA
Patricia Saukila, Programme Officer, School Feeding, World Food Program
Julita Nsanjama, Project Officer, ActionAid
Dr. Wilfried Goertier, Basic Education Programme, Team Leader, GTZ
Lucy Mwenda, Learning Advisor, Plan International
Mrs. Makwiza, Deputy Director, Adolescent Girls Literacy Campaign

ANNEX 7 Survey Instruments

UNICEF GIRLS' EDUCATION MID-TERM EVALUATION INTERVIEW SCHEDULES

A. Strategic Partners/Collaborating Partners:

Partnerships and linkages

1. In which of the UNICEF project areas, does your organisation play a role as one of its strategic (or collaborative) partners:

Probe:

- (a) Improving participation and retention of girls in Primary education?
 - (b) Improving the quality of education in primary schools through ensuring effective, healthy and gender-sensitive learning environments?
 - (c) Provision of HIV/AIDS Education and Life Skills to young people?
 - (d) Promoting Adolescent Development and Participation and rights of the girl child?
 - (e) Strengthening the capacity of communities to prevent, monitor and report abuse of children?
 - (f) Continuation of schooling in emergency situations
 - (g) Support to sector reform
2. How closely do the various components of UNICEF's interventions link up with your organisation's own strategies and programmes tackling girls' education?

Project implementation and achievements

3. To what extent are UNICEF's project activities relevant to promoting girls' education and reducing gender disparities in Malawi?
4. At this stage, what have been the main achievements of girls' education interventions? What have been the factors contributing to these achievements?
5. Have there been any significant barriers to the effective and timely implementation of UNICEF's girls' education interventions? What have been the consequences of this? How might such threats to future implementation be tackled?
6. (a) According to the implementation of current activities, do you think that the interventions' targets will be achieved within the given time frames?
(b) If no, what other inputs or procedures would be needed to ensure that targets are met?
7. To what extent has [your organisation] found it necessary to make changes to the design and implementation of programmes tackling girls' educations in order to accommodate changes in circumstances affecting Malawi? And why?

Probe: What changes have been made in the wake of the Accelerated Girls' Education approach, introduced by UNICEF in October 2003?

Coordination and Collaboration between Stakeholders

8. (a) How effectively does the UNICEF Country Office utilise its partnership(s) and linkages with other organisations in the design, implementation and monitoring activities of its girls' education interventions, as well as advocacy and policy dialogue?
(b) How else could development partners' capacities in these areas be exploited?

9. Overall, how do you view the co-ordination between UNICEF and its partners on issues of girls' education? What more could be done?

Sustainability

10. So far, how successfully have project activities under UNICEF's girls' education interventions been internalised and integrated at the following levels in Malawi:
- a) The national agenda of development partners, NGOs and government ministries.
 - b) District level?
 - c) School and community level?
11. How do linkages between UNICEF and your organisation's programmes tackling girls' education contribute to effective channelling of resources, avoiding duplication and supporting sustainability? What more could be done?
12. In your opinion, what are the main threats to the long-term sustainability of girls' education interventions? What opportunities can UNICEF build on to support sustainability?
13. Finally, In light of lessons learnt from current interventions, what else can be done to ensure that girls' participation in education increases in line with current national and international goals?

B. School - Level Personnel (Teachers/PEAs/SMCs) and DEMs.

Group interviews to be held with teachers and school committees to both verify and expand on information received from schools' checklist and to gain duty bearers' perspectives on project activities at the school-level. The interview schedule will also act as the basis for semi-structured interviews with PEAs and DEMs.

1. (a) Since 2002, what training/orientation have you received - or workshops have you participated in – as part of UNICEF's girls' education interventions?

- Probe: (i) child-centred, gender-sensitive teaching/learning method (Joyful Learning).
(ii) health, nutrition and hygiene education.
(iii) the importance of girls' education
(iv) Life Skills and/or HIV/AIDS Education
(v) the girls' re-admission policy
(vi) the prevention, monitoring and reporting of child abuse

[N.B. training provided by UNICEF implementing partners, so probe for FAWEMA, DAPP, MOEST among others]

(b) How have you made use of the knowledge and skills gained during the training and/or workshops?

(c) Do you feel that the training you received was relevant and helpful to your needs and the needs of the school and pupils? What additional issues could have been addressed?

(d) Have there been opportunities to share the knowledge and skills gained during these training sessions with others? Please give examples.

- Probe: (i) any formal or in-formal school-based training?
(ii) meetings with other schools/professionals?
(iii) sensitisation meetings with communities?

2. (a) Has your school benefited from the distribution of any 'Sara' materials?
 - (b) If yes, to what extent have these materials assisted in promoting girls' education in your school(s)?
 - (c) Have you found the content of these materials relevant and helpful in tackling the issues of girls' education at your school(s)? What else might be included?
3. (a) Has UNICEF or its partners assisted your school(s) with the provision of water points, latrines and/or hand-washing facilities?
 - (b) If Yes, who was involved in the design and construction of these? Were pupils involved? Are the numbers and quality sufficient to address the needs of the pupils, especially girls?
4. (a) Has UNICEF or its partners assisted your school(s) with the provision of infrastructure, furniture and/or other materials?
 - (b) If Yes, are the amount and quality sufficient to address the needs of the pupils, especially girls?
5. What other activities has/have your school(s) and communities been involved in, that might help, directly or indirectly, in improving girls' education or assisting out-of-school girls (list)? And who funds and/or implements these activities?

Probe: (i) UNICEF
 (ii) other NGOs/donors?
 (iii) Government bodies (MOEST/MOGYCS etc)?
 (iv) CBOs or school-based initiatives (including school clubs)?
6. To what extent have UNICEF project activities – including training- contributed to improvements in girls' education within the school and the community?

Probe: (a) Are more girls enrolling in your school?
 (b) How have the numbers of girls dropping out of school – particularly in Std 1 and 2 – changed?
 (c) How are girls participating in school and classroom activities?
 (d) Have girls been able to report incidents of bullying or harassment at school?
 (e) Have any girls been re-admitted to schools following pregnancy and/or early marriage? How are they treated?
7. What other benefits, if any, have the project activities brought to the school and the community? Have there been any disadvantages?
8. In your experience, what have been some of the difficulties or barriers faced by those implementing UNICEF project activities? How might these difficulties be tackled in the future?
9. To what extent were you personally consulted and involved in the planning and implementation of UNICEF's project activities?

10. (a) Has the school(s) received monitoring and/or field support visits to follow up on project activities? If yes, by whom?
 (b) How have these visits been helpful? What could be done to improve such visits? Have you been required to personally assist in the monitoring and evaluation of project activities? What has this involved?
- Probe: Have you been involved in data collection and analysis? Have you been involved in cohort tracking?
- (c) Did you receive specific training in monitoring, data collection, cohort tracking and the use of data management to guide future activities related to girls' education? Was it helpful?
- (d) Do PEAs follow up on UNICEF project activities during their regular inspection visits?
11. To what extent has/have your school(s)/office made use of the information collected during monitoring and evaluation activities?
12. In your opinion, what else needs to be done to improve girls' education in your area?
13. What are the opportunities and structures in place in your school and community that can be exploited to support work on girls' education?

C. UNICEF Country Office

Partnerships and linkages:

1. How do the various components of UNICEF's Basic Education Programme link up with other section's programmes and strategies in terms of tackling girls' education?

Probe:

- a) Improving participation and retention of girls in Primary education?
- b) Improving the quality of education in primary schools through ensuring effective, healthy and gender-sensitive learning environments?
- c) Provision of HIV/AIDS Education and Life Skills to young people?
- d) Promoting Adolescent Development and Participation and rights of the girl child?
- e) Strengthening the capacity of communities to prevent, monitor and report abuse of children?
- f) Continuation of schooling in emergency situations
- g) Support to sector reform

Project Implementation and achievement:

2. To what extent are UNICEF's project activities relevant to promoting girls' education and reducing gender disparities in Malawi?
3. At this stage, what have been your section's main achievements in girls' education? What have been the factors contributing to these achievements?
4. Have there been any significant barriers to the effective and timely implementation of your section's activities in girls' education? How might such threats to future implementation be tackled?

5. To what extent has your section found it necessary to make changes to the design and implementation of programmes tackling girls' education in order to accommodate changes in circumstances affecting Malawi? And why?

Probe: What changes have been made in the wake of the Accelerated Girls' Education approach, introduced by UNICEF in October 2003?

6. (a) According to the implementation of current activities, do you think that targets will be achieved within the given time frames?
(b) If not, what other inputs, procedures or strategies would be needed to ensure that targets are met?

Coordination and Collaboration between Stakeholders

7. (a) How effectively does the UNICEF Country Office utilise its partnership(s) and linkages with other organisations in the design, implementation and monitoring activities of its girls' education interventions, as well as advocacy and policy dialogue?
(b) How else could development partners' capacities in these areas be exploited?
8. Overall, how do you view the co-ordination between UNICEF and its partners on issues of girls' education? What more could be done?

Sustainability:

9. So far, how successfully have project activities under UNICEF's girls' education interventions been internalised and integrated at the following levels in Malawi:
The National agenda of development partners, NGOs and the UNICEF country office?
 - a) Ministry level?
 - b) District level?
 - c) School and community level?
10. How do linkages between UNICEF's various sections working with girls' education assist in effectively channel resources, avoid duplication and support sustainability?
11. In your opinion, what are the main threats to the long-term sustainability of UNICEF's girls' education interventions? What opportunities can UNICEF build on to support sustainability?
12. Finally, In light of lessons learnt from current interventions, what else can be done to ensure that girls' participation in education increases in line with current national and international goals?

D. Community FGD Guide

1. What opportunities have there been for community members and parents to work alongside the school in UNICEF projects designed to tackle problems of girls' education?
Probe: Can you give examples of specific project activities {training, sensitisation meetings, dissemination of materials, school development}?
2. To what extent are issues of girls' education and child rights being tackled within the community?
How do community members assist girls that are not in school or are often absent?

Probe: setting up of mothers' groups or other CBOs; setting up of 'girls-only' clubs for out-of-school children; reporting cases of abuse of girls; supporting young mothers who want to return to school?

3. (a) Do you feel that these [UNICEF] project activities are relevant to the needs of your community and your children?

Probe: Are the activities really tackling the problems faced by girls in your community? In what ways could they have been more helpful? What problems have not been tackled?

(b) Do you see these activities as something that would be useful to other schools and communities?

4. How were you, or other community members, involved in the planning and monitoring of these project activities? Were you happy with your level of involvement in the projects? Are there areas where you would have liked to participate more?
5. Do you feel that, in your community, you have gained the knowledge, skills and attitudes to girls' education and child rights to help bring about long-term improvements in girls' education? What other issues would you like to get more information on?

6. (a) Overall, what have been the main strengths of the [UNICEF] activities your school and community have been involved in? What have been the weaknesses?

(b) What are the further opportunities and positive factors in your school and community that can assist UNICEF in its work to support girls' education?

Probe: Good cooperation between the school and the community?; Support from the GVH, chief and/or ward councillor?; Assistance from other donors and/or well-wishers?; Links with other institutions? Other examples?

E. Pupils FGD Guide.

The focus of these discussions will be to gain pupils' perspectives on their school environment, with regard to various components targeted by UNICEF's Project activities.

- 1a. What have been some of the improvements to your school buildings in the last two years? What is it you like about your school now? What is it you don't like?
- 1b. How were pupils involved in planning and carrying out school projects?
2. What is it that you like about the way your teacher teaches you? What is it that you don't like?

Probe: do both boys and girls enjoy the teaching? Do you feel free in class?

- 3a. Which subjects do you like most, and why? What subjects don't you like? Why not?

Probe: What do you think of Life Skills? Have you learnt anything on hygiene promotion?

- 3b. What else would you like to learn about, but they are not teaching you?
- 4a. Do you have enough pupils' books at your school? What are some of the problems if you have to share?
- 4b. What else do you enjoy reading at school?
- Probe: Have you read the 'Sara' materials? Do both girls and boys enjoy 'Sara'? Explain.
5. What clubs do you have at school? What do you like about those clubs? What don't you like?
- Probe: Do girls feel free to join and participate in these clubs?
- 6a. Do you know any girls that are not in school? Why are they not coming to school?
- 6b. Do you know any girls that have returned to school after dropping out?
- 6c. If girls are having problems in their lives, what do they do? Who do they talk to?
- Probe: Problems at home? Teasing or proposals at school, especially from teachers or other adults?