



REFORMING SOCIAL WELFARE

A NEW DEVELOPMENT APPROACH IN MALAWI'S MINISTRY OF
GENDER, CHILDREN AND COMMUNITY DEVELOPMENT

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Thank you

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DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development (USAID) or the United States Government.



Summary

Despite its importance to the poorest in society, the social welfare sector in Malawi has not been performing well. Recognising this, the Principal Secretary (PS) in the Ministry of Gender, Children and Community Development (MoGCCD) requested support from United Nations Children's Fund (UNICEF) and United States Agency for International Development (USAID), who have taken a new approach: supporting the Government of Malawi (GoM) to build a better social welfare system starting at the top, within the Ministry. Using organizational development techniques, consultants have led the Ministry through a process of self-analysis towards significant institutional change. The successful process of change described here emerged piecemeal and relied heavily on the determination of particular individuals, but there is no reason why the approach should not be replicated elsewhere, provided that organizational development specialists are brought in to guide the process from the outset.

Reform within the MoGCCD became possible with the appointment of a new PS in 2007, and continued with the full support of the Minister. In line with her aim to improve performance throughout the Ministry, UNICEF and USAID supported a thorough review of its human capacity in early 2008. Based on the human resource capacity building plan that was developed, the Ministry was able to mobilize MK 70 million (US\$ 490,000) from the central government for infrastructure upgrade at Magomero Training College. Several staff positions at the Ministry were also upgraded. But despite these encouraging achievements, much work still needed to be done.

A management retreat for senior staff within the Ministry, led by organizational development consultants, was held in November 2008. This carefully structured event led to evident changes in cooperation between Ministry staff, and offered hope that improvement at the highest levels was indeed possible.

The next task was to revise all job descriptions within the Ministry, and to develop career paths and a training strategy. By this time, there was growing enthusiasm among Ministry staff for the process of reform, but two things became apparent: the PS would need the formal support of committed senior leaders if reform was to continue beyond her tenure; and many Ministry staff did not have the qualifications required by the new job descriptions.

To address the first, a series of leadership retreats was held and a Senior Leadership Group (SLG) formed. To deal with the second, a detailed training needs assessment was carried out. And, as the leadership retreats had highlighted poor accountability and transparency in managing resources, the Ministry's financial management systems are being given technical support. Support is also being given to introduce a computerised human resource records system.

Summary continued...

At this point, it was felt that the Ministry had made good progress on the road to self-reform which would ultimately allow it properly to support its district staff and structures throughout Malawi. So, having put the Ministry on an increasingly sound footing, support from USAID and UNICEF then focused on how to improve capacity of frontline staff. It was already recognized that Magomero College, where most District Social Welfare Officers (DSWO) are trained, was not fit for purpose. A report was commissioned to assess its current state and set out how it could be upgraded to university level. The Ministry now has a Task Force looking at the upgrade process, which is scheduled to take a maximum of three years.

As a partial and immediately available option for staff training, the Open Distance Learning Programme run by Kwa Zulu Natal University was piloted on a limited scale. So far, results are encouraging, and a new 18-month course will start in July 2011.

In terms of immediate action, the newly galvanized Ministry is set, with donor support, to improve its services to protect vulnerable children and families. Capacity building will include many related elements and will focus on a holistic package of support.

In conclusion, it appears that organizational change at the highest level can reform social welfare. A properly engaged ministry can offer support to district structures that result in lasting improvements. Conversely, until change is seen at ministry level, there is no guarantee that the benefits of donor support will be felt by those who need it most.

Background

In many countries, including those said to be 'developed' the government ministry responsible for social welfare is neither inspiring nor dynamic. Malawi's MoGCCD – formerly the Ministry of Women and Child Development - is no different: it has until recently suffered from inadequate leadership, poor performance, a lack of strategic direction and poor financial accountability. Many bilateral donors had pulled away from the Ministry, which therefore lacks credibility in the eyes of other government ministries and development partners.

At central level the three technical departments (Child Development, Gender and Community Development) have significant programmatic overlap, so service delivery by frontline staff is confused. The working relationship between the technical departments and planning, finance and administration has been poor. Some central functions have not yet devolved to districts, and the central departments do not have clear mandates¹.

The situation for frontline staff DSWOs and Community Development Officers (CDOs) is desperate. Nearly two-thirds have reached only Junior School Certificate Exam level, which means they have completed just two of the four years of secondary school. The Ministry offers a one-year Social Work certificate programme at Magomero Training College, but the syllabus is extremely limited and the education provided does not meet the standards required.

Since Malawi is committed to decentralization, District Commissioners, who are qualified at graduate to post-graduate level, in effect serve as district controlling officers. Important policy and planning processes take place at district level but many DSWOs are effectively excluded because of their poor education. DSWOs, lacking the articulate voice of the educated, are often unable to argue for the important role that social welfare plays in development. A further factor inhibiting the confidence of DSWOs is that all other frontline government employees have an undergraduate degree; some are qualified to even higher levels.

¹Human Resource Gap Analysis GoM, MoGCCD 2008. Available from UNICEF Malawi or USAID Malawi – see Annex 2

Background continued...

Faced with these intractable problems, UNICEF and USAID have worked with the Ministry over many years to develop technical and programmatic capacity; significant technical and human resources investments have been made. These efforts have certainly improved capacity to an extent, but there seemed to be a missing element that prevented the Ministry from fully embracing forward momentum and achieving its mandate. Interaction and observations with the Ministry suggested that internal dynamics at the highest levels (as manifested in lack of leadership, poor attitudes and inadequate management skills) were damaging the Ministry's ability to meet its mandate.

This was the situation facing the new PS, Mrs. Olive Chikankheni, when she was appointed in July 2007. Mrs. Chikankheni, who is forthright and professionally disciplined, arrived in the Ministry with an agenda for change. The PS is a committed civil servant who expects government staff to perform with the seriousness required of civil service professionals. She is also determined to give staff the chance to develop their careers and to rise to new challenges. Her arrival in the Ministry, ready and willing to address its internal challenges, was an opportunity for change that was too good to miss.

Changes at the top since 2007

In December 2007, UNICEF and USAID set up what has grown into a strategic and productive relationship. It began when the PEPFAR ² Coordinator, aware that the US government had funds available for Human Capacity Development, asked UNICEF for ideas as to how these funds might effectively be applied. UNICEF suggested looking at the MoGCCD, and specifically at capacity gaps at district level.

Human resources and capacity gaps in the Ministry

Following this suggestion, and to discover what was lacking to implement their women and child welfare services, the Ministry analysed its human resources³ in a process supported by USAID and UNICEF, through the Southern Africa Human Capacity Development Coalition. The PS placed the responsibility and leadership for the human resources capacity assessment with the Ministry's Chief Human Resource Officer. This was a deliberate move on the part of the PS to increase engagement and responsibility within the HR department.

The 18-member analysis team included staff of the MoGCCD, Ministry of Local Government, Ministry of Economic Development and Planning, Department of Human Resource Management, UNICEF, USAID and UNAIDS. The team was divided into three groups, which focused on existing HR capacity in 12 selected districts and four pre-service institutions.

Through consultations, document reviews and interviews, the analysis focused on six key issues:

1. Structure and staffing of the Ministry in relation to its core mandate and functional reviews
2. Resource planning and allocation from central Ministry to district offices
3. Human resource management
4. Development (training)
5. Communication and coordination between the Ministry, MoGCCD district staff, District Assemblies, other ministries, development partners and other key stakeholders
6. Oversight and action in implementing the National Plans of Action (NPA) for orphans and vulnerable children (OVC), and for Girls, Women and HIV & AIDS.

²The President's Emergency Plan for AIDS Relief

³Human Resource Gap Analysis GoM, MoGCCD, January 2008. Available from USAID Malawi or UNICEF Malawi – see Annex 2

Changes at the top since 2007 continued...

The findings were categorized as follows:

- MoGCCD functions and mandate
- MoGCCD central structure and staff - HR management
- District-level structure and staff
- Frontline staff structure and support.

Other findings covered:

- Training (both pre-service and in-service)
- The role of civil society and volunteers
- National Plans of Action for OVC, and for Girls, Women and HIV & AIDS

Although the field-work for the gap analysis was external to the Ministry, the focus on problems at central and district levels began to introduce a climate of self-reflection. Since the final report included discussion on the HR situation at all levels, including within the Ministry itself, it was perhaps at this point that the possibility of change within the Ministry became a realistic aim.

The report⁴ outlined critical recommendations and next steps, and the organizational development consultants led the Ministry in a participatory development of an action plan. However, despite the possibility of change noted above, many critical activities were not done.

Senior management retreat

UNICEF and USAID then met to discuss how to move the process forward. In conversation, the team leader of the HR gap assessment put forward her belief that until the Ministry began to address its internal challenges of leadership, teamwork, communication and other elements prohibiting its effective functioning, it would be difficult to act on the recommendations emerging from the gap analysis.

Based on this frank assessment, the possibility of holding a senior management retreat designed to address internal mechanisms in the Ministry was discussed with the PS. She was in favour of the idea, although she preferred to call it a customer care retreat and wanted the event to include more than just senior management. That way, the retreat would offer an opportunity to unite the various departments within the Ministry, and present a new vision and direction to staff.

⁴The full report and executive summary are available from UNICEF Malawi or USAID Malawi – see Annex 2

Changes at the top since 2007 continued...

Because it was critical for Ministry staff to be fully under the leadership of the PS, it was agreed that neither USAID nor UNICEF would be present at the retreat. If external agencies had been present, it might have led to claims of undue influence within the Ministry, which would have been counterproductive.

The retreat was held in November 2008, with an attendance of about 30. The same organizational development consultants who had been involved with the gap analysis designed the retreat to address communication issues, improve teamwork and leadership, and identify challenges within the Ministry. There was a series of interactive discussions, exercises and games for all participants, with the aim of developing a better understanding of productive listening and speaking skills, the benefits of teamwork, and strategic problem-solving. The final session invited participants to identify their own challenges within the Ministry. The consultants later reported that there had been open dialogue during this session, with many pointing out serious deficiencies in financial and programmatic accountability within the Ministry.

In many ways this retreat was a significant turning point: the moment when changes in attitude and commitment, and the possibility of change management, became a real possibility for the Ministry. There were noticeable improvements in collaboration and cooperation amongst the Ministry staff almost immediately. For instance, one participant described how the three Technical Directors travelled together for four hours on the way to the retreat in complete silence. On their return, however, they were sharing each other's programming and looking for areas of collaboration. There was also renewed energy and commitment in many staff members who had participated in the retreat.

Revising Ministry job descriptions

The Ministry had undergone a functional review in 2005, but no action had been taken on the findings. The PS revisited the review when she entered office. Her vision was to create job descriptions which would motivate and inspire staff, and also provide accountability for performance. In pursuit of this aim, two organizational development experts worked with Ministry staff during April 2009 to develop job descriptions in line with the functional review⁵. A career path document and training strategy⁶ were also produced. It was during this assignment that the Ministry decided to work towards requiring all District Social Welfare and Community Development Officers to hold undergraduate degrees.

⁵Job Descriptions Handbook for the Ministry of Women and Child Development GoM, MoGCCD 2009. Available from UNICEF Malawi or USAID Malawi – see Annex 2

⁶Ministry of Women and Child Development: Staff training and development strategy GoM, MoGCCD 2009. Available from UNICEF or USAID as above

Changes at the top since 2007 continued...

The development of job descriptions, career paths and a training strategy generated enthusiasm for reform within the Ministry among an increasing number of staff. As with the retreat described above, USAID and UNICEF deliberately stood back from the process, apart from joining the initial meeting to introduce the consultants and ensure common understanding of the assignment. The intention of both development partners has always been to ensure that ownership lies entirely with the Ministry.

Despite leading to increased levels of reforming zeal within the Ministry, this assignment revealed further weaknesses. It had become clear that the PS would require a supportive cadre of senior leaders to carry forward the change management agenda. Perhaps more seriously, it was also clear that most of the staff simply could not meet the academic and skill requirements of the revised job descriptions.

A trio of leadership retreats

In June 2009, the Southern Africa Human Capacity Development Coalition organized and ran three retreats. The first offered communication and teamwork training to professional staff who had not attended the November retreat. The consultants reported a higher level of engagement, participation and open dialogue than had been seen in November.

For the second, which took the form of a two-day Leadership Group Retreat, 11 MoGCCD senior staff (PS, Directors and Deputy Directors) assembled. The collaboratively established goals for this session were to:

- Clarify the interrelated concepts of leadership and management
- Discuss and determine the need for a Senior Leadership Group (SLG) (roles, responsibilities, norms, etc.)
- Review and practise teamwork and trust-building strategies
- Enhance the understanding and use of Emotional Intelligence by the SLG
- Develop SLG strategic priorities and accompanying action plans.

The formation of the SLG was critical. It symbolised the recognition that Ministry leadership and management is bigger than a one-person job; that success requires a holistic and integrated approach; and that the PS needs a circle of trusted strategic thinkers around her.

Changes at the top since 2007 continued...

The purpose of the SLG is to support the PS in providing strategic organizational leadership and management to fulfil the Ministry's mission and vision. It is also an important part of ensuring that improvements made within the Ministry as a result of synergy between an inspired PS and pro-active development partners are not lost when inevitable staff changes take place within the Ministry or donor organisations. The Group is composed of all Directors and Deputy Directors, together with selected senior officers: in total there are 11 members.

For the third retreat, the SLG and seven other supervisors in the Ministry undertook a week-long Supervisory Skills Enhancement Training course in late June 2009⁷.

During post-retreat debriefing, the consultants strongly advised USAID and UNICEF that the piecemeal approach to organizational development at the Ministry should be replaced by a commitment to a long-term approach. UNICEF and USAID will therefore commission a team of organizational development consultants⁸ in December 2009 to develop a series of interventions for 2010 and 2011. These will focus mainly on individual executive coaching for the PS, Directors and Deputies. Team building within the SLG and Department will also be important, and the Ministry's Strategic Plan will be refined.

Developing a detailed training assessment

Despite having updated the functional review and revised the job descriptions of the Ministry, a practical sticking point, as mentioned above, is the academic background and skills mix of existing Ministry staff. In view of this, the PS asked for support to develop a detailed training needs assessment⁹.

This assessment gives a position-by-position analysis of the human resource gaps within the Ministry. From the point of view of development partners, it demonstrates commitment on the part of the Ministry, and presents a credible plan for addressing its human capacity needs.

⁷ A full reports of these retreats Multiple Organizational Strengthening Interventions, June 15-26 2009 is available from UNICEF Malawi or USAID Malawi – see Annex 2.

⁸ See Annex 2 for contact details of the consultants

⁹ Final Draft Report on Training Needs Assessment for the Ministry of Gender, Children and Community Development GoM, MoGCCD September 2009. Available from UNICEF or USAID – see Annex 2

Changes at the top since 2007 continued...

Strengthening financial management systems

Ministry staff who attended the retreats identified poor accountability and transparency in resource allocation as a primary barrier to a trustful work environment in the Ministry. This not only hinders open communication within the Ministry, but also adversely affects the Ministry's credibility and reputation among development partners. It also reduces the Ministry's ability to draw on Global Funds and resources from other donors. Ministry staff therefore recommended improved financial management systems and a focus on improved transparency, accountability and timely liquidation of funds and reporting as a means to restoring donor confidence.

The PS and SLG have endorsed the USG-funded technical support to strengthen its financial management systems and reduce its vulnerability to financial lapses. It is expected that this will increase the Ministry's capacity to mobilize and manage additional Global Fund and other resources.

Promoting the use of data for decision making

The HR capacity assessment¹¹ noted that while there were vacancy rates in some districts of up to 47% of unfilled DSWO positions, other districts were overstretched in terms of the workload relative to available staff. This is partly because the current HR database is paper-based. Changing staff movements (deployment and recruitment) are not promptly recorded, leading to understaffing in some districts and overstaffing in others.

USAID, through the Southern Africa Human Capacity Development Coalition, will support MoGCCD to address long-term workforce planning and policy issues. The Ministry will be supported to develop an Human Resource Information Systems (HRIS) database module that is linked to the national HR database. This will allow the Ministry to track staff recruitment, deployment, retention and training. Reports generated from the database will enable the Ministry to plan and make management decisions based on current information, and ensure fair distribution of staff relative to workload.

¹⁰The United States Government (USG) is the largest donor to the Global Fund for HIV and AIDS, Tuberculosis and Malaria. This multi-billion dollar Fund supports governments to strengthen their abilities to proactively and effectively combat these diseases. Increasingly, the USG is supporting the central, and district government to strengthen their human resource capacity, in order to ensure the generous contributions of the USG to the Global Fund are effectively used.

¹¹ Human Resource Gap Analysis GoM, MoGCCD, January 2008. Available from USAID Malawi or UNICEF Malawi – see Annex 2



Wider challenges

USAID and UNICEF believe that the work at Ministry level described above has laid sound foundations for social sector reform in Malawi. Without real commitment at the highest levels, and a Ministry that functions properly, any improvements at the frontline can only be temporary. But now that clear changes have been seen within the Ministry, there is a pressing need to tackle the practical training challenges of district and frontline staff. Support is being offered to help the Ministry respond to these challenges in a number of ways.

Upgrading Magomero Training College

As explained earlier, the capacity of DSWOs and CDOs is currently very limited. Most other ministries in Malawi have upgraded their district staff and now require them to hold a university degree, but the MoGCCD chose not to implement this upgrade some five years ago. Instead, DSWOs and CDOs may be offered a limited one-year Social Work certificate programme at Magomero Training College.

However, the College (part of the MoGCCD) urgently needs upgrading in curriculum, infrastructure and staffing. The (inadequate) certificate programme is based more on outdated theory than practical experience, and is currently taught by tutors who themselves have come through a system of neglect and inadequacy. The infrastructure has not been maintained and the library is dismally equipped.

Four consultants were engaged in September 2009 to examine the state of the College. Following their assessment, they outlined practical steps by which it could be upgraded to offer an advanced diploma and university degree¹².

¹² Upgrading of Magomero College, Assessment Report GoM, MoGCCD September 2009. Available from USAID Malawi or UNICEF Malawi - see Annex 2

Wider challenges continued...

In summary, the report:

- Outlines a three-year process for upgrading to a diploma and degree programme;
- Recommends that qualified staff should be hired: the Principal should hold a minimum of a Master's degree; and lecturers should hold minimum of Bachelor's and a Master's degree for teaching the diploma and degree programmes, respectively;
- Recommends the development of a social work curriculum;
- Discusses whether the College should remain part of the Ministry or become an autonomous entity;
- Lists vital infrastructure improvements (library, computers, buildings, etc.);
- Suggests possible accreditation by Chancellor College, University of Malawi.

The PS has also proposed a rapid upgrading process of the Magomero programme through affiliation with a social welfare diploma or degree programme in the Southern Africa region that could start in 2010.

The Ministry has formed a Task Force to discuss pertinent issues related to the upgrade and make recommendations to the PS. A consultant coordinator¹³ has been engaged to help the Ministry keep Task Force meetings on track.

The Kwa Zulu Natal University Open Distance Learning Programme

There are two important reasons why upgrading Magomero will not be immediately sufficient to solve the training needs of frontline staff. First, the upgrade will take several years to implement. Second, once Magomero has improved its facilities, curriculum and staff, many of the district staff may find themselves too poorly qualified to gain entry.

A partial solution may be for frontline Ministry staff to take part in a distance learning programme. Over the past year, the Ministry has participated on a small scale, in Lilongwe and Dedza districts, in the partnership between the Regional Psychosocial Support Initiative (REPSSI), UNICEF and Kwa Zulu Natal University's Open Distance Learning Programme. This particular programme offers a certificate in Child Development that, perhaps uniquely, requires no internet access. Instead, participants meet with a mentor, who is trained in the course content. In Dedza District, the DSWO acted as a mentor to all the Social Welfare Assistants and some Community Child Protection Workers taking the course.¹⁴

¹³Who was involved in the assessment of Magomero

¹⁴In Lilongwe, participants were mainly NGO fieldworkers.

Wider challenges continued...

The course appears to have altered dramatically the attitudes and approach of Ministry frontline staff, who have made comments such as: 'We used to wait for clients to come to us, now we realise we need to be out in the communities interacting with our beneficiaries'; and 'We realise that we are not alone in Dedza District and need to partner with the NGOs and churches'. The course also has helped them carry out better case management, in that they now look at a child holistically as part of a family, community school and religious community.

Given the success of the pilot phase, the Ministry would like to roll out access to additional districts, ensuring that all Social Welfare Assistants and Community Development Assistants participate in the course. Changes would be made, however: in the pilot, participants worked 15 hours per week on the course, completing it in a single year. However, as the course is aimed at working people, the 15-hour requirement proved onerous. Future courses will take 18 months, reducing the weekly workload to 10 hours. Current plans are to start offering the new courses to frontline Ministry staff¹⁵ in July 2011.

Building district social welfare capacity

Given some of the internal reflections within the Ministry on the role of social welfare, it is increasingly poised to tackle challenges at district level. Upgrading the training college and improving the qualifications of staff (vital as they are) will show benefits only in the medium to long term, and social welfare needs on the ground are immediate. The Ministry has therefore agreed to begin working on social welfare reform at district level in specified districts. This pilot phase will be a learning process whose lessons will improve the subsequent roll-out further afield.

The focus will be to strengthen the capacity of Social Welfare to protect vulnerable children and families effectively. Among other priorities, preventive services and working referral networks for families need to be developed.

¹⁵District Social Welfare Officers, Community Development Officers, Social Welfare Assistants, Community Development Assistants and Community Child Protection Workers

Wider challenges continued...

It seems likely that this capacity building will include the following elements:

- Enabling District Social Welfare, Community Development and Child Protection Workers to deliver protective services for families and children;
- By using techniques that emphasise children's rights and child protection, helping communities themselves to identify causes of child abuse, and to develop responses to prevent abuse in families;
- Improving Local Government ability to develop and maintain active referral networks and coordination mechanisms;
- Making holistic interventions for families and children, using the Quality Improvement Standards (developed with USG and AusAID funds through USAID and UNICEF, respectively), which outline a minimum package of interventions.

Existing multi-sectoral responses for child protection will also be examined, as UNICEF has invested considerable effort and funds to develop protective services. It has, for example, strengthened Police services, developed Community Victim Support Units and integrated child protection into Child-Friendly Schools. However, a missing element has been the ability of Social Welfare to knit the various elements together into a holistic package of support. A problem highlighted above, that most frontline staff are poorly educated compared to their counterparts in other government ministries, causes difficulties in communication between services that in theory work together.

Some progress has already been seen: the Ministry has supported 800 Community Child Protection Workers with a small allowance through funds from the Global Fund¹⁶. These are school leavers with Malawi School Certificate who have given one month's training before starting work. They act as an interface between communities and the District Government structure and the system has been so successful that the Ministry is taking more than a third of the Child Protection Workers onto its payroll.

The two-year process of investment in organizational development and capacity building is beginning to take hold and reap pay-offs in the Ministry, where there is renewed energy and commitment to quality work. The process has been slow but the gradual pace has created buy-in amongst a significant number of staff. However, with hindsight it can be said that this particular approach has been piecemeal and is, therefore, not a methodology to be replicated through other ministries in Malawi or beyond. Without the vision and leadership of the PS and the dynamism of USAID and UNICEF personnel, progress would have been much slower.

¹⁶The Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM)



Concluding observations and recommendations

It is important to acknowledge the real synergy between UNICEF and USAID in support of social welfare sector reform. UNICEF has been able to use its long relationship with the Ministry, and the trust built up over many years between individuals on both sides. Without this close personal contact, and a consistent determination to pursue a constructive dialogue, it would not have been possible to persuade the Ministry to embark on the tricky and revealing process of organizational change. USAID, on the other hand, has been steadfast in harnessing significant resources from the US government. It also has wide experience in providing technical expertise on human and organizational capacity development to line ministries in the Southern Africa region. Without these resources and experience, none of the activities detailed in this report would have been possible.

Despite the piecemeal nature of this venture, some valuable lessons have been learned which may prove replicable. Based on the experiences set out in this report, it is recommended that, where institutional change is felt to be necessary, organizational development professionals be engaged at the outset. This allows a long-term, strategic approach to be taken from day one, with experts helping to define and map out potential interventions to address challenges within a government ministry. Such experts can make recommendations to address impasses within an organization in a non-threatening manner, and they may need repeated involvement over long periods of time. For this reason it is important to maintain continuity in the choice of organizational development consultants.

Organizational development work must also cut across an entire ministry. While UNICEF and USAID are most closely involved with the Department of Child Development, it would be pointless to strengthen this department without also working to improve the administration, planning and other supporting departments. To this end, during 2010 and 2011, as well as the organizational development interventions focusing on leadership and management, it is anticipated that the MoGCCD will receive technical assistance to improve its human resources and financial management capacity.

Above all, donors need to commit to a long-term process. People do not change behaviour quickly, and institutions take even longer to reform. There are no quick fixes, and organizational development must be seen as a process requiring a possibly lengthy series of interventions. These can only be introduced at appropriate intervals, allowing time for lessons to be grasped and shifts in attitude and behaviour to be shown. But once these changes are made at central level, there is no doubt that work at district level will be much more effective: herein lies the undoubted power of this approach to social welfare reform.

Annex 1:

Capacity building and organizational development defined

Capacity refers to the ability of people, organizations and society to manage their affairs successfully: it goes beyond the experience, knowledge and technical skills of individuals¹⁷. Capacity building thus requires a systematic effort to think strategically through three levels (individual, organizational and institutional) while taking into account the context and specific factors pertaining to a particular country. According to the World Bank Institute (2009), capacity building refers to the investment in people, institutions and practices that enables countries to achieve their development objectives, and which is often a series of long-term interventions. This implies a comprehensive, strategic process that includes managing change.

Organizational development is one of the ways in which capacity can be built. It refers to a complex strategy intended to change the beliefs, attitudes, values and structure of an organization so that it can adapt to new technologies, markets, and challenges. The process involves reflection, system improvement, planning and self-analysis.

¹⁷ Education for All, FTI (2008)

Annex 2:

Contacts of key organizations and consultants

UNICEF Malawi:

Carrie Auer - Representative

Email: cauer@unicef.org

Karen Manda - Chief Child Protection

Email: kmanda@unicef.org

Jacqueline Kabambe - Child Protection Specialist, OVC

Email: jkabambe@unicef.org

USAID:

Angela Odiachi - Care and OVC Advisor

Email: aodiachi@usaid.gov

Karin Turner – Regional HCD Advisor

Email: kturner@usaid.gov

PEPFAR:

Mamadi Yilla - PEPFAR Country Coordinator

U.S. Department of State

Email: yillam@state.gov

Southern African Human Capacity Development Coalition (SAHCD)

(A project funded by USAID and implemented by Intrahealth International)

SAHCD

PO Box 1655

Brooklyn Square 0075

South Africa

Tel: +27 12 460 1118

Annex 2:

Contacts of key organizations and consultants

Stembile Mugore - former Chief of Party, IntraHealth International

(SAHCD) - Team Leader for initial assessment and HR capacity gap analysis; and facilitated retreats and leadership workshops

Address as above

Tel: +27 12 460 1118

Email: stembile.mugore@gmail.com / smugore@intrahealth.org

Colin Sikwibele - Monitoring and Evaluation Advisor, IntraHealth International

participated in the initial assessment and HR capacity gap analysis

Address as previous page

Tel: +27 12 460 1118

Email: csikwibele@intrahealth.org

Wanda Jaskiewicz - participated in the initial assessment and HR capacity gap analysis

IntraHealth International

6340 Quadrangle Drive, Suite 200

Chapel Hill, NC 27517, USA

Tel: +1 919 313 9100

Email: wjaskiewicz@intrahealth.org

Training Resources Group: (Implementing partner under SAHCD)

Jawara Lumumba - Organizational Development Specialist; facilitated retreats and leadership workshops

Training Resources Group

4401 Wilson Blvd, Suite 200

Arlington

VA 22203, USA

Tel: +1 703 875 8909

Email: jlumumba@trg-inc.com

Sherise Lindsay

Email: slindsay@trg-inc.com

Annex 2:

Contacts of key organizations and consultants

Gideon Bulwani – Organizational Development Specialist – facilitated training needs assessment, job descriptions, career path and is developing long term organisational development strategy

Legend Consulting Services

PO Box 33369

Lusaka, Zambia

Tel: +260 21 125 6065 / +260 97 788 8444 / +260 96 788 8444

Email: bulwani@legend.com.zm / gideon.bulwani@gmail.com

Rogers Kamanga - Organizational Development Specialist – facilitated training needs assessment, job descriptions, career path and is developing long term organisational development strategy

PO Box 31003

Capital City

Lilongwe, Malawi

Tel: +265 1771007 / +265 9510514 / 9912018

Email: rogers.annie@mw.celtelplus.com

Consultants who assessed Magomero Training College:

Prof. E. Kaseke

Chair of Social Work

School of Human and Community Development

University of Witwatersrand, South Africa

Tel: +27 11 717 4477 / +27 76 5430061

Email: edwell.kaseke@wits.ac.za

Mrs Robie Siamwiza

Independent Consultant

Lusaka, Zambia

Email: robie@zamnet.zm

Annex 2:

Contacts of key organizations and consultants

Consultants who assessed Magomero Training College: (continued)

Dr Kenneth Wiyo

Director

Centre for Agricultural Research & Development

Bunda College of Agriculture

Lilongwe, Malawi

Tel: +265 1 277 412 / +265 8 352 121

Email: wiyiconsulting@yahoo.com / card@bunda.unima.mw

Dr Esthery Kunkwenzu

University of Malawi

Chancellor College

Box 280

Zomba, Malawi

Tel: +265 1 524 222 Ext 223 / + 265 8 368 143

Email: ekunkwenzu@chanco.unima.mw / estherykunkwenzu@yahoo.com

Acronyms and abbreviations

AIDS	Acquired Immune Deficiency Syndrom
DCDO	District Community Development Officer
DSWO	District Social Welfare Officer
CDOs	Community Development Officers
HIV	Human Immunodeficiency Virus
MoGCCD	Ministry of Gender, Children and Community Development
OVC	Orphans and Other Vulnerable Children
PEPFAR	The President's Emergency Plan for AIDS Relief
PS	Principal Secretary
SLG	Senior Leadership Group
UNAIDS	Joint UN Programme on HIV & AIDS
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government
GoM	Government of Malawi



For more information, please contact:

Communication Division, UNICEF

Website: www.unicef.org/malawi

or

Communications Section, USAID/Malawi

Website: www.usaid.gov/mw

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