



Malawi

Country Strategy Paper 2012 – 2016



iceida

ICELANDIC INTERNATIONAL DEVELOPMENT AGENCY
PRÓUNARSAMVINNUSTOFNUN ÍSLANDS

Malawi

Vision

Iceland will contribute to development in Malawi to improve the living conditions of the poor population. This will result in a more resilient population in adversity and a more resourceful one for self sufficiency.

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Foreword

This *Country Strategy Paper (CSP)* for Icelandic development cooperation in Malawi is based on Iceland's Strategy for Development Cooperation (2011-2014) and provides a rationale and articulation of the framework within which Icelandic development cooperation will take place in a partner country.

Preparations for this paper started in 2009 when the Icelandic International Development Agency (ICEIDA) in Malawi initiated a dialogue with the Government of Malawi (GoM), including the Ministry of Local Government and Rural Development and Mangochi District Council in southern Malawi. The completion of several projects supported by ICEIDA in the district was imminent at that time. The partners agreed to embark upon a consultative process on how ICEIDA could enter a formal and direct relationship with the District to assist it in achieving the goals of its development strategy. Consultations continued in 2010-2011 resulting in this Country Strategy Paper and subsequent Programme Documents.

The preparation process of the CSP and its structure follows guidelines agreed on by both ICEIDA and the Ministry for Foreign Affairs in Iceland (MFA). Research and drafting has been done by ICEIDA staff in Malawi with input from and under supervision of a working committee of the MFA and ICEIDA in Iceland.

This CSP is effective for the period of 2012 to 2016. It is subject to revision if necessary in 2014.

Executive Summary

This *Country Strategy Paper (CSP)* for the period 2012-2016 outlines Iceland's strategy for development cooperation with Malawi and defines the parameters for support. The Icelandic International Development Agency (ICEIDA) on behalf of the Government of Iceland will focus its support on Mangochi District in the southern part of Malawi where the agency has long experience. ICEIDA will contribute funds and technical assistance to the District Council and enhance its capacity to improve services to the population. The focus will be on social infrastructure; namely, public health, education and water and sanitation. The District has demonstrated great need in these areas and formally sought Iceland's assistance.

The CSP is based on Iceland's Development Cooperation Strategy passed by the Parliament in 2011. It is a four year strategy identifying partner countries, priority areas and multilateral donor organisations Iceland will work with. ICEIDA is responsible for the Icelandic bilateral cooperation and will be operationally responsible for the cooperation with Malawi. The Ministry for Foreign Affairs (MFA) is responsible for the multilateral cooperation and will complement the activities of ICEIDA by providing support to international organisations operating in the country.

Iceland's development assistance to Malawi is aligned with the Malawi Growth and Development Strategy II (MGDS II) for 2011-2016, the overarching national development strategy and a key document for Malawi's development partners.

Iceland's cooperation will take place through a formal agreement between ICEIDA and the Ministry of Local Government and Rural Development (MoLGRD) with Mangochi District Council as an implementing partner. The agency will channel its funding through the District Council's Development Fund and use the District's accounts and financial mechanisms. It will complement and scale up the District's development efforts by providing active support for successful implementation, such as capacity building, infrastructure, transportation and communication, as well as technical assistance. ICEIDA will also seek cooperation with other donors who are engaged in Mangochi, through joint funding or part-taking in activities.

The modality provided by the CSP is Programme Based Approach at district level providing for a "single entry point" into a complex aid management system in Malawi. The aim is to simplify procedures, minimize organizational strain, enhance local ownership and contribute to increased sustainability of programme activities. Lessons learned from previous projects supported by ICEIDA show how the agency can improve its aid effectiveness and progress towards a more focused management for results.

The CSP sets the overall context for a more detailed programme for ICEIDA's role at district level in Mangochi, presented in complementary Programme Documents.

List of acronyms

ADC	Area Development Committee
AEC	Area Executive Committee
AIDS	Acquired Immunodeficiency Syndrome
ALP	Adult Literacy Project
CD	Country Director
CDA	Community Development Assistant
DAS	Development Assistance Strategy
DC	District Commissioner
DCT	District Coordination Team
DEC	District Executive Committee
DEM	District Education Manager
DEO	District Education Office
DFID	Department for International Development
DHO	District Health Officer
DMT	District Management Team
DoF	Department of Fisheries
DoL	Division of Labour
DP	Development Partner
DPD	Director of Planning and Development
EU	European Union
FWs	Field Workers
GDP	Gross Domestic Product
GoM	Government of Malawi
HIV	Human Immunodeficiency Virus
HQ	Headquarters
HSA	Health Surveillance Assistant
ICEIDA	Icelandic International Development Agency
ICT	Information and Communication Technology
IRD	Integrated Rural Development
M&E	Monitoring & Evaluation
MBCH	Monkey Bay Community Hospital
MDGs	Millennium Development Goals
MGDS	Malawi Growth and Development Strategy
MFA	Ministry for Foreign Affairs, Iceland

MoF	Ministry of Finance
MoGCCD	Ministry of Gender, Children and Community Development
MoH	Ministry of Health
MoIWD	Ministry of Irrigation and Water Development
MoLGRD	Ministry of Local Government and Rural Development
MoU	Memorandum of Understanding
MP	Member of Parliament
NGOs	Non-Governmental Organisations
ODA	Official Development Assistance
PC	Project Coordinator
PBA	Programme Based Approach
PD	Project Document
PFM	Public Financial Management
PIU	Project Implementation Unit
PM	Project Manager
PMU	Project Management Unit
SADC	Southern Africa Development Community
SOFTDP	Small-scale Offshore Fishery Technology Development Project
SOPs	Standard Operational Procedures
SWAp	Sector Wide Approach
SWGs	Sector Working Groups
TA	Traditional Authority
TBAs	Traditional Birth Attendants
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
VDC	Village Development Committee
WASH	Water, Sanitation and Hygiene
WASNAN	Water and Sanitation Project in Nankumba
WFP	World Food Programme

1 Malawi background

Summary: Despite having made considerable progress in recent years, Malawi faces numerous challenges to achieve its development goals and improve the welfare of its growing population. A wide range of priorities are targeted by the Malawian Government and supported by the international donor community which contributes about USD 800 million annually in development aid.

1.1 Geography and demography

Malawi is a landlocked country in southern Africa sharing common borders with Zambia, Tanzania and Mozambique. Lake Malawi, the third largest lake in Africa, covers about one-

Key facts about Malawi ¹	
Population	15.4 million
Life expectancy at birth	54.2 yrs
Average population growth	2.8%
Total fertility rate ²	6 (births per woman)
GDP per capita (US\$)	343
Major exports	Tobacco, tea, cotton
Human Development Index	171/187
Total land area	118.484 km ²
Capital	Lilongwe

fifth of the country's total area. Malawi is a small country about the size of Iceland. Estimated population in 2012 is 15.4 million people, making it one of the most densely populated countries in Africa. The majority of the population (80%) live in rural areas and depend on subsistence farming for their livelihoods. The main characteristic of the population is its young age structure, with 54% of the total population under the age of 18 which has implications for socio-economic development in the country. Population

growth is high and the annual average stands at 2.8%³. Average life expectancy is 54 years. Malawi is amongst the poorest countries in the world ranking number 171 out of 187 on the Human Development Index (HDI) in 2011⁴.

1.2 Political and economic context

Malawi faces various challenges, including lack of resources, which make it dependent on international development assistance. Political, economic and environmental adversities combine to make Malawi struggling with many aspects of basic human needs, such as health, education and food security.

1.2.1 Political context

Following independence from Britain in 1964, Malawi was ruled by a single party government lead by Dr Hastings Banda for 30 years until the country became a multi-party democracy in 1993. Its first democratic elections took place in 1994 and the country has many of the characteristics of a young democracy. Local government is carried out in 27 districts within three regions administered by district commissioners who are appointed by the central government. The districts are subdivided into Traditional Authorities (TAs) presided over by chiefs who play an important role in local government politics. District authorities are responsible for the overall development of their areas and have increasingly been assigned responsibilities of delivering public services according to the government's

¹ Source: The Malawi Housing and Population Census 2008 (NSO), the Human Development Report 2011 (UN) and World Bank Data [<http://data.worldbank.org/>].

² The average number of children that would be born to a woman over her lifetime.

³ Malawi Housing and Population Census 2008. NSO.

⁴ UN Human Development Report 2011.

decentralisation policy. Despite the emphasis on decentralisation, there is however still a long way to go in this respect.

Malawi's fourth presidential and parliamentary elections were held in May 2009. Chief of state since 2004, President Bingu wa Mutharika was re-elected⁵ and his Democratic Progressive Party (DPP) won 66% of the vote and holds a majority in Parliament. The overall impression of the general elections was positive according to the various international and national observer missions present in country. Local government elections, last held in 2000, were initially scheduled for in 2005 but have repeatedly been postponed. Consequently, there have been no elected local councillors in Malawi since 2005. The local elections have now been rescheduled for 2014 to coincide with the next national elections. Continued delay of local elections is a major concern for the decentralisation process in Malawi.

Malawi has enjoyed good relations with the donor community, reflected in the fact that a number of development partners have in recent years increased their commitments to the country, notably the UK, US, Germany and EU. In addition, since 2008 emerging partners such as China, India and Japan have been taking growing interest in Malawi with increased contributions.

Recent political developments and concerns about governance trends have however caused concern and affected donor relations with the GoM, causing some to delay certain aid disbursements in 2011 and 2012. This strain in relations has not directly affected Iceland's development cooperation with Malawi as it is first and foremost carried out through local government at district level.

The political turmoil in 2011 and subsequent events continuing into 2012, including nationwide protests over economic and political issues that turned violent⁶, caused some uncertainty about the political situation. Malawi's relative social cohesion and largely peaceful society remain however positive factors for future developments.

1.2.2 Economic context⁷

Malawi's economy has grown steadily by an average of 7% per annum since 2006 mainly due to GoM's investment in agriculture as the main driver of the economy, favourable weather conditions, and a supportive international environment. Poverty is however widespread and Malawi ranks amongst the world's least developed countries.

Agriculture remains the mainstay of the country's economy with tobacco accounting for 60% of total export earnings. Other principal exports are sugar, tea and coffee. The tobacco exports remain highly volatile with commodity prices and demand in sharp decline in 2011⁸. The long-term outlook is uncertain and a re-orientation of export may be needed.

⁵ H.E. President Mutharika passed away in April 2012. Vice President Joyce Banda was subsequently sworn in as President.

⁶ What started as peaceful demonstrations in Malawi's main cities on July 20-21 resulted in the death of 20 people [<http://www.guardian.co.uk/world/2011/jul/21/malawi-protesters-killed-anti-regime-riots>].

⁷ Figures taken from the African Economic Outlook Country Profile for Malawi (2011) unless otherwise stated.

⁸ The WHO imposed a ban on burley tobacco in 2010, Malawi's main tobacco product, which is likely to lead to very adverse consequences to the Malawian export base since no substantial alternative to tobacco growers is in sight (The African Economic Outlook Malawi 2011).

Population growth, environmental degradation through deforestation and soil erosion are contributing factors to a volatile economic situation. 80% of the population are subsistence farmers, highly dependent for their daily intake of food on the maize harvest of the single annual rainy season. Frequent occurrence of floods and prolonged droughts impacts negatively on food security, and the food situation and the nutritional status of the population remain alarming.

Approximately 40% of the national budget is financed by donors⁹. The country signed a new funding facility for a period of three years with the International Monetary Fund (IMF) in the beginning of 2010 which was expected to secure a more stable economy. However, in the first half of 2011 negotiations resulted in disagreements about the way forward. These disagreements continued into 2012.

The impressive economic growth which Malawi has enjoyed in recent years has probably not been sustainable. The growth has partly been consumption driven, by means of the overvalued local currency, stimulating excessive importation of goods. The export base has in fact not grown, with the exception of the opening of one major uranium mine in 2009 which is eventually expected to account for up to 25% of foreign earnings¹⁰.

In 2011 and continuing into 2012 there were again clear signs of acute foreign exchange shortage after major disruptions to the economy in 2009 and 2010 on account of this problem. Fuel supplies were errant and businesses brought to a halt on a number of occasions due to import problems caused by the lack of foreign exchange reserves.

The future economic growth of Malawi will be affected by infrastructure development in terms of transport, power and ICT (Information and Communication Technology). In order to boost and sustain the country's economy stronger transportation infrastructure, significant scaling up of energy production and reliable delivery as well as increased access to ICT is needed.

⁹ Malawi Aid Atlas 2008/09 (GoM).

¹⁰ World Bank Malawi Country Brief (<http://web.worldbank.org>).

1.3 Development context

Poverty remains one of the most important social challenges in Malawi. The HIV/AIDS pandemic, gender inequalities, environmental degradation, food insecurity, and climate change contribute to and exacerbate poverty in the country. Nevertheless, Malawi is on track to achieve several of the Millennium Development Goals (MDGs) (see annex 1 for a thorough analysis of the MDGs progress in Malawi).

Poverty indicators ¹¹	
Population living below the poverty line (1.25 USD per day)	40%
Population unable to meet daily food needs	15%
Inequality Gini co-efficient	0.38

1.3.1 Natural resources

Malawi is facing increasing pressure on its natural resources because of rapidly growing population and increasing need for infrastructure development. The country has some mineral potential, particularly uranium, but mineral exploitation is still low. With agriculture remaining as the mainstay of the economy, pressure on land and overexploitation of forests and lakes are a grave concern.

Energy

There is an increasing energy demand in Malawi with about 88.5% of total energy consumption met through the use of biomass (firewood and charcoal), this in turn escalating deforestation. Only about 7% of the population have access to electricity which is erratic with frequent shortages and blackouts causing high losses to the economy as a whole¹². Although Malawi is well endowed with alternative energy sources including solar, wind and some low yield geothermal power, limited initiatives have been undertaken to exploit them. Geothermal resources have been assessed to some extent and are currently not believed to be able to supply significantly to the electric grid although explorations may show small-scale possibilities for local harnessing.

Fisheries

Fish is an important source of the dietary animal protein intake of Malawians. Fish consumption has however decreased significantly over the past decades despite an increased fish demand due to high population growth and urbanisation. Fish production from capture fisheries has declined significantly in recent years due to depletion of fish stocks, particularly in the inshore fishery of Lake Malawi which has been caused by unsustainable fishing and by the destruction of fish habitats. One of the main challenges for the fisheries sector is weak government capacity and coordination to implement policies concerning natural resources management. The fisheries sector employs large numbers of people, directly and indirectly, and contributes approximately 4% to the GDP. Some efforts are being made to encourage fish farming and aquaculture development.

Environment

Land degradation is a major environmental issue resulting from population and land pressure. Soil erosion, decreasing soil fertility, rapid deforestation, and extreme climatic variations, all affect agricultural production and will threaten Malawi's ability to sustain its growth.

¹¹ Statistical information from the Malawi Welfare and Monitoring Survey 2008 (NSO) and the Human Development Report 2011 (UN).

¹² Malawi State of Environment and Outlook Report 2010 (GoM).

1.3.2 Human capital

Human capital development is key in combating poverty. A healthy and educated population is of fundamental importance in raising levels of and sustaining socioeconomic development¹³.

Health

Malawi's health situation is similar to that in many other low-income countries with malaria, acute respiratory infections, diarrhoea and measles in combination with malnutrition being the main contributory factors to the high child mortality. Incidence of maternal deaths is one of the highest in the world, with one out of every 200 women dying during pregnancy or childbirth.

State of health in Malawi ¹⁴	
Infant mortality ratio per 1000 live births	72
Under-five mortality ratio per 1000 live births	122
Maternal mortality ratio per 100,000 live births	807
Skilled attendant at birth	54%
Children under five who are stunted	46%
Adult HIV prevalence	12%
Population with access to improved water source	75%
Estimated national sanitation coverage	61%

The impact of HIV/AIDS on both individuals and population is extensive and seriously affects development efforts in all sectors. Major challenges to improved health delivery include shortage of health personnel, inadequate supply of essential drugs and hospital equipment, and, in general, poor health

infrastructures and facilities¹⁵.

Education¹⁶

Despite some positive developments in the education sector in Malawi, adult literacy (15 years and older) is still low, particularly among women (60% as compared to 79% for men¹⁷). Following the government's decision to abolish schools fees in 1994, primary education has been free and many more children, both girls and boys, are now able to attend school. Keeping children in school, however, remains a huge challenge as only a third of them manage to complete primary education. Among the reasons are a serious shortage of classrooms and school materials, lack of qualified teachers (teacher/pupil ratio of 1:107¹⁸), particularly in rural areas, inadequate water and sanitation facilities, and socio-cultural practices such as early marriage. Dropout and repetition rates are high. Many of those who leave school early do so before gaining competences in reading and writing.

Gender issues

Gender inequalities are an obstacle to development and poverty reduction in Malawi. The country has a gender inequality indicator of 0.594, and ranks number 120 among the world's

¹³ The UN calculates a difference between GNP/capita rank of a country and its HDI rank, to indicate whether human development keeps pace with economic advances. Malawi has a positive score of 8, meaning it is better ranked in human development than in income.

¹⁴ Statistical information from the Malawi Demographic and Health Survey 2010 (NSO) and the Malawi Annual Report 2010 (UNICEF).

¹⁵ UNICEF. Malawi Annual Report 2010.

¹⁶ Source: The World Bank Working Paper No. 182 on the Education System in Malawi (2010), unless otherwise stated.

¹⁷ NSO. Malawi Welfare Monitoring Survey 2009.

¹⁸ UNICEF. Malawi Annual Report 2010.

countries, which demonstrates that there are large disparities between men and women¹⁹. Women work longer hours, with less time for income earning activities due to the burden of domestic work. More than half of women in Malawi have not attended school (55%)²⁰. Girls are more likely to drop out of school than boys due to early marriage, motherhood and family responsibilities. Despite gender equality being an integral part of the overall national development agenda and some progress being made on women's role in decision-making, there are still significant challenges to Malawi achieving gender equality.

1.3.3 National development framework²¹

Malawi's overarching framework for guiding national development for the period of 2011 to 2016 is the Malawi Growth and Development Strategy II (MGDS II) which succeeds the first MGDS (2006-2011). The overall objective of the MGDS II is continued poverty reduction through sustainable economic growth and infrastructure development.

The Malawi Development Assistance Strategy (DAS) formulates policy and strategies to achieve the goals of the MGDS II and it is a key element for coordination and alignment of aid to national priorities.

The Sector Working Approach (SWAp), with corresponding Sector Working Groups (SWGs), is to provide coherent programming. SWAp is the central mechanism through which the DAS and MGDS II will be implemented. 16 sectors have been defined; however, the development of the SWGs is at very different stages with the health SWG as the most developed. The system is therefore not yet fully functional.

Official Development Assistance (ODA²²)

In order to achieve the objectives and goals set in its national development strategy, Malawi relies greatly on Official Development Assistance (ODA). In 2010/11, ODA allocations to Malawi were estimated just under USD 800 million, slightly above \$ 50 per person, and ODA accounted for about 40% of government expenditure. The principal donors include DfID, EU, USAID, China, World Bank, African Development Bank, Norway, Ireland, Germany and the UN. Other active but smaller donor agencies are JICA, FICA and ICEIDA which is the smallest in this group, with its budget of 2.8 million USD in 2012. Disbursements from emerging donors such as China and India are not included in ODA (refer to annex 3 for aid disbursements by donor).

Most ODA is delivered in the form of direct project support, accounting for over half of all aid disbursements, despite general budget and sector support being the preferred aid modalities of the GoM. General budget support has been around 30% in recent years and is given by a few major development partners through the Common Approach to Budget Support Group (CABS). Sector-wide programming and pooled funding arrangements have not yet been instituted to a great extent with the exception of the health SWAp and pooled funding for HIV/AIDS. The majority of development partners use a mixed portfolio of modalities.

¹⁹ UN Human Development Report 2011.

²⁰ UN The World's Women 2010: Trends and Statistics.

²¹ Refer to annex 2 for a more comprehensive description of Malawi's key policy papers.

²² This draws on the Malawi Aid Atlas 2008/09 and 2009/10.

In accordance with the principles of the aid effectiveness agenda²³, efforts are being made to improve aid coordination and increase donor harmonisation by establishing a Division of Labour (DoL) which has the aim of reducing the number of sectors in which each donor is engaged.

Based on an analysis of the overall donor environment and Malawi's national development framework, ICEIDA will primarily provide support at district level within the Integrated Rural Development (IRD) sector with focus on social infrastructure. The modality used by the agency will be a Programme Based Approach (PBA) which is based on the principle of coordinated support for a locally owned programme of development (see more on PBA in chapter 3.3).

1.3.4 Humanitarian and emergency issues

In terms of security, Malawi remains a generally peaceful country. Civil unrest is rare and there is no sign of conflict between the main ethnic groups. Malawi is not involved in external conflicts. In relation to regional security, Malawi has contributed within its means to peacekeeping missions of SADC, African Union and UN.

Being a densely populated country with low agricultural productivity, food security is a major issue in Malawi with recurrent food shortages when harvests fail due to frequent occurrence of droughts and floods. This happened in 2002 and 2005 when a large part of the population needed food assistance. Regular flooding and mild earthquakes have required humanitarian response and a disaster prevention programme is being developed by the GoM in cooperation with donors.

In case of emergencies e.g. natural disasters, the Icelandic government through MFA will respond, either by seconding personnel to/ or financing the efforts of multilateral institutions and/or non-governmental organisations.

1.3.5 Cross cutting issues: Gender and Environment

Important MDGs will not be attained unless gender equality goals are incorporated into development efforts. Gender disparities and inequalities relate not only to Goal 3, in which gender equality is the subject in its own right, but also to most of the other goals. Within the framework of the MDGs, Iceland's Strategy for Development Cooperation highlights gender equality as a cross cutting theme throughout its development cooperation. ICEIDA commits to a gender equality policy which has the objective of promoting gender equality in partner countries by mainstreaming gender and gender equality perspectives into the agency's projects²⁴. Gender imbalances are pronounced in Malawi and strong efforts will be required to redress them.

Environmental sustainability of all development activities is fundamental to achieving lasting poverty reduction and sustainable development. Environmental considerations are emphasized as a cross-cutting issue in Iceland's development cooperation and ICEIDA is adopting an environmental policy which will be incorporated into ICEIDA supported activities. Lake Malawi, with its global environmental significance, is of particular interest.

²³ The Paris Declaration on Aid Effectiveness (2006); the Accra Agenda for Action (2008); and the Busan Partnership for Effective Development Cooperation (2011).

²⁴ ICEIDA's Gender Equality Policy (2004).

2 Iceland's Development Cooperation in Malawi – principles and historical background

Summary: Iceland's development cooperation with Malawi spans over two decades with ICEIDA operating in the country from the beginning. The agency has therefore extensive experience working in partnership with Malawi and can build upon lessons learned to enhance key aspects of development assistance for future cooperation: local ownership and sustainability.

2.1 Guiding policies and principles for the Country Strategy Paper

The Strategy for Iceland's Development Cooperation, prepared by the Ministry for Foreign Affairs (MFA), was passed by Parliament in June 2011. This is a four year strategy that identifies partner countries, priority areas and multilateral organisations Iceland aims to cooperate with.

According to the strategy for international development cooperation, Iceland's Country Strategy in Malawi will focus on three areas (i) education, (ii) public health and (iii) water and sanitation. The strategy also includes attention to the exploitation of natural resources such as fisheries and geothermal heat.

ICEIDA is responsible for the delivery of Iceland's bilateral development cooperation in accordance with the International Development Cooperation Act and regulation, and the Strategy for Iceland's Development Cooperation 2011-2014.

The MFA is responsible for Iceland's multilateral cooperation and may complement the activities of ICEIDA by entering into partnership with multilateral donor organisations operating in Malawi, focusing on issues identified by the Malawian government and within the terms of the Icelandic Development Cooperation Strategy.

The above strategy identifies international development cooperation as one of the key pillars of Iceland's foreign policy. The guiding principles for development cooperation are responsibility, credibility and results. The strategy builds on the Millennium Development Goals (MDGs), focusing on the fight against poverty and hunger, as well as highlighting human rights, gender equality, democracy, peace and security.

In accordance with the above, the aim of Iceland's international development cooperation is to reduce poverty and raise living standards by supporting the poverty reduction plans of its partner countries.

ICEIDA aligns its development efforts with international agreements and declarations, in particular the MDGs. In addition, ICEIDA strives to make use of Iceland's knowledge and comparative advantage in the utilisation of natural resources, particularly fisheries and geothermal energy. ICEIDA adheres to the Paris Declaration on Aid Effectiveness, the Accra Agenda for Action and the Busan Partnership Agreement, and the agency is actively incorporating the principles of these into its operational procedures. ICEIDA focuses on particular regions in the partner countries and works primarily with local governments. This is appropriate given the relatively small size of ICEIDA's funding.

ICEIDA has over two decades of experience of partnership with Malawi and the agency's comparative advantage in the country stems from this long-standing relationship. An extensive experience has been accumulated on the ground in ICEIDA's main target area, the southern district of Mangochi.

The MFA channels funds through various multilateral donor organisations and institutions as well as NGOs. Provision of grants to projects in Malawi is priority.

Recently, the Icelandic government signed an agreement with the World Bank on promoting and exploring the viability of harnessing geothermal energy in the Rift Valley countries in Sub-Saharan Africa. Malawi is one of the countries with access to this facility of the World Bank and the Icelandic government. Geothermal energy is sustainable, green

energy and can be used in rural settings to provide power off-grid.

In its development cooperation, Iceland emphasizes the sustainable use of natural resources. Its three United Nations University programmes on geothermal energy, fisheries and land restoration, demonstrate this and Iceland encourages the Malawian government to take advantage of these programmes.

2.2 History of Icelandic development cooperation in Malawi

Iceland has a long standing involvement in Malawi where ICEIDA has been operating since 1989. Initially the focus of development cooperation between the Malawian Government and ICEIDA was first and foremost on supporting the fisheries sector, including research, charting of Lake Malawi as well as supporting education and capacity building within the sector. These efforts included support to the development of Bunda College to become a leading academic institution for aquaculture in the Southern Africa Development Community (SADC) region in a partnership that spanned 16 years.

With a change of ICEIDA's emphasis around the turn of the century the agency also started supporting projects related to social infrastructure while continuing assistance to the fisheries sector. These included support to: adult, primary and secondary education; the health sector with the development of the Monkey Bay Community Hospital (MBCH) and wider support in the health zone; water and sanitation in TA Nankumba; and other smaller projects through local NGOs. Throughout ICEIDA's involvement in Malawi, activities have predominantly been based in Mangochi District.

Sector line ministries, on behalf of GoM, had the primary responsibility for these projects in partnership with ICEIDA which provided technical and financial assistance, including project management, as agreed in project agreements for each project. Coordination of the various stakeholders of the projects was primarily at district level, and specifically the responsibility of the District Council's officials. In 2009, ICEIDA and Mangochi District Council initiated a closer cooperation with the aim of providing more coordinated alignment to the district's development strategy. This led to the District Council gradually assuming greater responsibility for the implementation of certain project components. In 2011, the District Council overtook the running of adult literacy reading circles, construction of teachers' houses and a number of other activities in education. In the process of this change, ICEIDA has continued to provide technical assistance through transferring ICEIDA trained personnel to the council and through the expertise of external consultants. In 2012, this process culminated in a Programme Document for the support of basic services in Mangochi by which the District Council becomes the sole implementer according to a tripartite Partnership Agreement between ICEIDA, the District Council and the Ministry of Local Government and Rural Development (MoLGRD).

2.3 Key findings of lessons learned

From many of the past projects supported by ICEIDA, a number of lessons emerge to learn from and to take into consideration for future development activities in Mangochi. Many of these lessons are not new to ICEIDA but their importance and relevance remain great.

Ownership: In a number of instances, previous projects have been perceived as primarily ICEIDA projects by stakeholders and beneficiaries although the projects have been implemented in partnership with Malawian authorities. This has implications in terms of ownership and sustainability. Continued efforts to help strengthen the District Council's capacity to achieve its development strategy and to increase the use of local systems in its implementation can address these concerns.

Inclusion: Due to ownership issues the District Council's staff may have felt sidelined in decision making despite being an integral part of the projects. Moving towards a closer and more coordinated cooperation between the District Council and ICEIDA appears to be a positive development in addressing these issues.

Input: Effective support to human resources in the form of capacity development (e.g. training, further education, etc.) requires clearly defined needs and goals in concrete terms. In partnership with the District Council, ICEIDA will continue to stress applicable research funding and practical in-service training. In "hardware" issues such as infrastructure development and provision of equipment, there has been less stressful relationship given that procurement and auditing procedures are agreed upon prior to implementation.

Sustainability: The development of individual Project Implementation Units (PIUs) for each project might not be a long term investment. By providing more integrated support under a single comprehensive programme, ICEIDA aims to contribute to increased sustainability of programme activities where capacity and infrastructure development will be retained within the partner's system to the fullest extent possible.

Transparency: As the GoM and ICEIDA prepare to enter a more integrated partnership at district level, an appropriate and a clear set of operational principles and procedures with active feedback through formal channels of communication will need to be developed to ensure successful relationship. ICEIDA is committed to the guidelines and principles agreed to by the international donor community in Malawi with respect to workshops, seminars and allowances.

Preparation: The preparatory process for each development activity can have considerable influence on ownership and sustainability concerns. ICEIDA remains committed to seeking a number of different inputs from a variety of stakeholders for communication and involvement while planning.

Managing for results: Result measurement tools have not been in place in a systematic way to assess the impact of some of the development activities supported by ICEIDA. A more thorough result measurement framework designed for managing development results will be developed for future activities in partnership with the implementing partner at the District Office. Baseline studies will continue to be part of the planning process. (For a more comprehensive analysis of lessons learned and conclusions see annex 4).

3 Malawi Country Strategy Plan

Summary: The overall goal of the CSP is to support the Government of Malawi in its strive to reduce poverty and improve living standards of the population as well as support the authorities in attaining the MDGs. To achieve this Iceland's bilateral agency, ICEIDA, will support local social infrastructure development in public health, education and water and sanitation in Mangochi District through a Programme that is aligned with and integrated into the District Councils implementation structure.

Broad consultations between the District Council, ICEIDA and various stakeholders including the Ministry of Local Government and Rural Development (MoLGRD), respective line ministries, Traditional Authorities (TAs) and Members of Parliament (MPs) for Mangochi, have established a willingness to engage in a more integrated development cooperation (see annex 5 for the district profile).

3.1 Vision

Iceland will support Malawi in its efforts to improve the living conditions of the poor population and to support the authorities in achieving the Millennium Development Goals (MDGs) by focusing on development issues prioritised by and agreed with the Malawian Government.

The main focus during the CSP period will be on Mangochi District whose social infrastructure shall be better equipped to serve the population. Improved health facilities and better trained staff in clinics and in the communities will provide preventive and curative services resulting in improved public health. Schools will be improved to produce a better learning and teaching environment leading to higher retention rates for both girls and boys and a greater number of students who complete primary education. The number of communities that have access to clean water and improved sanitation and hygiene practices will have increased resulting in the reduction of waterborne diseases. During the CSP period the vision is that the District Council shall attain a higher level of capacity in service delivery to sustain further progress beyond the timeframe of the plan. The overall impact will be measured in a more resilient population in adversity and a more resourceful one for self sufficiency.

Areas of cooperation in Malawi have been adopted in the long-term development policy of the Icelandic MFA (2011-2014). The emphasis is on three main areas: water and sanitation, education, and public health.

3.2 Priority areas for development cooperation in Malawi

Priority areas for development cooperation in Malawi have been adopted in the Strategy for Iceland's Development Cooperation (2011-2014). The emphasis is on three main areas: Water and sanitation, education, and public health. There is strong evidence for focusing on these areas: Malawi's national development strategy, the MGDS II, places great emphasis on these issues and they are also prioritized in Mangochi's District Development Plan. ICEIDA's own lessons learned from previous projects as well as extensive consultations with stakeholders at district and national levels support this direction. (See annex 6 for the District's key development priorities in a formal request for assistance).

In addition to the three priority areas, Malawi is offered access to funding for geothermal reconnaissance and exploration, in accordance with agreements between Iceland and the

World Bank. Furthermore, activities related to the utilization and preservation of natural resources in fisheries will be considered for future cooperation.

3.2.1 Water and sanitation

Accelerated and targeted efforts are needed to achieve the target of halving the proportion of the population without sustainable access to safe drinking water and basic sanitation (MDG 7). ICEIDA is well placed to support the District's efforts in Water and Sanitation after having previously implemented such a project in partnership with the district authorities in Mangochi. Stakeholders' consultations and baseline surveys clearly demonstrate the need for continued assistance in this area.

Expected outcome: Households in targeted TAs benefit from access to potable water and improved hygiene and sanitation.

To achieve this outcome, investments in needy communities will be made in new water points which are secure and managed by local water committees. Improved hygiene will be practiced by users of water points leading to decline in waterborne diseases and women and girls who are traditionally the household members fetching water will spend less time and effort on this daily chore.

3.2.2 Education

In the education sector, ICEIDA has successfully supported the building and/or renovation of 23 schools in Mangochi. The agency remains committed to contributing towards the achievement of universal primary education for boys and girls alike (MDG 2). The need for additional support has been confirmed by the District Authorities and through stakeholders' consultations. Infrastructure, school furniture, teaching materials, teachers' houses and sanitation facilities in schools are all in short supply.

Expected outcome: Improved education facilities make access to education more equitable.

To achieve this outcome investments and efforts will be made to ensure higher completion rates of learners; to ensure that gender equality in access to education is improved, and to ensure overall educational standards in targeted schools rise as measured by enrolment, retention rates and greater number of students selected for secondary education.

3.2.3 Public health

In the area of health, ICEIDA has over a decade of experience in supporting the development of a community hospital and services in TA Nankumba, Mangochi which is an area with a population of over 120,000. Thorough consultations on the scaling up of these activities have been conducted and ICEIDA is set to build upon the experience gained to alleviate the acute need for improved health services in the District. The main focus will be on maternal health and neonatal mortality which relates directly to MDGs 4 and 5 on reducing child mortality and improving maternal health respectively.

Expected outcome: Improved maternal health and reduced neonatal mortality as health services get better infrastructure, better quality service is delivered with stronger performance of the health system and community based health services.

To achieve this outcome efforts and investments will be made so that infrastructure and equipment is improved in maternal and neonatal care services; that there is better trained

clinical staff in maternal and neonatal services and increased number of trained community health staff; that service nets like ambulances and support for vaccinations reduce number of untimely deaths; with improved working conditions for public health staff at the District Health Office (DHO) and strengthened supervision of health services delivery.

3.2.4 Capacity building

Professional capacity and adequate human resources are important for development activities to be successful. Capacity building is therefore incorporated into all areas of support that ICEIDA will provide in Mangochi.

Outcome: The District Council has improved capacity to deliver public services during the Programme period and beyond.

To achieve this investments will be made to ensure staff is trained according to District prioritisation and identified needs; that facilities are improved and better equipment for office operation and transportation in place; and that financial administration and public procurement processes are transparent and strengthened as needed in areas identified by the District Council.

3.3 Adoption of Programme Based Approach (PBA) modality

ICEIDA will adopt a Programme Based Approach (PBA) in the implementation of this Country Strategy. PBA is based on the principle of coordinated support for a locally owned programme of development such as a national or district development strategy. Through PBA, the donor is committed to use the partner country's own systems to the fullest extent possible, complemented with efforts to strengthen these systems, and thus reduce transaction costs of external support and strengthen local ownership.

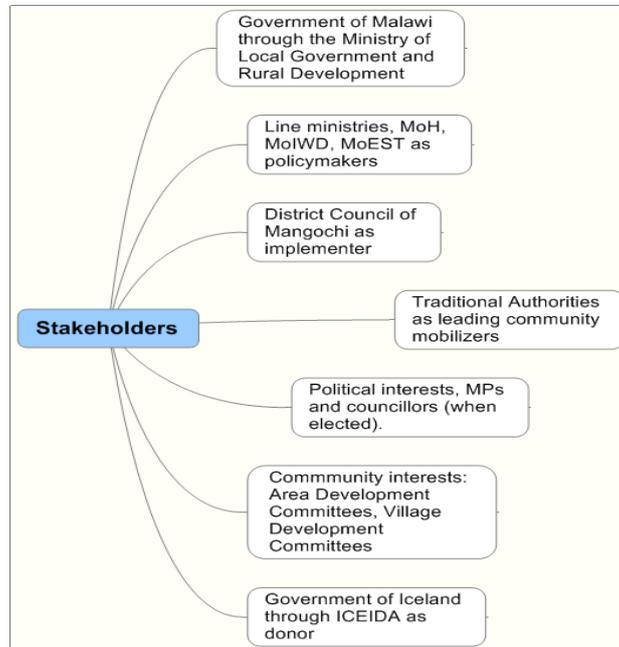
Adoption of the PBA modality demonstrates ICEIDA's commitment to efforts to increase the use of local systems; to use a single comprehensive programme and budget framework; and to ensure that leadership is in the hands of the partner for strengthening capacity and enhancing ownership. This is in line with the Paris Declaration on aid effectiveness and Malawi's own efforts to improve aid coordination. It is expected that the adoption of a PBA will eventually make aid delivery more effective and efficient so that ICEIDA's relatively small contribution in the national context will make a significant impact at district level. (See annex 7 for information on PBA). The Programme will be hosted within the national context of the GoM in the Ministry of Local Government and Rural Development (MoLGRD) with a tripartite Partnership Agreement between ICEIDA, the Ministry and the District Council.

This Programme includes a number of stakeholders. By definition the MoLGRD, and by extension, the GoM is a stakeholder in the project. Relevant line ministries that act as policy makers are also stakeholders: The Ministry of Health (MoH), Ministry of Irrigation and Water Development (MoIWD), and Ministry of Education (MoEST). These are to be consulted and informed as well as the Ministry of Finance that monitors aid disbursements. (See annex 8 for policy papers in relevant areas of involvement).

As an implementer, the District Council of Mangochi is a stakeholder, receiving funding and technical assistance, and is responsible for generating the outputs of the Programme.

At community level the Area Development Committees (ADCs) and Village Development Committees (VDCs) contribute to the development strategy of the District and are,

consequently, major stakeholders in the Programme, both as contributors to plans and beneficiaries of investment. Similarly the nine Traditional Authorities (TAs) in Mangochi play a large role in community mobilization and awareness raising. (See annex 9 on the role of the TAs). Representatives to Parliament are spokespersons of the population at national level and important players in development issues at district level.

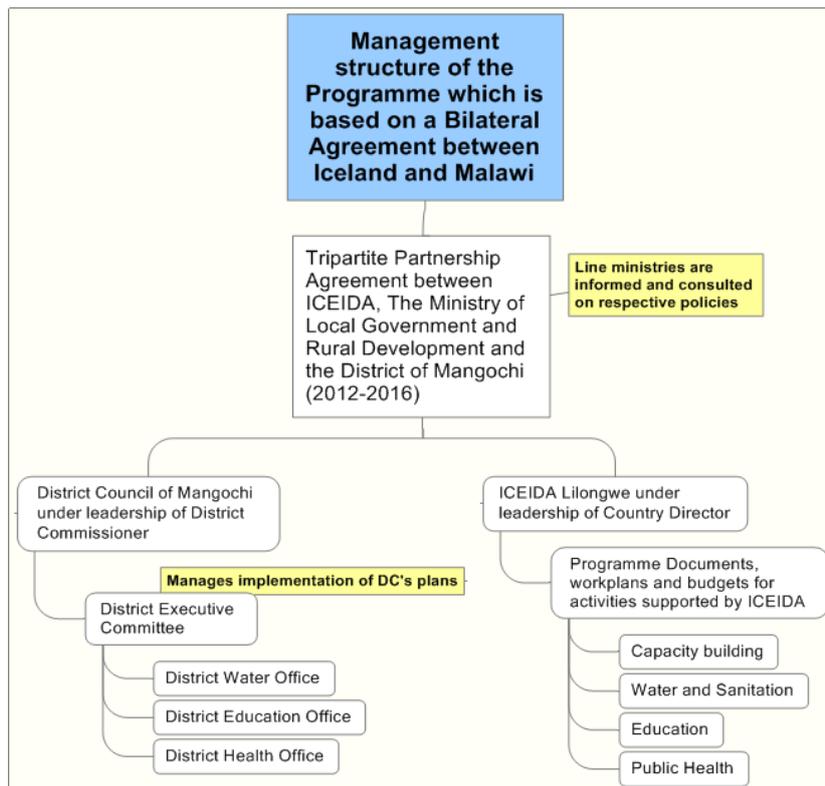


4 Implementation and management

Summary: Implementation and management structure assumes partnership with defined spheres of responsibilities. The Programme will be executed within Mangochi District, by District Authorities under the organizational structure of the Government of Malawi. ICEIDA's main responsibility is providing funding, guidance and implementation support as agreed. The District's responsibility is to implement according to agreed objectives and procedures.

The proposed approach of the CSP places the responsibility of managing activities within the ranks of Mangochi District Authorities. The organogram of the District is the basis for implementation structure. No parallel Project Implementation Unit (PIU) is established. ICEIDA will not manage programmes or activities but assist in implementation by providing both funding and technical assistance. Funding will be channelled through the District Development Fund. Technical assistance will be mainly in the form of expert consultants or trained personnel for capacity development. ICEIDA will participate in the work of the District Coordination Team (DCT) in water and sanitation which reports directly to the District Executive Committee (DEC) and in the District Health Management Team and the District Education Management Team.

The actual management of the Programme as a whole is elaborated on in the Programme Document that is an extension of this CSP. The communication channels between the partners will be formal and regular, and the reporting of activities structured.



4.1 Roles and responsibilities

All activities will be agreement based and will include stated objectives, description of scope of responsibilities, budget and work plan for a given time, and Standard Operational Procedures (SOPs). Both parties agree that these will be guiding principles for all activities.

4.1.1 Responsibilities of ICEIDA

ICEIDA Country Office in Lilongwe will liaise with the District Commissioner on behalf of the District Council. The Country Director is responsible for this on behalf of ICEIDA. It is the responsibility of ICEIDA to facilitate funding in timely fashion and take part in joint consultations on a regular basis as stipulated in Programme Documents.

ICEIDA is responsible for liaising with the MoLGRD, securing that agreement is reached on the overall Programme and a skeleton budget provided as well as informing the Ministry of budgets and activities for each budget year in Malawi (July-June).

ICEIDA is responsible for consulting and informing respective line ministries of activities and seek common understanding on those as well as seeking the agreement of the Ministry of Justice and the Ministry of Finance for the overall programme.

4.1.2 Responsibilities of the Ministry of Local Government and Rural Development (MoLGRD)

The Ministry is responsible for the agreement of the overall Programme and will serve as the agent of the GoM in liaising with ICEIDA. The Ministry will inform ICEIDA of any impeding

policies that might affect the Programme. Its supervisory role towards Mangochi District Council will be made available to assist ICEIDA should need arise, in particular through the National Government Financial Committee. Oversight on procurements and regular audit will be assured by the Ministry.

4.1.3 Responsibilities of the District Council of Mangochi

The District Commissioner is the highest authority in the District liaising with the Country Director. The District Council and its implementing offices are responsible for contributing to the making of work plans, budgets and operational procedures; informing and analyzing for the benefit of activities; and making sure that all activities benefit from best practices and locally available knowledge. The District Council assumes ownership of planned activities and accepts responsibilities for successful implementation according to Programme Documents.

5 Risks

Summary: A number of internal and external risks may impede the implementation of the Programme or have a negative influence on the achievement of results. These can be mitigated with planning and vigorous monitoring efforts.

5.1 Political and economic risks

Both countries face political and economic risks that could lead the Programme off-track. Iceland has recently undergone a major economic contraction leading to severe budget cuts for ICEIDA. The agency has however consistently strived to be a reliable donor that honours commitments. Another economic setback in Iceland could affect ICEIDA's budget allocations from Parliament and reduce the agency's ability to deliver in full in the future.

In Malawi, shortage of funds to be directed from central government to districts, donor contributions through the Local Development Fund and other external factors may limit the District Council's implementation capacity.

Mitigation: In both instances this is a reality that the Programme has to live with and anticipate. If the past can be an indicator of future achievements both ICEIDA and the District Council have shown ability to adapt and employ successful counter measures in face of such adversity. In case such risks materialize the parties will consult on how best to respond.

5.2 Slow progress of decentralisation

The continuous postponement of local elections in Malawi (not held for over a decade) is a cause for concern in terms of political accountability at district level. These concerns include whether the implementation of decentralisation has led to improved service delivery at the District through enhanced participatory planning at local level.

Mitigation: The Programme will seek inclusive operation by making local ownership and participation through community mechanisms an integral part of implementation and planning.

5.3 District absorption capacity

Mangochi District Council has a visible lack of capacity for implementing programmes, even in relation to the limited funding it already receives. With additional funding from ICEIDA, further strain on its capacity to implement may be felt.

Mitigation: ICEIDA will provide capacity building and lend support to enhance staff levels at the District Councils' offices, including equipment and transportation. Parties will take care as to not overload the implementing mechanisms of the District with careful spacing and timing of its funding to activities. ICEIDA will further distribute administrative workload by exploring opportunities for division of labour with other donors engaged in Mangochi (as already evident).

5.4 Lack of community ownership

Without active community input and participation this programme runs the risk of becoming a closed entity between the DEC and the donor. Although Malawi's decentralisation policy stipulates that the District Council should solicit input for development projects from the communities, through a network of ADCs and VDCs, this does not necessarily reflect the reality.

Mitigation: ICEIDA is willing to foster this bottom up engagement by encouraging initiatives of this kind by making funds available under certain circumstances. Capacity building of ADCs, VDCs and Community Based Organisations are an integral part of ICEIDA plans as well as providing support where community resources are lacking.

5.5 Risk management: flexible approach

By design this Programme seeks to compartmentalize activities to a certain degree within the overall structure in an effort to keep successful activities going even though other may stall for different reasons. Contracting all activities separately without funding them in one pooled lump sum achieves this by means of "ring fencing". There is however always a risk of delays or activities being led astray.

Mitigation: Structure cannot be too rigid. If implementation is delayed or prohibited for an unforeseeable reason, there should be an alternative plan B in each case to be actualized with reasonable effort. While this cannot be exercised on a large scale in proportion to the Programme as a whole, this can easily be managed within a timeframe of one budget year with relatively minor adjustments that are nevertheless in line with the approach of the Programme as a whole.

6 Monitoring and Evaluation

Summary: Monitoring and Evaluation (M&E) practices of the Programme are part of results focused management. Both parties assume responsibilities for M&E and agree that such practices be built into Programme documents with adequate funding and staffing commitments.

During the Programme preparation and throughout implementation, this CSP stipulates that baseline studies should be conducted in a manner that easily translates into effective on-going monitoring and evaluation processes. Programme Documents will provide thorough Logical Frameworks, with sets of indicators that are objectively verifiable.

6.1 Preparational Appraisal

During the preparatory process leading to this CSP, ICEIDA conducted an appraisal for the Programme. Its feasibility has been analysed, and the aims and objectives defined.

The rationale for the Programme is explained in this CSP. Overall goal and objectives are identified. Areas of involvement and basic activities have been outlined and a skeleton budget of financial resources provided.

6.2 Monitoring

Monitoring of the Programme will take place with a regular collection of data throughout the Programme's life cycle and will be seen as an internal process of the Programme and an integral part of it. It will be carried out jointly by the two major stakeholders, ICEIDA and the District Council, which are the organisations in charge of implementing and/or funding the programme.

Monitoring will feed information into the Programme execution and show:

- If the Programme is on track to meet its objectives;
- The impacts of the Programme if measurable during its lifetime;
- Changes to the Programme environment that may affect its success.

For each activity within the Programme, an agreement is made between ICEIDA as the donor and the District as the implementer, including a work plan for the agreed activity and a budget. These form a baseline for monitoring of progress of implementation annually.

6.3 Evaluation

Evaluation will be based on the core information gathered during the Programme cycle. Half-way through the Programme an external review will assess the impact of it in relation to the goals set out in the planning process. In the end of the Programme period, an external evaluation will take place to assess the impact of the Programme, assess successes and shortcomings and provide lessons for future work. At all stages of M&E, it is important that findings are communicated effectively between partners.

6.4 Participatory process

The monitoring and evaluation process will be participatory, meaning that the partners will both take part in it and employ existing mechanisms of the District as much as possible.

Consequently there is no plan for external monitoring (gathering of information and data analysis) although assistance may be required in form of consultancy for individual programme components (e.g. health where such consultancy is already contracted).

The following will necessarily be incorporated into Programme Documents for diverse activities:

- Budget for M&E and staff allocation.
- Timeframe for M&E – information will need to be available at the right time to feed into programme development and decisions.
- A clear definition of what monitoring will measure, with simple and verifiable indicators.

During the preparation for this CSP, ICEIDA in Lilongwe took action to prepare for more active monitoring of its activities by conducting baseline studies, evaluations, needs assessment, research and impact assessment in the targeted areas of intervention²⁵. ICEIDA and the District Council have already established formal monitoring of the financial administration of funds disbursed by ICEIDA to the District Development Fund.

6.5 Challenges for M&E

For all development partners in Malawi, a lack of reliable socioeconomic data remains a challenge to development activities. This presents a huge challenge to measuring the impact of the Programme during and after the period and will affect diverse activities in different ways. For the proposed water and sanitation support, ICEIDA has developed tools that have proved to be effective in building a baseline and measuring progress in the targeted communities. In education, data about enrolment, retention, completion of studies and proportion of qualified staff is generally available from the District Education Office. In health, the challenges are numerous and data may be considered unreliable in the short span of the Programme period but this will be addressed in the programme for public health.

7 Communication

Summary: The Programme benefits from short channels of communication and a relationship that has developed over time.

This Programme benefits from simple and straightforward channels of communication. ICEIDA will respect the formal organogram of the District Council and take care not to diffuse spheres of responsibilities and lines of communications within the District structure. By its design the Programme is meant to strengthen the District's capacity within the Malawian

²⁵ In the area of water and sanitation, this includes baseline studies and evaluation in TAs that have previously been supported or have been prioritised for future support. In public health, this includes contracting external expertise specifically for monitoring purposes, conducting needs assessment on health posts throughout the district, and funding research on maternal morbidity in Mangochi (2011-2012). In education, an assessment on support to primary schools has been conducted.

context, and not impose on it a parallel system. This applies also to the interaction of ICEIDA with relevant line ministries.

The design of the Programme invites a streamlined and effective form of communications between ICEIDA and the DC's office. Care is taken to establish patterns that are agreeable to both and made to be functional without placing undue burden on either party.

The District Coordination Team (DCT) (for water and sanitation) and District Management Teams for health and education play a central role in providing a regular communication platform. The DCT structure allows for donor participation by statute and thus invites ICEIDA to participate in regular meetings of a high level within the District structure.

All meetings need to be planned well in advance, be regular, with a prepared agenda, and minutes and/or memos written to keep track on discussions and decisions made.

Reporting from these meetings will be direct to the District Commissioner and the Country Director for ICEIDA, thus connecting the two leading figures of the Programme with progress on the ground.

Communication with the MoLGRD is established between the DC's office and the ministry itself within the Malawian organisational structure. As regards ICEIDA, communication is limited to making an overall agreement at the launch of the Programme, reporting on disbursements and work plans. Line ministries for respective activities will be involved in preparatory planning for input and kept informed on progress.

8 Budget

This CSP proposes a skeleton budget for the period 2012-2016 based on 2012 allocations as a baseline, with the necessary reservations concerning annual budget allocations from Parliament to ICEIDA, and gradually scaling up contributions as anticipated in resolution by Parliament in 2011. In 2011, ICEIDA's direct support²⁶ in the District is estimated to have been USD 1.7-1.8 million. The table below represents a skeleton programme budget for the Malawian financial years starting in July 2012 and ending in June 2016. The amounts are in US dollars. The skeleton budget outlines three scenarios for each year subject to annual budget allocations to ICEIDA, low being the worst case scenario, high the best. There is a considerable variance between the diverse outcomes based on these projections. The two main factors determining the final commitments and disbursements will be ICEIDA's overall budget and the absorption capacity of the District in due course. The proposed scaling up of funding during the Programme period is contingent upon success in implementation from one year to the next.

Scenario	Financial year				Total
	2012-13	2013-14	2014-15	2015-16	
High	2,400,000	3,000,000	3,500,000	4,100,000	13,000,000
Medium	2,000,000	2,500,000	3,000,000	3,500,000	11,000,000
Low	1,800,000	2,000,000	2,200,000	2,400,000	8,400,000

²⁶ Direct and technical assistance, excluding Lilongwe office administrative cost.

This projection is for the District Programme as a whole. Annual contributions will be diverted between diverse activities according to work plans and Programme Documents that will be prepared for each activity. It should be noted that ICEIDA's financial year (FY) corresponds with the calendar year, while the GoM FY is from July to June. This may require ICEIDA to revise its budgets half way through the GoM budget cycle according to its own allocations actualized only by the end of each calendar year.

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10 Annexes

Annex 1: Malawi's progress towards the MDGs

Annex 2: National development framework: key policy papers

Annex 3: Table of donor contributions in Malawi

Annex 4: Detailed project by project lessons learned by ICEIDA 2007-2010

Annex 5: Mangochi district profile

Annex 6: Formal request for assistance from Mangochi District: key development priorities

Annex 7: Difference between Programme Based Approach (PBA) and Direct Project Support

Annex 8: Policy papers in relevant areas of involvement for ICEIDA

Annex 9: Notes on the role of Traditional Authorities (TAs)

Annex 1: Malawi's progress towards the MDGs

Millennium Development Goal (MDG)	Status	Feasibility of achieving goal	Comment
MDG 1 <i>Halve the proportion of people living in extreme poverty by 2015</i>	Progress	Likely to be met	Poverty declined from 54% in 1990 to 39% in 2009. An alarming 15% of the population is living in ultra-poverty, the majority of whom live in the rural area. While Malawi has made progress in reducing poverty levels, the challenge still remains in reducing income inequality.
MDG 2 <i>Achieve universal primary education</i>	Progress	Unlikely to be met	Malawi introduced free universal primary education in 1994. The net enrolment rate in the country is 83% at present. Despite major commitments to achieving universal primary education, Malawi faces many challenges, including: shortage of teachers, lack of learning materials, inadequate infrastructure, and poor retention rates, especially for girls from standard 8 to 5.
MDG 3 <i>Promote gender equality and empower women</i>	Progress	Unlikely to be met	Malawi has a gender inequality indicator of 0.758 which demonstrates that there are major disparities between men and women. 56% of women are illiterate compared with 28% of men. Despite some progress, other indicators suggest that there are still significant challenges to Malawi achieving gender equality.
MDG 4 <i>Reduce child mortality</i>	On track	Likely to be met	Under-five child mortality has dropped from 234 per 1000 in the early 1990s to 122 in 2006. Infant mortality has reduced from 134 per 1000 in 1992 to 69 per 1000 in 2006. Despite this achievement there are still many challenges to be faced, such as resource constraints, weak capacity and coordination between sectors such as water and sanitation and nutrition.
MDG 5 <i>Improve maternal health</i>	Off track	Unlikely to be met	Maternal mortality has declined from 1120 per 100,000 live births in 2000 to 807 per 100,000 live births in 2006. However, multiple challenges remain in guaranteeing access to basic emergency obstetric care at all health facilities and it is unlikely that Malawi will achieve this goal by 2015.

MDG 6 <i>Combat HIV/AIDS, malaria and other diseases</i>	On track	Likely to be met	Malawi has made important strides in the fight against HIV/AIDS; HIV prevalence seems to have stabilised at around 12% since 2004/05.
MDG 7 <i>Ensure environmental sustainability</i>	Off track	Unlikely to be met	Between 1990 and 2005, the proportion of land under forest has declined from 41% to less than 36%. Environmental degradation will threaten Malawi's ability to sustain growth in agricultural productivity and meet the energy demands of a rapidly growing population if nothing will be done to protect land and maintain biological diversity.
MDG 8 <i>Develop global partnership for development</i>	Insufficient Information		While there are challenges in promoting aid effectiveness and adherence to the Paris Declaration, the launch of the Development Assistance Strategy in 2008 will help to improve co-ordination.

Sources: <http://www.mdgmonitor.org>
2010 Malawi MDGs Report, GoM.

Annex 2: National development framework: key policy papers

The Malawi Growth and Development Strategy II (MGDS II)

ICEIDA's key priority areas (education, public health, water and sanitation, and capacity building) are a part of social infrastructure under the Integrated Rural Development sector. These are prioritised in the MGDS II, Malawi's national development strategy whose goal is poverty reduction through sustainable economic growth and infrastructure development. The strategy is built around six broad thematic areas:

- Sustainable economic growth
- Social development with health and education as key priority areas
- Social support and disaster risk management
- Infrastructure development with water development as one of the sub-themes
- Improved governance
- Cross-cutting issues with focus on gender and capacity building

The MGDS II further identifies nine key priority areas that have been drawn from the six themes:

- Agriculture and food security
- Transport infrastructure and Nsanje World Inland Port
- Energy, industrial development, mining and tourism
- Education, science and technology
- Public health, sanitation, malaria and HIV/AIDS management
- Integrated rural development
- Green belt irrigation and water development
- Child development, youth development and empowerment
- Climate change, natural resources and environmental management

Development Assistance Strategy (DAS)

The DAS specifies strategies to achieve the goals of the MGDS II by putting into practice the five principles of the Paris Declaration on Aid Effectiveness.

The DAS is developed in the plan for a Sector Wide Approach (SWAp) which encompasses all major areas of development aid in Malawi and seeks to bring about a more effective Division of Labour (DoL) among Development Partners. The aim is to standardize across the spectrum a unified method of the donors working with institutions and ministries of the GoM.

The five principles are ownership, alignment, harmonization, managing for results and mutual accountability. Currently the GoM is working on all these principles with the major donors. In terms of *ownership* it is important that the state budget reflects the MGDS II and resource needs are calculated each year with all sectors clearly defined and aligned to the MGDS. For *alignment*, the reduction of ODA disbursed outside government's systems (i.e. budgets, accounting and procurements) is required, and the number of Project Implementation Units (PIUs) should be reduced significantly. Country strategies should be aligned to the MGDS II. This is the pillar of ICEIDA's new approach. For increased *harmonization*, better cooperation between Development Partners (DPs) will be sought as well as between DPs and GoM. *Managing for results* requires an active use of verifiable indicators and reliable data gathering and analysis. *Mutual accountability* requires independent reviews and monitoring on a regular basis.

Through DAS, Malawi seeks to operationalize the objectives set forth in the current MGDS II which is the country's blueprint for national development and explains its policy and priorities. Donors are expected to align themselves to this prioritisation with budget support and sector wide support as the preferred aid modalities of the GoM, project aid being considered when the two former are not applicable for legitimate reasons.

Sector Wide Approach (SWAp)

Sixteen different sectors were defined as an elaboration of the Sector Wide Approach (SWAp) to harmonize aid efforts through different Sector Working Groups (SWGs) and to engage different donors to further enhance DoL.

In 2012, this effort is still in the early stages. A number of challenges have put constraints on the development of this structure on both sides, the GoM and the donors.

- Cross-platform effort on behalf of ministries and public institutions is limited and the incentive to enforce the policy lacking.
- Structured communication between donors amongst themselves on the one hand, and between them and the government on the other is another issue. Important strides towards improved communication have been made in 2009-2012.
- Lack of capacity, managerial and administrative as well as financial, is another significant challenge.
- Lack of data and reliable data analysis has made donors sceptic about proceeding without improved data gathering and analyses processes.

Each of the sixteen sectors is to be led by a joint GoM/donor SWG with the idea being that one designated donor taking an active leading role within the group with a GoM representative. Other donors are defined as either active or passive members.

SWGs AND THE MGDS

MGDS Theme	Sector
1. Sustainable Economic Growth	1. Agriculture 2. Integrated Rural Development 3. Environment, Lands and Natural Resources 4. Tourism, Wildlife and Culture 5. Water, Sanitation and Irrigation 6. Trade, Industry & Private Sector Development
2. Social Protection	7. Vulnerability, Disaster & Risk Management
3. Social Development	8. Health 9. Education 10. Gender, Youth Development and Sports
4. Infrastructure Development	11. Roads, Public Works and Transport 12. ICT and Research & Development 13. Energy and Mining
5. Good Governance	14. Economic Governance 15. Democratic Governance 16. Public Administration

Division of Labour (DoL)

An effective DoL is not present in Malawi. This is, however, a work in progress and important steps have been taken in 2009-2012 with the acceleration of the process expected in the foreseeable future. Donors have already agreed to a draft plan of DoL within the SWGs. There is active coordination amongst donors who participate in CABS (general budget support). If the SWGs progress as expected, a higher degree of DoL will be reached and more effective aid delivery. The onus is not only on the donor community, the government structures with respect to ministries and cross platform spheres of authority also has to be aligned to the SWGs.

Annex 3: Table of Donor Contributions in Malawi

AID DISBURSEMENTS BY DONOR FY 2007/08 – FY 2009/10

	2007/08 FY - USD	2008/09 FY - USD	2009/10 FY - USD
EU	70,727,387	138,817,040	154,841,150
World Bank	66,397,059	67,171,809	139,566,116
DfID	138,554,449	109,981,647	108,281,168
USAID	57,083,594	76,741,380	99,758,097
Norway	69,119,855	59,194,569	57,810,857
AfDB	25,807,143	70,854,678	36,368,272
Global Fund	0	111,770,649	29,428,797
Japan	14,627,943	22,746,613	29,191,253
GDC	15,581,281	21,273,495	28,158,152
Ireland	0	9,488,284	15,289,905
CDC	0	0	10,078,417
Canada	9,256,861	10,859,976	7,508,453
FICA	2,787,586	3,063,731	6,212,728
IFAD	3,892,681	3,403,455	4,595,799
ICEIDA	4,488,652	5,503,954	2,254,485
Arab Donors	21,319	1,278,340	2,089,609
ONE UN	65,704,563	91,363,203	60,717,080
UNDP	15,930,407	36,907,414	22,271,473
WFP	16,915,696	45,282,166	14,262,245
UNICEF	27,926,293	0	13,138,581
WHO	988,786	2,281,425	4,952,034
FAO	1,098,402	4,189,730	3,938,388
UNHCR	1,275,944	854,244	954,990
UNAIDS	0	333,689	488,773
UNIDO	1,161,506	1,479,967	382,145
UNFPA	407,529	34,568	278,578
UNESCO	0	0	49,873
TOTAL	544,050,372	803,487,851	792,459,007
People's Republic of China*	-	-	133,300,000
Republic Of India*	-	65,028	16,000,000

Annex 4: Detailed project by project lessons learned by ICEIDA 2007-2010

Lessons learned: Health

With the inception of the Monkey Bay Community Hospital (MBCH) project in the year 2000 ICEIDA embarked upon a highly ambitious undertaking. The project grew from the original idea of supporting a health clinic to an almost fully equipped “community” hospital with satellite health centres and transportation, serving a health zone of 120.000 people. The project document (PD) for the project was renewed several times and has been “work in progress” throughout. Without dwelling on the history of the project, the main line of thinking in the last PD (2009-2011) is the following:

The MBCH is a Malawian health institution that should be integrated fully into the Malawian health system. This means that ICEIDA’s participation in the daily operation of the hospital through a Project Manager (PM) is no longer practiced and ICEIDA is not directly involved in the affairs of the project steering unit although the agency provides consultancy. ICEIDA’s support is provided in two forms: with a monthly contribution towards maintenance and operations, especially transportation and communication in the health zone; secondly, with providing funds and overseeing the building of new structures. ICEIDA partly funds a liaising PC (who is a GoM employee) and a local consultant, both of whom report to ICEIDA’s Country Director (CD). The District Health Officer (DHO) was included in the preparation of the PD and his office integrated into the monitoring of the progress at MBCH. The procurement process is a part of the District Health Office structure, as opposed to being ICEIDA implemented at earlier stages.

The MBCH project ceased to be an “ICEIDA project” and became a partially ICEIDA funded operation of a Malawian hospital which is run and supervised by the DHO, still with an operative project agreement with the Ministry of Health.

The overall experience of this change has been positive as far as ICEIDA is concerned. At MBCH key personnel is kept informed of ICEIDA funded activities with the Hospital in Charge (matron) fully involved with the ICEIDA liaising person. There seems to be an increasing sense of ownership within the hospital staff, as opposed to what might be described as “dependency” on the ICEIDA PM who used to be present at all times.

The integration of the DHO has been promising from the outset. In December 2009 the DC and the DHO signed an MoU that formalizes certain procedures to a greater degree than before, i.e. procurements. The DHO, the MBCH and the CD have forged a working relationship that seems to be set to grow smoothly without micromanagement on ICEIDA’s behalf.

Key elements in this learning curve:

Very intense deliberations within ICEIDA’s ranks to begin with, supported by the input of external consultants, which led to a change in approach in ICEIDA’s involvement.

Very active engagement during the writing of the PD with local stakeholders, at district level through the DHO’s office and at the MBCH, and to a lesser degree with the Ministry of Health. The end result was communicated directly in a consultative meeting between

stakeholders in the district (staff in the health zone), ICEIDA staff and the external consultants.

Key points:

- ICEIDA must prepare and agree upon a clear vision, communicate it in the preparatory process and actively seek feedback.
- Specify in project documents, contracts or MoUs how exactly things are supposed to work.
- Follow up on how things do actually turn out and seek remedy through formal means.
- Formal lines of communication must be kept active and feedback given.

ICEIDA's support to the health sector in Mangochi has received positive feedback from health professionals and communities alike. Recent internal baseline study (2010) indicates beneficiaries' and health workers' appreciation with project activities, also demonstrated in the undertaking of community based initiatives, such as building staff houses or health posts, organised by the locals themselves. Stakeholders' consultations during a preliminary study conducted by an external consultant (2011) show a strong support for ICEIDA plans of continued involvement in health, now on a district wide scale. A final report of the MBCH project (2011) supports future commitment in this area.

Lessons Learned: Primary Schools

ICEIDA's assistance to the education sector has mainly consisted of: (i) infrastructure development such as constructing/rehabilitating schools and supplying them with furniture, building teachers' houses, administration buildings and latrines; (ii) support to the District Education Office in Mangochi (DEO) in the form of capacity building and funding to carry out various trainings for teachers, parents, village committees and local leaders to emphasize the importance of education.

The Primary School Project started on a small scale in 1995 by supporting one primary school in TA Nankumba. In 2009, when financial constraints in Iceland put the project on hold, ICEIDA had constructed, renovated and/or supported in one way or another, a total of 20 primary schools, three secondary schools and one Teachers' Development Centre.

Key points:

Close collaboration: It is vital for the success of any project that there is a broad and continuous consultation between all stakeholders during the preparatory process and throughout the project activities.

Comprehensive support: Various trainings, community mobilization and sensitization as an integral part of the project have proven crucial in getting parents to send their children to school and for the sustainability of the project. A report from Mangochi released in 2008 indicates that school attendance is higher in ICEIDA's project area than in other areas within the district.

Holistic approach: The education sector needs to be looked at holistically. Secondary schools are also in urgent need of better infrastructure; the transition rate from primary to secondary education is very low in Mangochi, particularly for girls. Furthermore, trained teachers, school materials and sanitation facilities are in great demand. Raising educational standards is a complicated issue and a multifarious one. In the short term more equitable access of primary school age children to education can be achieved.

Specify in all agreements the exact obligations and responsibilities of the contracting parties:

An attempt to give direct financial support to the District Education Office by establishing a special account into which ICEIDA regularly transferred funds managed by the DEO in accordance with the agreed project activities was unsuccessful. An independent audit revealed that there had been a deviation of funds from the agreed plans and budgets, and this arrangement was therefore cancelled. The lesson learned is that it is imperative to specify the exact obligations and responsibilities of the contracting parties in all agreements.

ICEIDA's support to primary schools is appreciated in the district and feedback from beneficiaries, school staff, and the district education authorities (albeit indirect indicators of success) indicate that this support has greatly enhanced the learning environment. The need for continued support has been expressed by all stakeholders. With education remaining a key development priority in Mangochi, ICEIDA feels certain that scaling up of this activity with careful planning including both hardware (such as school infrastructure development) and software (such as trainings and community sensitizations) support will be effective in improving education in Mangochi.

Lessons Learned: Water and Sanitation

The WaSNan project in Malawi was launched in 2006 with the aim of reducing water and sanitation related diseases in TA Nankumba. The programme was expected to contribute to improved health standards and increase the quality of life of the most vulnerable part of the population by providing water points and sensitization in the good practice of sanitation and hygiene.

The Ministry of Irrigation and Water Development (MoIWD) had the primary responsibility on behalf of the GoM for implementing the WaSNan project in affiliation with ICEIDA. The coordination of the various stakeholders of the project was at district level and specifically the responsibility of the Mangochi District Director of Planning and Development (DPD).

Key lessons

Cooperation between stakeholders: There was a lack of a coordinated cooperation with the MoH, in particular the District Environmental and Health Officer (DEHO) to specifically track cases of cholera and acute diarrhoea in TA Nankumba to effectively demonstrate the human health benefits of WaSNan activities. Exchange of information between the two needs to be on a more regular and formal basis.

Broad multi-sectoral participation at ministerial level difficult to attain: The Project Supervisory Board of WaSNan required multi-sectoral participation, as it cut across the line functions of many ministries²⁷). Although the need is recognized, the meetings were not regularly attended by other representatives with the exception of MoIWD. As WaSNan is in essence a health project it is essential to cooperate closely with the health authorities and, thus, attendance by MoH representative in the district at Project Steering Committee (PSC) meetings is crucial. Furthermore, active planning, project monitoring and evaluation by the PSC are, and will remain, critical components to the success of WaSNan or any similar project.

²⁷ With membership potentially including representation from the Ministries of Health (MoH); Economic Planning & Development (MoEPD); Gender, Children & Community Development (MoGCCD); and Local Government and Rural Development (MoLGRD).

Vital to get district based Government extension workers on board in the initial stages of the project: The original idea was that Health Surveillance Assistants (HSAs) and Community Development Assistants (CDAs) in Mangochi would implement WaSNan project on the ground. However, it was realized that the CDAs and HSAs were already overloaded with other responsibilities. As a result, WaSNan engaged Field Workers (FWs) to implement the project. Engagement of FWs established a good line of command and communication which contributed to efficient and effective performance in the field. However, realising that HSAs are community-based health workers who are evenly located and will remain in the project area after ICEIDA's exit, WaSNan stepped up collaboration with HSAs in the hope that their involvement would ensure sustainability of the project, especially in promotion of good sanitation and hygiene practices.

Human resources: The FWs represent an invaluable human resource and they were an integral part of success to the Project. It is, therefore, of great importance to facilitate their integration into GoM line positions for the sustainability of water and sanitation sector at the district level.

Ownership: WaSNan is perceived by majority of the population in TA Nankumba as a sole ICEIDA venture in spite of some involvement from the district. Forging a closer and broader cooperation with the Government bodies at district level, even those ministries most linked to the Project, was very difficult. In contrast with Government agencies, the very nature of the Project is that of participation and input from the grass root. This has proven vital in instilling the sense of ownership amongst the beneficiaries.

Importance of sensitization: Sensitization on improved sanitation and on hygiene practices is the most important element of the Project. Hence, it would be advisable to spend the initial year of a possible future project solely on sanitation and hygiene sensitization in close collaboration with the district to establish that foundation before drilling and digging and rehabilitation operations commence.

Key points:

- Across the board involvement of different ministries at the Project Steering Committee level is very hard to attain, thus creating a void in the structure of the project.
- District's staff active engagement is fundamental for sustainability.
- Involvement at grassroots level, below that of the DC, is essential.
- Ownership issue must be addressed to reduce "ICEIDA dependency".

ICEIDA has received very positive feedback from central and local authorities for the WaSNan project (2007-2010). TA Nankumba in Mangochi (pop. 120.000) is now served with over 400 water points and 14.000 latrines have been made. Continuous consultations with stakeholders at district and community levels, and a generally favourable external mid-term review (2008) and impact assessment (2011), indicate that ICEIDA can confidently embark upon further water and sanitation efforts in the district in cooperation with local authorities by building on the successes of the WaSNan project. Some shortcomings in the sanitation aspect of the project were revealed by the impact assessment and ICEIDA will further enhance awareness of hygiene and sanitary practices in the area on the basis of this. In addition, a core group of project staff from WaSNan has undergone further trainings and is now better equipped to conduct continued work in adjacent TAs in Mangochi.

Lessons Learned: ALP

The ICEIDA support to adult literacy in Malawi started with 4 literacy circles in TA Nankumba in 2001 and expanded gradually to cover more villages in the area. The task force that was set up to prepare the final project phase from 2006 till 2010 contained members from ICEIDA, the Ministry of Gender, Children and Community Development (MoGCCD) and the National Adult Literacy Centre (NALC), but none from the District.

The project was set up with a special ‘project control unit’ consisting of a Project Manager (PM), a Project Coordinator (PC) and an accountant involved in micromanagement of the project. Moreover, ICEIDA’s direct involvement in project implementation has created an impression among project participants, implementers and people in the area that ALP is an ICEIDA project and not a Malawi Government project which is supported by ICEIDA. There were three ICEIDA staff and 6 Community Development Assistants (CDAs) working on the project in Monkey Bay. ICEIDA was supposed to provide everything that was needed for the CDAs (except salaries) for their daily activities and the running of the office.

The District Community Development Officer (DCDO) has commented that the ALP office in Monkey Bay has operated very much independently of the DCDO’s office in Mangochi which has been sidelined during implementation of some important project activities such as training workshops. However, the DCDO’s office has been involved in the annual project planning and budgeting, and in supervising project implementation processes. The DCDO’s office has also been involved in all vital project meetings including Project Implementation Team (PIT) meetings and Project Management Committee (PMC) meetings.

The relationship between ICEIDA and the MoGCCD as well as the NALC has usually been good and close. The Director of Community Development, the National Coordinator for Adult Literacy and the ICEIDA Desk Officer in NALC have been actively involved in the project and have had a very positive attitude to the project. One reason may be the fact that only UNDP and ICEIDA are working directly with the ministry in supporting adult literacy activities. The GoM stepped up decentralization process, which has resulted in more administrative power trickling down from the ministry headquarters to the District Offices, through the District Council. The ALP has taken advantage of these changes to cement the project-district relationship by conducting routine planning meetings and involving the DCDO’s office even more in project supervision.

Following the REFLECT approach to literacy the ALP project is supposed to be about more than just learning how to read and write. Focus should be on empowering people to take actions in their local communities. Discussion on development issues are thus an integral part of the literacy circles activities. It is through such discussions that action points are hatched. An action point is a collective action which the adult learners in collaboration with other community members have agreed to embark on, as a solution to their problem. Livelihood activities are also encouraged to improve the economic status of the participants. REFLECT thus requires involvement and linkages with other relevant sectors of the government, which has often been difficult to achieve.

Key points:

- The current set up of the project with a special ‘project control unit’ consisting of a PM, a PC and an accountant involved in micromanagement in Monkey Bay, is not only very expensive but also creates problems in terms of project sustainability when the project phases out. People perceive the project as an ICEIDA project and not as a project by the government supported by ICEIDA.

- Provision of operational materials alone can not ensure effective performance. Other factors including developing skills of the implementers, common understanding of the project's vision, goals and objectives among all key players, and developing good lines of communication are equally important.
- In addition to formal project meetings it is very important to have frequent and more informal contacts with key stakeholders in the project.
- Involvement of other government sectors is very important for adult literacy projects that use REFLECT approach. Though it is widely favoured, a multi-sectoral approach has been difficult to achieve. Such an approach may be easier to implement in the future with increased decentralization and delegation of power.

Lessons Learned: Fisheries

The Small-Scale Offshore Fishery Technology Development Project (SOFTDP) supported by ICEIDA in 2005-2009 did not involve the District Office to a great extent. The collaborating partners were the Ministry of Mines, Natural Resources and Environment, and the Department of Fisheries (DoF), Monkey Bay branch.

As is the experience in other projects, cooperation at ministerial level can be quite cumbersome. In the case of SOFTDP this was particularly evident since there was a high turnover of directors at ministerial level during the project's period as well as some reshuffling of the fisheries department within the government's structure. It is difficult to engage government at such high level in projects that are miniscule in comparison to other donors' activities.

Another concern is lack of technical capacity, a bottleneck which the Project Manager of ICEIDA described as a serious challenge to the project. Third, there was a long standing issue with funding from GoM which was delayed for years.

All these challenges were in fact related to the particular set up with the ministry on the one hand, and its department in Monkey Bay on the other, with ICEIDA's PM located away from the decision making points.

If anything, the lesson learned from this project is to seek a working relationship with local authorities, not central, at least in development activities in which ICEIDA has specialized in Mangochi.

Key point:

- Reliance on high-level commitment at ministerial level is a threat to a project's success.

Annex 5: Mangochi District Profile²⁸

Location: Mangochi District is situated at the southern end of Lake Malawi in the Southern Region of Malawi. The district is approximately 200 km northeast of Blantyre, a major commercial and industrial city of the country. Mangochi has a total land area of 6,273 km² which is approximately 6.7% of Malawi's land area.

Population: The population is 800,000 people with a sex ratio (number of males per 100 females) of 91.2. Urban/Rural population ratio in the district is 12:88. Population growth rate is 3.04%, crude birth rate of 47.3 and crude death rate of 17.3. 22% of the population comprise children under five. Dependency age group <17 yrs comprise 57% of the total population while dependency age group of +65 yrs comprise 4% of the population. 57% of the households have at least 1 child aged 0-4. 32% of the house-holds are female headed. The mean house-hold size is 4.4.

Education: Mangochi has the lowest literacy rates in the country. Only 38 % of women and 59 % of men age 15 years and above are estimated to be literate. The age-group of 3-29 years has a total of 493,000 potential students. However only 150,730 (44%) of this population attend school. Thus 31% of total number of school-going boys and 29% of total number of school-going girls attend school. The district has 249 primary schools and approximately 180,000 pupils. Shortage of teachers is a major problem. The district average for teacher/pupil ratio is 1:129 which is far below the national standard of 1:60. The shortage of teachers is exacerbated by the lack of decent teachers' housing in the district, an especially challenging problem for remote areas which are already at a disadvantage by being far away from major trading centres and basic infrastructure. Dropout and repetition rates are high. The average dropout rate for all pupils in Mangochi is higher compared to other districts in the country. The main contributing factors are frequent absenteeism of pupils from class, early marriages, child labour, long distance to school and lack of interest. Furthermore, inadequate school facilities and large number of children in class (pupil/classroom ratio of 108:1 vs. the national standard of 60:1) make an uncondusive school environment for learning. This is especially critical for girls. Same number of boys and girls enrol in school but many more girls drop out along the way than boys. In terms of secondary education, Mangochi has 31 government secondary schools and 12 private secondary schools. Five of the government secondary schools are conventional, the rest are Community Day Secondary Schools (CDSSs). The steady increase in enrolment for secondary education has put pressure on the number of teachers and physical facilities available. This has compromised quality in terms of teachers, physical infrastructure and learning materials. The end result has been poor pass rates. Dropouts are another major challenge faced by secondary education. Mangochi District has one of the highest marriage and pregnancy dropout rates which impacts very negatively on the objective of ensuring that girls complete secondary education.

Health: The district health system provides curative, preventive and maternal health services. Health facilities, including 4 hospitals (including MBCH), 29 health centres, 2 health posts and 248 outreach clinics, form the backbone of essential health care service delivery in the district. Malaria remains number one killer disease for both children and adults. Diarrhoea is the second killer disease for children under 5. Other major diseases are

²⁸ Statistical information is drawn from Mangochi District Socio-Economic Profile 2009 (Mangochi District Assembly); the Population and Housing Census 2008 (NSO); and the Malawi Demographic Health Surveys 2004 and 2010 (NSO).

pneumonia, HIV/AIDS related complications and malnutrition, 22% and 44% of children under-5 are underweight and stunted respectively. One of the main challenges to effective health care service delivery in the district is shortage of health professionals at all levels. Some of the contributing factors are inadequate training capacity and failure to retain health workers due to low incentives. Other challenges include poor infrastructure with many hospital wards/departments being too small to accommodate patients; shortage of hospital equipment and drugs; transport constraints caused by old vehicle fleet in poor condition; and telecommunications. Major activities in preventive health care include case finding, health information, immunisation, growth monitoring services, family planning services, and water and sanitation. There is a Health Surveillance Assistant (HSA) in almost all the villages in the district. Immunisation coverage in 2009 is 80%.

Some common Health Indicators in Mangochi District	
Under 5 sleeping under treated bed net	33%
Under 5 mortality rate	136 per 1000 live births
Incidence of diarrhoea under 5s	11%
Maternal mortality	400 per 100.000
HIV/AIDS prevalence rate	21%

HIV/AIDS: According to the National Aids Commission 2003 sentinel surveillance survey Mangochi district comes the third highly infected district after Blantyre and Lilongwe with an estimation of 54,000 infected people (14.5 %). The Demographic Health Survey 2005 puts the HIV/AIDS prevalence rate for Mangochi District at 21%.

Water and sanitation: There are 9 TAs in Mangochi: Makanjira, Namabvi, Katuli, Jalasi, Bwana Nyambi, Chowe, Chimwala, Mponda, and Nankumba. Between 1999 and 2005 the GITEC sponsored project, East Mangochi Rural Water Supply and Sanitation, comprehensively covered three and a half TAs (Mbwana Nyambi, Katuli, Jalasi and southern Chowe). In addition, after the completion of ICEIDA's WaSNan project, TA Nankumba has now been comprehensively covered. This leaves four and a half TAs heavily underserved in terms of access to clean water and proper sanitation facilities with some communities not having access to a single, safe source of water. These are: Makanjira, Namabvi, northern Chowe, Chimwala and Mponda. The situation is most grave in TA Chimwala and Mponda. Both have immediate need for more than 300 new hand pumps each (Chimwala 391 and Mponda 306. This is based on one borehole per 60 households +/- 250 people which is the national standard). These two TAs, particularly Chimwala, have a high proportion of total settlements in upland areas away from the lakeshore road access. These upland areas appear relatively more underserved than the adjacent lakeshore area.

Occupation: About 80% of the active population are subsistence farmers. Fishing industry is also one of the major sources of employment and income in the district. Approximately 16, 000 people are directly employed in the fishing industry while over 40, 000 are indirectly benefiting from the industry through fish trading, boat building, fish gear construction and other related fishing activities. The other source of employment is the commerce, manufacturing and service sectors. This includes tourism industry. Within this are also petty traders and hand crafts makers making cane chairs and mats. The district's per capita

income is US\$ 335. This translates into US\$ 0.9/day, which is below the poverty line of US\$ 1.25 per day.

Religion: The predominant faiths in the district are Islam and Christianity. 71% of the population are Moslems while 28% are Christians.

Environment: Mangochi lies within Savanna woodland, with Baobab tree dominating along the lakeshore areas. Forests represent 23% of the district's total land area.

Annex 6: Key development priorities of Mangochi District and a formal request for assistance

The District Council requested for a continued assistance to attain its key development objectives in a formal letter to ICEIDA (2009):

BRIEF OUTLINE OF MANGOCHI DISTRICT ASSEMBLY'S DEVELOPMENT NEEDS IN THE MEDIUM TERM - 3rd DECEMBER, 2009

- DISTRICT ASSEMBLY'S VISION

By the year 2020, Mangochi will be food secure with improved income of households, sustainable environment, healthy and more educated people, vibrant youth, reduced harmful cultural practices and religious conflicts, realization of tourism potential, equal community participation, improved security and respect for human rights.

- DISTRICT MISSION STATEMENT

To achieve sustainable, gender balanced and environmentally friendly socio-economic and physical development of all people throughout the district by utilizing local, state and external resources efficiently and effectively and also through participation of all citizens in various development initiatives.

- Malawi Growth and Development Strategy (MGDS)

This is an overarching government medium term strategy (for 5 years) which guides implementation of development activities both at national and sub-national levels. So the District Assembly's development programs are guided by MGDS.

- District Strategic Objectives

1. To ensure that 80% of the households are food secure from the current 70%.
2. To increase the access to quality of education (improve gross enrolment from 70% to 80%.
3. To reduce illiteracy levels from 66% to 55% for women and from 20% to 15% for men.
4. To increase access to portable water from 70% to 82% by 2009.
5. To improve the district transport and communication facilities.
6. To reduce the HIV/AIDS prevalence from 21% to national prevalence rate of 14%.
7. To increase district income per capita from the current Mk 46,831 to K50,904.
8. To reduce morbidity and mortality rates (infant and maternal).
9. To reduce environmental degradation and loss of biodiversity.
10. To reduce all situations of vulnerability, especially for children, women and the aged.
11. To enhance the participation of all including the youth, women and other marginalized people in development and decision making.
12. To improve the security of people and property.
13. To improve the working environment for all sectors in the district.
14. To enhance the tourism potential of the district.

- DISTRICT DEVELOPMENT ISSUES

The district has the following issues in order of priority to be tackled in the medium term.

1. Food Insecurity
2. Low access to quality education
3. High illiteracy rates
4. Low access to potable water
5. Low access to transport and telecommunication
6. High HIV/AIDS prevalence
7. Low household income levels
8. High morbidity and mortality rate (infant & maternal mortality)
9. Loss of biodiversity and environmental degradation
10. High levels of vulnerability
11. Low community participation in development
12. High insecurity
13. Poor working environment
14. Low utilization of tourism potential

As observed above the District Assembly still requires considerable interventions in crucial sectors such as education, water and sanitation, health, agriculture, transport and communication. Although the Government of Malawi and its development partners (bilateral, multilateral and NGOs) have been funding a number of programs in these sectors most of the communities in rural areas still have limited access to these social services owing to inadequate coverage. The social indicators (e.g. poverty) are still worse. The district has a huge population (802,567 according to the recent Population and Housing Census, 2008). There are over 30,000 vulnerable children (orphans and OVCs) due to HIV/AIDS scourge and other factors. These vulnerable children require assistance. The child and maternal mortality rates are high (child m/r is 66 per 1,000 live births respectively).

ICEIDA has been implementing excellent development programs in education (including adult literacy), water, and sanitation and health sectors for some time. The programs have considerably benefited the communities in the impact areas. Its development approach has been inclusive. That is, it has involved government staff at all levels (planning, implementation, monitoring and evaluation). It has trained field level staff (CDAs, HSAs and water monitoring assistants) in various operations. Some staff (at field as well as national level) have been sent for further training abroad and within the country.

- FUTURE PROGRAMS

The District Assembly is aware that ICEIDA's programs are coming to an end by 2010/2011. But the organization / ICEILAND government is willing to continue its programs in Mangochi, if funds permit. If this is possible then the District Assembly would like to request ICEIDA to consider extending its programs to the following areas:

Water and Sanitation – The water coverage is still very low in TAs Chimwala (50 %), Mponda (60 %), Makanjira (60 %) and STA Namabvi (64 %) (average 58.5 %). While new water points (boreholes and shallow wells) are required in these TAs there is need to rehabilitate the old broken ones which are just lying idle due to minor spare parts. There is also need to improve

sanitary facilities (assist and encourage families to adopt eco-sanitation). There is still a significant number of households which do not even have traditional pit latrines.

Education – Most primary schools do not even have a single teacher's house in the district. Therefore, there is urgent need to construct teachers' houses in many primary schools. Currently this is government priority number one in education sector. Teacher's houses are necessary for retaining teachers in rural schools.

Adult literacy – this program is very significant because a large percent of the population in the district is illiterate (42 %). The current literacy rate of the district stands at 58 % (only 54 % of women are literate). For any development program to succeed in this district there is need to introduce adult literacy classes just as it has been the case in TA Nankumba.

Agriculture – there is need to promote small scale irrigation along the Lake shore, perennial river banks and wetlands in the district. The TAs which are in dire need of this are Mponda, Chimwala, STA Namavi and Chowe. There is plenty of water in the lake and rivers but the community members lack capital to carry out irrigation. Although there has been adequate food at national level for the past 4 years there is still food insecurity at household level particularly during lean season (November to February every year).

Most of the office structures in the Extension Planning Areas of these TAs are very dilapidated. They require rehabilitation (maintenance).

Capacity Building - there need to consider supporting capacity building initiatives of various cadres of staff in the above mentioned sectors. As has been the case in TA Nankumba ICEIDA can also support staff training programs at various institutions within Malawi and outside. This will go a long way towards improving the performance of the staff and success of the programs implemented.

*Report prepared by DEC team under supervision of the District Commissioner (T.W. Chirwa)
Mangochi District Assembly on 13th December, 2009*

Annex 7: Difference between Programme Based Approach (PBA) and Direct Project Support

The Programme Based Approach modality adheres to the principles of the Paris Declaration on Aid Effectiveness (2005) and the Accra Accord (2008) on Effective Aid Delivery. ICEIDA's Direct Project Support did not fully comply with those principles in important ways:

1. Use of country public financial management systems

Projects did not use national budget execution procedures: (i) funds were not included in the national annual budget; (ii) funds were not subject to established country budget execution procedures; (iii) funds were not disbursed through the established country treasury system; and (iv) ICEIDA required the opening of separate bank accounts for its funds.

Projects did not use national financial reporting procedures: (i) ICEIDA required maintenance of a separate accounting system to satisfy its own reporting requirements; and (ii) financial reports prepared externally of country's established financial reporting arrangements.

Projects did not use national auditing procedures: (i) funds were not subject to audit carried out under the responsibility of the Supreme Audit Institution in the host country; and (ii) ICEIDA required audit standards different from those adopted by the Supreme Audit Institution in the host country.

2. Use of country procurement systems

The projects did not use national procurement systems. The procurement of works, goods and services was in the hands of ICEIDA.

3. Use of parallel project implementation units (PIUs)

The ICEIDA PIUs resided outside the host country institutional and administrative structures and, therefore, they were parallel. The PIUs were more accountable to ICEIDA as an external funding donor rather than to the country implementing agencies. The TORs for externally appointed staff were determined by the donor. Most of the professional staff was appointed by the donor. The salary structure of national staff was generally higher than those of civil service personnel.

4. Use of common arrangements or procedures

ICEIDA did not meet the following criteria for PBA: The host country is not exercising leadership over the projects supported by ICEIDA. No formal process existed for donor coordination and harmonization of procedures with regard to reporting, budgeting, financial management and procurement. ICEIDA did not use local systems with regard to programme design, implementation, financial management, and monitoring and evaluation.

ICEIDA's projects in Malawi in the past, implemented by Direct Project Support modality, did not fulfil the conditions of PBA and fell short of many important features that are needed for an enhanced level of local ownership, sustainability and capacity building. The proposed PBA approach for 2012-2016 seeks to address these concerns while building on valuable experience gained for over two decades of development work in Malawi.

Annex 8: Policy Papers in relevant areas of involvement for ICEIDA

Education

- The Education Act (1962)
- The National Education Sector Plan (NESP, 2008-2017)
- The Education Sector Implementation Plan (ESIP, 2009-2013)
- The Education Policy and Investment Plan (PIF 2002)
- The National Strategy for Community Participation in Primary School Management (2004)

Water and Sanitation

- The National Water Policy (2007)
- The National Sanitation Policy (2008)

Health

- Ministry of Health: Strategic Plan 2007- 2011
- A Health Sector Wide Approach 2004- 2010, Ministry of Health.
- Malawi Fourth National Health Plan 1999- 2004 (1999)
- Essential Health Package: Revised Contents and Costing (2001/2001)
- Voluntary Counselling and Testing Guidelines for Malawi (2003)

Local Government

- The Local Government Act of 1997 and revision in 2010
- The Integrated Rural Development Strategy (work in progress 2010)

Annex 9: Notes on the role of Traditional Authorities (TAs)²⁹

The traditional structures in rural society in Malawi run in many ways parallel to those of the modern administrative structures of the national and local government. The role of the TAs is extensive and covers both political and spiritual aspects. The Paramount Chief is at the top of the pyramid, but the most recognisable unit is the Traditional Authority (TA) and the relevant Traditional Area. Paramount Chiefs and TAs were considered infallible but this is gradually changing. They tend to listen to their advisors and seek consensus across the community but their decisions are final and no means of appeal are provided. To challenge the TA or disrespect is inappropriate.

In Mangochi there are nine TAs each headed by a chief. In TA Nankumba, which has been the biggest recipient of aid from ICEIDA in Mangochi, the TA has provided great support to ICEIDA activities and been a driving force in the communities to mobilize the people. The TAs are important stakeholders in any programme launched in Mangochi due to their traditional status and respect they hold amongst the population.

The TAs should be impartial and above politics although they are on government payroll. They should maintain the wellbeing of their area and the traditional customs and values of the community. The traditional village way is that opinions are formed by consensus, resources are shared, confrontation is considered rude and group loyalty is valued. A key element of tradition in the villages is to maintain harmony above all and there is a high aversion to uncertainty and aggressive behaviour. This translates into a low tolerance of dissent and stifles initiative and creativity.

The value given to consensus and collectivism tends to promote peace and may guarantee survival for the weakest members of a group. However, with regard to politics and decision-making, people avoid uncertainty by complying with the rules and may feel less able to challenge their leaders' decisions. They are likely to look to their government for answers, rather than to themselves or neighbours. They are also more willing to ban groups and ideas they consider dangerous, and to feel that protest should be crushed.

In the past the practice was that the Traditional Authority was enthroned by the people themselves but recently the President has been attending enthronements. This is a marked change in the way that TAs are appointed. The number of TAs appointed has also increased. Large villages are divided into smaller units and as a result many more traditional leaders are created. Most of the TAs are male; out of 173 only 30 are women. Women's role in Village Development Committees has been increasing but there are still questions about their influence on decision making. Many people feel the respect reserved for Chieftainship is being diminished and that the system of traditional values is being undermined.

²⁹ Based in part on the Irish CSP.

Icelandic International Development Agency

Þverholt 14

IS-105 Reykjavík

Tel: 354 545 8980

Fax: 354 545 8985

www.iceida.is

iceida@iceida.is

Icelandic International Development Agency

Malawi Country Office

13/13 Samala House

Private Bag B-466, City Centre, Lilongwe 3

Lilongwe

Tel: +265 1771 141

Fax: +265 1770 514

malawi@iceida.is