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**UNITED NATIONS DEVELOPMENT  
ASSISTANCE FRAMEWORK  
DOCUMENTS (UNDAF)**

**PLAN CADRE DES NATIONS UNIES  
POUR L'ASSISTANCE AU  
DÉVELOPPEMENT (UNDAF)**

**MARCO DE ASISTENCIA DE LAS  
NACIONES UNIDAS PARA EL  
DESARROLLO (UNDAF)**

وثائق إطار الأمم المتحدة للمساعدات الإنمائية

**MALAWI**

ملاوي

The Secretariat of the World Food Programme presents the attached document to the Executive Board, for information. Please note that the document is only available in the language in which it was produced.

Le Secrétariat du Programme alimentaire mondial présente au Conseil d'administration le document ci-après pour information. L'on notera que le Plan-cadre des Nations Unies pour l'assistance au développement (UNDAF) établi pour le Malawi est disponible uniquement dans la langue dans laquelle il a été rédigé.

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N-EB1-99-737E



UNITED NATIONS



**Office of the Resident Coordinator  
of the United Nations System's  
Operational Activities for Development in Malawi**

**MEMORANDUM**

**Ref.:** PRO/300/UNDAF 2 November 1998  
**To:** Representatives of UNICEF, UNFPA, WFP, UNHCR, WHO, FAO, and UNAIDS  
**From:** Brian Christensen  
**Subject:** Copy of UNDAF  
**Message:**

Please receive one copy of the Malawi UNDAF for photocopying purposes.

Please be informed that we are in the process of obtaining additional bound copies but that will take at least another week. Thus, the enclosed copy is intended for you to photocopy for your internal distribution.

Best regards.

**UNITED NATIONS  
DEVELOPMENT ASSISTANCE FRAMEWORK**



**TOWARDS VISION 2020:**

**UNITED NATIONS DEVELOPMENT ASSISTANCE FOR  
POVERTY ERADICATION IN MALAWI**

*We the peoples of the United Nations determined... to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small... to promote social progress and better standards of life in larger freedom, and for these ends...to employ international machinery for the promotion of the economic and social advancement of all peoples, have resolved to combine our efforts to accomplish these aims...*

from the *Preamble*, Charter of the United Nations

**MALAWI  
OCTOBER 1998**

**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF)**

**MALAWI**

**TABLE OF CONTENTS**

SIGN-OFF SHEET BY ALL FUNDS, PROGRAMMES, AND AGENCIES	5
EXECUTIVE SUMMARY	6
UNITED NATIONS AGENCY ACRONYMS	7
ABBREVIATIONS	7
TEXT BOXES	8
FIGURES	8
I. BACKGROUND TO THE UNDAF PROCESS IN MALAWI	9
II. MALAWI'S DEVELOPMENT CHALLENGES: ANALYSIS OF TRENDS AND INDICATORS	10
III. MALAWI'S DEVELOPMENT GOALS	22
IV. MALAWI AND THE INTERNATIONAL CONFERENCE AGENDA	30
V. SUMMARY OF LESSONS-LEARNED FROM UNITED NATIONS DEVELOPMENT ASSISTANCE IN MALAWI	34
VI. FROM VISION TO REALITY: THE RESPONSE TO NATIONAL PRIORITIES IN MALAWI - THE COMMON FRAMEWORK OF UNDAF	38
<b><u>ANNEXES</u></b>	
1. REFERENCES USED IN THE PREPARATION OF THE UNDAF	51
2. UNDAF BENCHMARK INDICATORS	54
3. MATRICES OF UNITED NATIONS AGENCY PROGRAMMING IN MALAWI	64
4. UNITED NATIONS AGENCY PROGRAMMES IN MALAWI	97
5. THE UNDAF PROCESS IN MALAWI	117



## UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK

### MALAWI

The United Nations System in Malawi, while taking into account the mandates, expertise and decision-making process of each organisation and together with its multilateral, bilateral and other development partners, is committed to working with the Government and people of Malawi towards the achievement of the country's development objectives, and particularly the goal of poverty eradication.

The United Nations System will contribute to the eradication of poverty in Malawi through activities that promote the improved delivery of basic social services; full employment and sustainable livelihoods; improved environmental and natural resources management; gender equity, empowerment and advancement of women, as well as the further development of an enabling environment for people-centred sustainable development. In advocating a rights-based approach to development the United Nations System will mainstream empowerment and capacity development in all UN-supported programme activities.

The United Nations System-through the projects and programmes of individual agencies as well as through joint and collaborative undertakings - hereby pledge to assist the Government and people of Malawi in the realization of their aspirations for a better future as articulated in the strategies for VISION 2020.



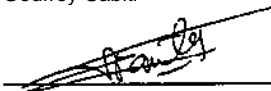
FAO Representative  
Susan E. Mills



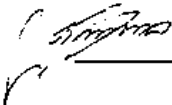
UNAIDS Country Programme Advisor  
Angela Trenton-Mbonde



UNHCR Representative  
Godfrey Sabiti



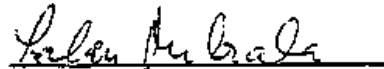
WFP Representative  
Felix Bamezon



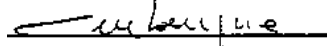
WHO Representative  
Dr. Nerayo Tekle-Michael



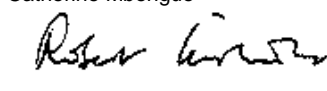
IMF Representative  
Thomas Gibson



UNFPA Representative  
Lalan Mubiala



UNICEF Representative  
Catherine Mbengue



World Bank Representative  
Robert Liebenthal



United Nations Resident Coordinator  
of the United Nations System's Operational Activities for Development in Malawi  
and UNDP Resident Representative  
Terence D. Jones

## **EXECUTIVE SUMMARY**

The United Nations Development Assistance Framework (UNDAF) for Malawi was prepared through a highly consultative process involving all United Nations agencies resident in Malawi. The Government of Malawi, bilateral development partners, and non-governmental organizations were briefed on the UNDAF process and were invited to comment on the initial draft of the UNDAF document through a series of consultations. The draft document was provided for comment to non-resident United Nations agencies and to the members of the United Nations Development Group.

The UNDAF confirms and reinforces analysis undertaken in the preparation of the draft Country Strategy Note (CSN) for Malawi as well as in the preparation of individual agency Country Programmes for the 1997 - 2001 period. The UNDAF reflects the Government of Malawi's development priorities and is intended to contribute to the achievement of VISION 2020, the first expression of the long term aspirations and goals of all Malawians.

The United Nations System in Malawi will, within the UNDAF, collectively contribute to poverty eradication through activities, which target:

- Improved delivery of basic social services;
- Full employment and sustainable livelihoods;
- Improved environmental and natural resources management;
- Gender equity, empowerment, and advancement of women;
- An enabling environment for people-centred development; and
- HIV/AIDS prevention and care.

In particular, the UNDAF focuses on the following strategic approaches for enhanced collaboration:

- empowering women and men to determine their own development path;
- enhancing the capacity to design and implement national programmes; and
- improving operational effectiveness in eradicating absolute poverty amongst the most vulnerable with particular focus on the district and community levels.

The fundamental objective of United Nations System cooperation with Malawi, therefore, is to help eradicate poverty by creating the capacity to achieve the right to development for all Malawians and especially the most vulnerable.

The UNDAF will build on "best practices" of the Resident Coordinator System in Malawi, specifically through the Theme Group mechanism. As a framework for enhanced collaboration at the country level, the Malawi UNDAF is to be considered "a work in progress" and hence subject to revision and adaptation over the 1997-2001 programming cycle, through a joint review planned for the last quarter of 1999.



### UNITED NATIONS AGENCY ACRONYMS

FAO	Food and Agriculture Organization of the United Nations
IBRD	International Bank for Reconstruction and Development (The World Bank)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMF	International Monetary Fund
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCHS	United Nations Conference on Human Settlements (HABITAT)
UNDCP	United Nations International Drug Control Programme
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
WFP	World Food Programme
WHO	World Health Organization

### ABBREVIATIONS

ACC	Administrative Committee on Coordination
AIDS	Acquired Immuno-Deficiency Syndrome
CCA	Common Country Assessment
CRC	Convention on the Rights of the Child
GDP	Gross Domestic Product
ICCD	Integrated Common Country Data System
IEC	Information/Education/Communication
HIV	Human Immuno-Deficiency Virus
HPI	Human Poverty Index
HRD	Human Resource Development
IMR	Infant Mortality Rate
JCGP	Joint Consultative Group on Policy
LIA	Local Impact Area
MK	Malawi Kwacha
MMR	Maternal Mortality Rate
MSE	Micro and Small Enterprise
MTEF	Medium Term Expenditure Framework
NGOs	Non-Governmental Organizations
ODA	Official Development Assistance
PAP	Poverty Alleviation Programme
PHC	Primary Health Care
RCS	Resident Coordinator System
RH	Reproductive Health
SMEs	Small and Medium-Scale Enterprises
STDs	Sexually Transmitted Diseases
TCDC	Technical Cooperation Among Developing Countries
U5M	Under Five (Years of Age) Mortality Rate
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNSI	United Nations Special Initiative on Africa
USAID	United States Agency for International Development

## TEXT BOXES

Box 1 Malawi and Human Rights	21
Box 2 Gender and the United Nations System in Malawi	33
Box 3 Decentralised Development A Grass-roots Engine of Development	37
Box 4 UNAIDS in Malawi: A Best Practice for the Resident Coordinator System	48

## FIGURES

Figure 1 Population Pyramids 1968, 1998, and 2020	11
Figure 2 Conceptual Framework of Poverty in Malawi	23
Figure 3 Key National Poverty Alleviation Objectives - Government of Malawi	24
Figure 4 Government of Malawi-Development Policy and Programme Frameworks	25
Figure 5 VISION 2020 - National Aspirations	26
Figure 6 United Nations-Sponsored Conferences and Summits	30
Figure 7 Towards VISION 2020 United Nations Development Assistance Framework - Malawi	41
Figure 8 United Nations Theme Groups - Malawi	45
Figure 9 Donor Theme/Sectoral Working Groups – Malawi	47
Figure 10 United Nations Resident Agencies in Malawi Programme Budgets 1997-2001	49



## **I. BACKGROUND TO THE UNDAF PROCESS IN MALAWI**

In July 1997 the Secretary-General of the United Nations introduced the United Nations Development Assistance Framework (UNDAF) as the centrepiece of United Nations development cooperation at the country level, serving as a planning framework for all UN Development Funds, Programmes, and Agencies that reflects common areas of programme action responding to national development priorities and needs. In his report on UN reform, the UN Secretary-General stated that: "In order to achieve goal oriented collaboration, coherence and mutual reinforcement, the United Nations programmes of assistance will be formulated and presented as part of a single United Nations Development Assistance Framework with common objectives and time-frame"<sup>1</sup> Subsequent to the launching of the UNDAF, Malawi was selected as one of 18 countries to pilot the UNDAF exercise.

In July 1997 the UN Country Team in Malawi commissioned a consultant to develop the design of an UNDAF for Malawi, which was submitted in October 1997. The proposed approach enlarges the scope and role of the Common Country Assessment (CCA) and more fully integrates the CCA into the UNDAF process. Specifically, the design proposed the creation of an Integrated Common Country Data (ICCD) system incorporating indicators relating to national development priorities, United Nations-sponsored conferences, UN agency programme mandates and activities.

In December 1997 a two-person UNDAF facilitation team made a week-long visit to Malawi and assisted in the finalisation of a detailed workplan for the preparation of the Malawi UNDAF. It reflected in particular that most Funds and Programmes were approved already by 1997 and that the pilot should build upon existing traditions of coordination and cooperation in Malawi. Therefore the focus of UNDAF would be on establishing a process and instruments to encourage collaboration around follow-up to United Nations supported conferences, and in the implementation and review of programmes.

An inter-agency UNDAF working group, supported by UNDAF theme groups and *ad hoc* task forces, held a series of meetings to consider the UN experience in Malawi, to discuss collaborative programming possibilities, and to elaborate various components of the UNDAF framework. A consultant facilitated the UNDAF process and the preparation of the document. The chapters were drafted and reviewed in a series of inter-agency meetings, including also the World Bank. The draft Malawi UNDAF was sent in early May to the United Nations Development Group Office as well as Agencies headquarters and regional offices for review and comment. Consultations on the draft UNDAF subsequently were held with the Government of Malawi, Malawian civil society organizations, as well as international development partners. Comments and critical feedback were incorporated into the present UNDAF document.

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<sup>1</sup> United Nations, [A/51/950](#), (New York: United Nations, 1997)

## **II. MALAWI'S DEVELOPMENT CHALLENGES: ANALYSIS OF TRENDS AND INDICATORS**

The following chapter provides an overview of Malawi's development context by examining those sectors or themes critical to Malawi's development as identified by the 1993 Situation Analysis of Poverty in Malawi<sup>2</sup> and other studies. In view of the already significant work undertaken in determining country-specific development indicators and trends as part of agency programming activities, it was determined that there was no need for a separate, comprehensive, and free-standing Common Country Assessment as part of the UNDAF process. Updated statistical data is derived from Government sources as well as United Nations System and World Bank documentation. As part of the UNDAF process, inter-agency theme groups on Poverty and Governance, Basic Social Services, Sustainable Livelihoods, Gender, Youth, and HIV/AIDS examined key indicators, considered cross-cutting issues, and analyzed development trends. UNDAF Basic Indicators are provided as Annex 2.

### **1. Malawi and Poverty.**

The 1998 Human Development Index (HDI) ranked Malawi as 161 out of 174 countries. Malawi is ranked as one of the world's 10 poorest countries in terms of per capita income (US\$ 180 in 1996). The country's growth has been affected by rapid population growth—whereas GDP per capita (in 1987 constant dollars) nearly doubled between 1960 and 1980, it fell by half between 1980 and 1995. Malawi has a higher Gini-coefficient (0.62 based on 1991/92 data) than any other African country with available data; indeed, Malawi's Gini-coefficient is among the highest in the entire world. As a result, Malawi has experienced negative real per capita income growth.

The 1998 Human Development Report indicated that in Malawi:

- 46.0 per cent of the population is not expected to survive to the age of 40 (1995);
- 65.0 per cent of the population lacks access to health services (1990-95);
- 63.0 per cent of the country's population lacks access to safe water (1990-96);
- 43.6 per cent of the adult population is illiterate (1995);
- 63.0 per cent of children do not reach Standard 5 (1990-95); and
- 30.0 per cent of children under the age of five are underweight (1990-97).

Source: UNDP, Human Development Report - 1998

The Situation Analysis of Poverty in Malawi determined that some two-thirds of the country's population lives below the poverty line, defined as the inability to fulfill one's nutritional requirements and to meet essential non-food needs equivalent to US\$ 40 per annum (1990 prices). The Situation Analysis found that the country's most vulnerable groups include smallholders with less than one hectare of land, estate workers, estate tenants, the urban poor, female-headed households, and children. While poverty is rising in urban areas as a consequence of growing urbanization, the World Bank in its 1996 report Malawi Human Resources and Poverty Profiles and Priority for Action showed that poverty is most prevalent and severe in rural areas, with some 95 per cent of the total Malawian poverty gap (i.e. the shortfall below the poverty line) found in rural areas. While thirty per cent of the poorest households are headed by women, the chance of a female-headed household being among the poorest 40 per cent is one in two compared to one in three for male-headed households.

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<sup>2</sup> Government of Malawi and United Nations in Malawi, Situation Analysis of Poverty in Malawi, (Lilongwe: Government of Malawi and United Nations in Malawi, 1993).

## 2. Population Growth

With an estimated 1997 population of 11.35 million growing at 3.2 per cent per annum, Malawi's population is expected to double by the year 2020 (see Figure 1, below). The country's total fertility rate (TFR) declined from 7.76 children per woman in 1987 to 6.7 children per woman in 1992. Contributing factors to continued high fertility rates include early sexual activity, early marriage, early age of first pregnancy, and short birth intervals. Although as many as 40% of pregnancies are unwanted, the modern contraceptive prevalence rate (CPR) in 1996 was only 14% due to inadequate reproductive health services, shortage of reproductive health personnel, lack of privacy in clinics, and cultural attitudes which encourage large families.

### Eradicating Poverty in Malawi

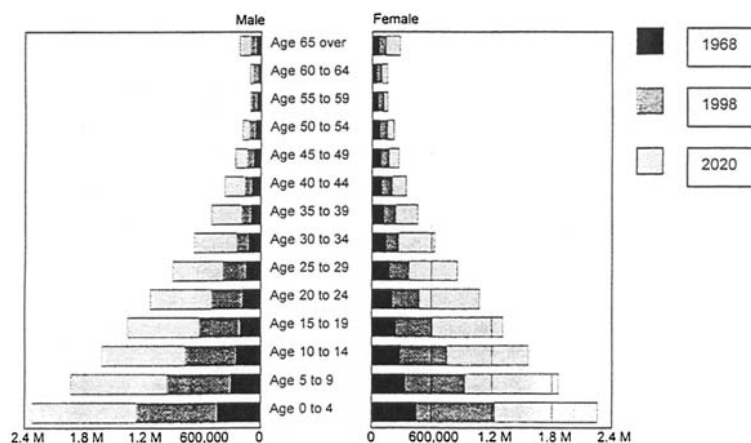
The 1993 Situation Analysis of Poverty in Malawi found that 60 per cent of the country's rural-based population and 65 per cent of the urban population lived below the national poverty line of US\$ 40 per annum. Using this poverty line (MK 110 in 1990 prices) and assuming an ability to make a direct cash transfer to all of the country's poor, it would require a transfer of US\$ 100 million (MK 275 million in 1990 prices or MK 1.46 billion in 1996 prices) to place all Malawians above the poverty line - thus, in theory, eradicating poverty from Malawi.

By way of comparison, such a theoretical transfer is less than Malawi's 1996 debt service of MK 1.57 billion. Such a "poverty transfer" would represent only some 23 per cent of 1996 Official Development Assistance (ODA) to Malawi.

Based on 1987 census data, the National Statistical Office estimated that life expectancy in Malawi in 1997 was 51 years for males and 52.4 years for females. However, according to the latest United Nations estimates, which incorporate the demographic impact of HIV/AIDS in the population, life expectancy is estimated in 1997 to be 41.5 years for women and 40.6 years for men.

Rapid population growth is exerting increased pressure on various sectors of Malawi's economy. Population pressure on land has increased to 110 persons per square kilometre and 200 persons per square kilometre of arable land (the country's southern region has a population density of 230-460 persons per km<sup>2</sup>). Environmental degradation and soil erosion are increasing, and forest resources are being depleted beyond sustainable levels. The country's social services are severely overstretched and unemployment and underemployment have assumed problematic proportions.

**FIGURE 1: Population Pyramids 1968, 1998, and 2020**



**SOURCE:** Threshold 21 simulation.

Rapid population growth, particularly in rural areas, has exacerbated rural-urban migration. The urban population increased from 5 per cent in 1966 to 11 per cent in 1987 to an estimated 14 per cent by 1998. By the year 2020, it is projected that 21 per cent of the country's population will live in urban areas. Rapid urbanization is accompanied by a range of problems, including problems of water supply and sanitation, health status and the spread of disease, unemployment, increasing crime rates, and environmental degradation.

### **3. Environmental Degradation**

Over the past twenty years there has been significant environmental degradation in Malawi. One of the critical factors affecting the environment is the nexus between high rates of population growth, poverty, illiteracy, and the lack of environmental information and awareness. Land resources are threatened by the demand placed upon them by the very poor who, because of low literacy, have little access to information on sustainable agricultural practices. This has led to an unsustainable use of resources.

As the result of deforestation and land degradation, soil erosion in Malawi is estimated to range from some 13 MT/hectare to 20 MT/hectare per year. Such soil losses decrease agricultural yield by up to 11 per cent per year, equivalent to an annual income loss per hectare of between K10 and K29 (or some 8 per cent of the country's total GDP). Malawi's forests are disappearing at a rate of 1.4 per cent per annum due to dependence on subsistence agriculture, excessive selling of wood to generate income, high population growth, and dependence on wood-generated energy. Aggregate consumption of fuelwood exceeds the level of sustainable yields by as much as 30 per cent. Deforestation also results in depletion of surface water resources as well as in problems of siltation/sedimentation, reduced baseflows, and recurrent drought conditions.

### **4. Agriculture and Food Security**

Although smallholder agriculture accounts for as much as 65 per cent of agricultural GDP and 90 percent of agricultural employment, the sub-sector represents only 25 per cent of the country's total GDP, and only 10 per cent of export earnings. The corresponding figures for the estate sub-sector are 35 per cent of agricultural GDP, 10 per cent of agricultural employment, 9 per cent of GDP, and 90 per cent of export earnings. Notwithstanding intensive development efforts, agricultural GDP grew at about 1.6 per cent a year between 1980 and 1994 - less than half the rate of population growth.

The smallholder sub-sector, based on customary land tenure, involves more than 1.8 million families, on 1.8 million hectares with over half of the households cultivating less than 1 hectare and 41 per cent farming less than 0.5 hectares. The estate sub-sector is based on leasehold tenure and comprises some 22,000 estates. Estate farming relies heavily on some 590,000 tenant farmers as well as some 350,000 hired permanent and seasonal workers and occupies about one-fifth of the country's arable land (1.2 million hectares). Some estimates state that only one third of estate land is cultivated and that nationally over 1 million hectares of arable land could be brought into production with appropriate policies.

Although food crop cultivation is threatened, there is a rapidly increasing cultivation of cannabis plants with some 156,000 hectares of land under cannabis cultivation.

Many farmers convert regular food crop cultivation to cannabis harvesting for its lucrative income. Some people even divert household income to the purchase and consumption of "Malawi Gold", which further jeopardises household food security.

Increasing land fragmentation, environmental degradation, forced continuous cropping, and depletion of soil fertility are resulting in declining productivity of agricultural land. Over half of Malawian smallholders cultivate less than one hectare of land, which is considered insufficient to satisfy household food requirements (households with less than 1 hectare, employing traditional crops, inputs, and practices can produce only 75 per cent of household food requirements). Population growth will result in a further decline in land and labour productivity as well as in increased rural to urban migration if policies do not change in favour of enhanced technology, imports, incentives, and education. Low agricultural productivity, limited non-farm employment opportunities, and low levels of labour incomes contribute to significant household food insecurity.

Although there is an increasingly urgent need to dramatically increase agricultural production to feed the country's growing population, there has been little shift to high yielding varieties of maize, the country's staple food crop. In the smallholder sector, for example, less than one-third of land is under hybrid production and fewer than 25 per cent of farmers utilize fertilizers for their maize (1997/98). At the same time, local or traditional maize is not particularly responsive to fertilizers and such inputs remain beyond what most smallholders can afford. In addition to inefficient use of land, low priority has been accorded to livestock production and irrigation development as well as to agricultural research and extension. Post-harvest losses are significant (transportation, storage, processing, preservation) and compromise local as well as national food security.

The combination of high population growth and low agricultural productivity has meant that in recent years Malawi has not been able to produce enough food and/or generate enough income to meet national food requirements. A large number of households face serious food shortages, particularly in the pre-harvest season. In some cases, as many as 80 per cent of households run out of maize from their own harvest up to four months before the next harvest is due. Most of these households have little or no income to purchase food from markets, while others do not have access to reliable markets within a reasonable distance.

## **5. Employment**

The bulk of Malawi's population is occupied in subsistence agriculture, with only a small proportion of the labour force employed in the formal sector (in 1995 over half of the total formal sector labour force of 700,000 workers was employed on estates). Low productivity of labour, under-employment, and very low incomes of the working poor characterize the employment situation in Malawi.

As of 1997, the labour force was growing by some 158,000 job seekers per year, necessitating the creation of up to 400 new jobs each day. With only a small formal sector, the serious imbalance between labour force growth and expansion of labour opportunities represents a serious challenge. In addition, Malawi has seen a drop in real wages and incomes and the erosion of purchasing power (index of 100 in 1970 dropped to 44 by 1990 and to 18 by 1995).

Private sector development in Malawi is severely constrained. At only 15 per cent,



the national savings rate is too low to meet the country's investment needs and the country's financial sector remains uncompetitive. The VISION 2020 exercise found that most Malawians do not have the necessary education and skills to run private businesses. In addition to limited entrepreneurship, would-be entrepreneurs have inadequate access to institutional credit and other services. Underdeveloped legal and institutional frameworks, inadequate infrastructure (internal and external transport costs, utilities, communications, etc.) and shortage of skilled and professional labour also are not conducive to a thriving private sector. Investment by the private sector dropped from 12 per cent of GDP in 1991 to 5.7 per cent in 1995 and gross domestic investment declined to its lowest level of 14.7 per cent (1992-95).

## 6. Education

At only 43.6 per cent of the adult population, the adult literacy rate is low. Only 32 per cent of Malawian women are literate. Enrollment in primary schools increased from 950,000 in 1986/87 to some 1.9 million in 1993/94. With the introduction of free primary education in 1994/95, enrollment increased to 3.2 million, later stabilizing at some 2.9 million students. With the introduction of a waiver of school fees for girls under the Girls Attainment in Basic Literacy and Education (GABLE) project, there was a noticeable increase in girls' enrollment in the secondary school system. Secondary-school enrollment also has increased, from 28,000 in 1988/89 to 57,812 in 1995/96. Gross and net enrolment rates, however, have remained low, at 4 per cent and 1.5 per cent respectively (gross enrolment rate increasing to some 11 per cent if some 102,000 Distance Education Students are included). Access to both secondary and tertiary levels continues to pose a serious problem, with only some 12 per cent of primary school leavers continuing their studies.

### Quality of primary education in Malawi:

Unit Cost per Student	Malawi	Kwacha
Primary	MK	81
University	MK	22,622
University to Primary Unit Cost Ratio		279:1
Student to classroom ratio (Primary)		134:1
Student to teacher ratio (Primary)		62:1

Source: Ministry of Education, Statistical Yearbook, 1995.

The education system also is affected by low internal efficiency as indicated by high primary school drop-out rates (8 per cent for boys and 10 per cent for girls in 1994), a high repetition rate (12 per cent in 1994), a low promotion rate (70 per cent) as well as continued high non-enrollment and low completion rates for girls. The high drop-out rate is associated with pervasive problems of poverty and chronic food insecurity especially during the lean season. School-age children often are drawn from school to support household livelihood initiatives including wage labour employment, piece work, as well as collection of wild fruits and other forest products.

## 7. Health and Nutrition

Malawi faces a number of problems with respect to the health and nutritional status of the population, with as much as 40 per cent of the country's population unable to satisfy basic caloric needs. About 49 per cent of children under-five years of age are stunted, and half of them are severely malnourished. Infant and under-five mortality rates are exceptionally high, at 134 and 234 per 1,000 live births, respectively (1997). Almost one of every four Malawian children dies before reaching its fifth birthday. The maternal mortality rate - at 620 per 100,000 live births - is among the highest in the world. Although no pregnancy is risk-free, a Malawian woman has a 1 in 29 lifetime risk of maternal death. Abortion is the most common reason for admission to the gynaecological wards of Malawi's major hospitals, with up to 30 per cent of maternal deaths due to abortion-related complications.

Rapid population growth, escalating environmental degradation, and high rates of HIV/AIDS infection also aggravate the country's poor health status. Poor housing and lack of access to clean water and appropriate sanitation also contribute to poor health status.

### **Better Health through Safe Water and Sanitation:**

Water-borne diseases are a major cause of morbidity and mortality in Malawi.

According to the 1995 Malawi Social Indicator Survey, 48.7 per cent of the country's population lacked access to safe water. Under Government standards, one drilled borehole can serve 250 users (50 families). On average, a borehole (up to 45 metres deep) equipped with an Afridev handpump costs US\$ 6,000 with community-based training in borehole maintenance costing another US\$ 200. The per capita cost of providing a safe supply of water thus is some US\$ 30 per capita. Using these calculations, it would cost approximately US\$ 182 million to provide all Malawians with a safe source of water. Proper utilization and sustained operation of the facility, however, depends on development of a community-based mechanism to handle its operation, maintenance, and repair.

Similarly, only 6 per cent of Malawi's population have access to improved sanitation (pit latrine with sanplat or sanslab). While households/communities normally are prepared to dig their own pit latrines, they require both technical and financial support for the casting of sanslabs or sanplats (which cost some US\$ 3 and US\$ 5, respectively). Based on an average household size of 5 people, the per capita cost of improved sanitation is approximately US\$ 0.80 per capita. Providing all Malawians with improved sanitation thus would cost less than US\$ 10 million. Ensuring that households utilize sanitary facilities, thereby benefiting from the positive health impact, requires community mobilization and commitment achieved through sustained Information, Education and Communication (IEC) efforts.

Source: UNICEF estimates

Malawi has one of the highest levels of malnutrition in sub-Saharan Africa with about 50 per cent of children less than five years of age and 9 per cent of mothers suffering from chronic protein energy malnutrition. Inadequate quantity and quality of food consumed is one of the major causes of malnutrition in Malawi and is aggravated by the high prevalence of disease and inadequate maternal and child healthcare. Fish provides about 60-70 per cent of animal protein consumed in Malawi, with Lake Malawi contributing some 40-60 per cent of this amount. While total fish landings remained fairly constant during the 1980s, increased population pressures resulted in a drop in annual fish consumption to only 7 kilograms per capita (1991) - an extraordinarily low consumption of animal protein.

The World Bank's 1993 World Development Report suggested a minimum package of public health measures and minimum essential clinical services at a cost of some US\$ 12 per capita per annum for low income countries such as Malawi. In 1995, per capita expenditure on health in Malawi was estimated to be only \$2.50. By way of comparison, the estimated cost for a fully immunized child in Malawi in 1997 was US\$ 1.65 (exclusive of infrastructure and salaries).

## **8. HIV/AIDS**

The rate of HIV/AIDS infection in Malawi is one of the highest in the world, with HIV prevalence at 13.8 per cent of the adult population. The majority of female AIDS cases are below age 30. In 1997, up to 30 per cent of women attending antenatal clinics in urban centres of Blantyre and Lilongwe were HIV+. The National AIDS Control Programme estimated that as of the end of 1997 nearly 1 million Malawians were HIV+ and it is estimated that by the year 2010 up to two million people will be infected. Because of the high HIV infection rates in urban adults, a minimum of one-quarter, and up to one-half of cohorts of urban-based personnel in development sectors and the military can be expected to die of AIDS by the year 2005. The epidemic therefore is robbing Malawi of its labour force as well as its limited educated or trained human resource base.

By 1996 AIDS had become the single largest cause of death among Malawians age 15-49. It is projected that by 2020 Malawi will have suffered more than 2 million AIDS-related deaths. Because of AIDS deaths, average life expectancy, expected to rise to 57 years by the year 2010 without AIDS, will drop to 44 years.

The care of orphans is a challenge to many communities that are experiencing the impact of HIV/AIDS. By 1997 the total annual prevalence of maternal HIV/AIDS orphans was about 180,000, representing those orphans from previous years who are still less than 15 years as well as the new orphans that year under the age of 15. This annual prevalence can be expected to increase to about 350,000 during the next decade. For many children and families the onset of AIDS signals the beginning of a transition from poverty to absolute destitution.

Deaths due to AIDS will cause a sharp fall in GDP. By 2010 real GDP will be 10 per cent less than it would have been without the effects of AIDS. Per capita income will be three per cent lower than if there were no AIDS. Productivity and the growth of the labour force will fall, while increased health expenditure will deplete national savings. The financial cost of caring for an AIDS patients until s/he dies (estimated to be US\$ 200-900) amounts to between one and four years' average per capita income.

## 9. Gender

The Policy Framework adopted by Government in 1995 for its Poverty Alleviation Programme identified gender as a cross-cutting issue and noted that gender inequality exacerbates all other elements of the poverty equation. Gender discrepancies in Malawi are severe. Although women predominate in small-scale agriculture, performing almost 70 per cent of all work in the sub-sector, they have marginal access to agricultural services and inputs.

Some traditional beliefs and customs reinforce gender inequalities in decision-making patterns, inheritance rights, education and health. For the same reasons and due to the unequal division of labour, the potential contribution of men to the improvement of their families is not fully utilized, including with respect to reproductive health. While women as farmers, income earners, traders, and family caretakers represent two-thirds of the full-time farming population, investments in women's development, including maternal and child care, family planning services, education, credit, training and skills development have received a small share of attention and resources.

Socially-constructed power-relations of women and men and legal protection of women need to be addressed to increase women's access to information, education, better health services and productive assets, and enhance women's participation in the decision-making process. Gender roles and gender-based division of labour and responsibilities also need to be reconceptualized to change discriminatory attitudes and to reflect future needs.

Discriminatory attitudes against women remain widespread in spite of the existence of constitutional guarantees of women's rights. Such attitudes deny women decision-making powers. In addition to their daily tasks, women tend to volunteer their time and labour for community activities more frequently than men. School enrollment and literacy among girls and women is much lower than among boys and men, although the introduction of universal primary education should, over time, help to redress this imbalance. With little negotiation power due to their social and economic subordination, women and girls often are unable to insist on safer sex, rendering them more vulnerable to HIV infection.

### Based on statistical estimates, every day in Malawi....

1,640	children are born
209	infants (under 12 months) die of preventable disease (IMR)
344	children under five die (U5M)
8	women die in childbirth or due to pregnancy-related causes (MMR)
106	people move to urban centres
438	youth enter the job market
247	people are infected by HIV/AIDS
139	people die of HIV/AIDS-related causes
140	hectares of forest land is cleared
515	tonnes of topsoil is lost to erosion or other forms of environmental degradation

Sources: THRESHOLD 21 simulations and World Bank STARS data

## 10. Youth

Youth are defined by the 1995 National Youth Policy as young people between the ages of 14 and 25 years of age. This age group constitutes over one-fifth of Malawi's population and has enormous potential to act as positive agents of social change and development. Although young people face problems of illiteracy; high drop-out rates from formal services; limited vocational training opportunities; unemployment and underemployment; and limited access to reproductive health, recreational, and other services; youth are proactively addressing such problems by involvement in clubs, groups and NGOs. Other problems facing Malawian youth include limited civic education, violations of human and child rights, limited access to credit and financial services, and lack of life and vocational skills. In addition, delinquency, substance abuse, and early and unsafe sexual behaviour among youth have been identified by adults as problems that are on the increase.

Several organizations, including youth groups, are actively working to address such problems. For example, more than 1500 schools have established extra-curricular anti-AIDS clubs with assistance from the Ministry of Education and the National AIDS Control Programme. The focus of the clubs is on peer education, life skills, and development for the improvement of adolescents' inter-personal communications skills in risk reduction behaviours.

Early motherhood is an impediment to improvements in the educational, economic, and social status of women and adolescents in Malawi. In particular, early child-bearing curtails educational and employment opportunities leading to long-term adverse effects on quality of life. Malawi's 1992 Demographic and Health Survey showed that at the time of the survey as many as 65 per cent of teenagers had started child-bearing. This early exposure to sexual activities exposes adolescents to unwanted pregnancies, STDs and HIV/AIDS. Substance abuse by youth, which often starts between the ages of 6 to 10, and combined with alcohol and tobacco in-take, contribute to early motherhood.

## 11. Social, Cultural, and Institutional Constraints<sup>3</sup>

Although Malawi achieved independence in 1964, for the next thirty years the country was subject to one-party rule. As the result of internal and international pressure with respect to the observance of human rights in Malawi, multi-party democracy was established in the country, with a May 1994 general election giving the country its first democratically-elected government. In May 1995 a new Constitution was adopted, guaranteeing a full range of human, civil, cultural, social, political, and economic rights.

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<sup>3</sup> This section is adapted from the Government's VISION 2020 document. Government of Malawi, National Economic Council, VISION 2020, National Long-Term Perspective Study, (Lilongwe: National Economic Council, March 1998).

Thirty years of autocratic rule, however, left a decided legacy. The newly elected Government of Malawi inherited limited institutional capacity, including an understanding of the role of open government. Overall, the public sector in the post-independence period accumulated a culture, structure, policies, and procedures that are not conducive to the transparent and effective management of the country's resources. As a result of this legacy, the new Government's efforts to develop policies, including policies directed to poverty eradication, face behavioural as well as structural limitations. The removal of such limitations will require profound transformations in the way development is conceived and managed in Malawi as well as in the manner in which various partners contribute to the development process.

The VISION 2020 articulated Malawian's aspirations and goals and proposed strategies for realising them, and reaches the following conclusions relevant to this topic:

1. judged the country's civil service to be "weak and inefficient and lacking customer orientation in delivering services. It also lacks transparency and is slow in facilitating private sector development. Public administration is generally poor and is worsened by dysfunctional political influence on the civil service".
2. suggested "a general feeling that corruption is rampant in work places both private and public, and leaders are not accountable in the use of resources and decision-making". Low public sector salaries are a further disincentive to full-time and dedicated public service.
3. local government remains weak and community participation in programme formulation and implementation is limited due to apathy as well as lack of motivation by Malawians to take charge of their individual and collective destiny. Over-centralization of government functions, high illiteracy rates, and low civic awareness also hinder effective democratic governance and there is a generalized dependence on the Government and/or donors for the provision of economic goods and social services.
4. effectiveness of existing physical planning is hampered by the lack of a coordinated national development plan, inadequate resources, and institutional weaknesses and claimed that Malawi's infrastructure is being run-down through lack of investment and operational maintenance as well as poor management
5. indigenous knowledge and expertise is insufficiently valued, with the cumulative effect of a lack of faith in local ability to address and solve local problems.

The participation of Malawian civil society in development management, particularly with respect to social sector programming, thus needs to be made more effective and better coordinated with Government efforts. At the grassroots level, the "big man" syndrome wherein entire communities wait for decisions and/or assistance from the Government and politicians still remains pervasive. Citing a need for Malawians to develop "a positive work ethic", the VISION 2020 documents claimed that, "there is laxity in moral ethical conduct which has led to a sense of hopelessness, apathy towards work, and corruption, resulting in low productivity. There is also a negative and intolerant attitude towards one another."

Despite the problems of institutional inertia, the recent democratisation of Malawian society has initiated change in the culture governing the relationship between government, civil society organizations, private sector, and communities. Reform of the civil service is underway. At the same time, there has been substantial growth in Malawian civil society, including community-based organizations, human rights groups, and a vibrant media. Whereas in 1990 there were only some 36 registered NGOs, by 1997 there were approximately 200 such groups. Although the Government is committed to the establishment of local government as a further means to promote the growth of civil society, as of early 1998 the holding of local government elections under the new Constitution was behind schedule.

**Implications for UNDAF:**

The foregoing analysis of trends and indicators confirms and reinforces the analysis undertaken by United Nations agencies in the development of their current (i.e. 1997-2001) country programmes in Malawi. This included the need to upgrade data collection and analysis capacities and to fill in key data gaps, especially disaggregated data by district and by gender.

In addition to supporting more effective data collection and analysis, the UN System will continually refine and update the Analysis of Trends and Indicators for Malawi, and make this public through the preparation of an expanded Annual Report of the Resident Coordinator on the implementation of the UNDAF.

The analysis of available indicators and trends points strongly to the importance of a holistic and long: term approach to empowering the poor and to implementing change to create a more equal and just society. The proposals for UNDAF to support such a focus are contained in chapter 6.

**Box 1**

**MALAWI AND HUMAN RIGHTS**

As of 1997 Malawi had ratified all of the international human rights instruments, with the exception of the 1948 Convention on the Prevention and Punishment of the Crime of Genocide. As a party to these instruments, Malawi is obligated to take steps, to the extent that its resources allow, to progressively realize these human rights. This is of great importance in advocating for continued and resolute political commitment to poverty eradication as a key element of perhaps the most basic of human rights: sufficient food, good health, access to education, and opportunities for sustainable livelihoods.

Although Malawi is party to the many international human rights Conventions, there has been a wide gulf between the declarations and the actual practice of the Government in the discharge of human rights for the people of Malawi.

The United-Nations Centre for Human Rights assisted in the preparation of a National Plan of Action in the Field of Human Rights, which was approved in August 1995. The Action Plan included United Nations support for the creation of an effective legal framework for the promotion and protection of human rights including support for human rights institutions such as the Human Rights Commission. Other activities include the revision of laws and regulations and training dealing with prisons, the police, criminal evidence and procedure, censorship, as well as with respect to the penal code and public security acts; immigration, nationality and asylum, and protection of privacy, freedom of expression, libel, elections, and the armed forces and human rights.

The Office of the High Commissioner for Human Rights, was established in an agreement with the government in 1995 to support implementation of the National Plan of Action on Human Rights.

The UN system in Malawi will collectively promote human rights issues, including through:

- a rights-based approach to development;
- reviewing legislation, for example, the refugee act to promote and protect the rights of refugees;
- the strengthening of implementation mechanisms;
- the strengthening of national monitoring capacity, including with respect to implementation and monitoring of the various international conventions; as well as,
- public information and advocacy campaigns as part of the observance of the 50<sup>th</sup> Anniversary of the Universal Declaration of Human Rights.



### III. MALAWI'S DEVELOPMENT GOALS

A Policy Framework for Poverty Alleviation Programme was formulated in 1995.<sup>4</sup> The Policy Framework emphasized the need to raise national productivity and enhance social capital for sustainable broad-based economic growth and socio-cultural development in the process of improving the livelihood of the poor. It also provided a conceptual framework to illustrate the causal factors of poverty as well as its widespread manifestations (see Figure 2, below).

The 1995 Policy Framework defined poverty in Malawi as a "state of severe deprivation of basic human needs resulting from conditions which manifest economic deprivation, social disintegration, marginalization, isolation, and which breeds wanton violence which precipitates insecurity. Among the readily identified human needs are those relating to the availability of basic nutrition, food, safe drinking water, proper sanitation, access to health facilities, basic education and information, proper shelter, adequate income, gender equality, and other factors which describe the quality of life".

The Policy Framework also stated that "poverty alleviation is the operative development philosophy of the country" and defined poverty alleviation as "a process through which the poor are empowered to improve their plight and contribute to national development" The principal role of the Government was to provide a conducive environment for poverty reduction, and the success of the programme was seen as dependent on decentralization as well as strong partnerships with non-governmental organizations, donors, and the private sector. The Government's Poverty Alleviation Programme also called for the adoption of stringent budgetary measures that were to preclude any Government expenditure on activities not having an impact on poverty reduction.

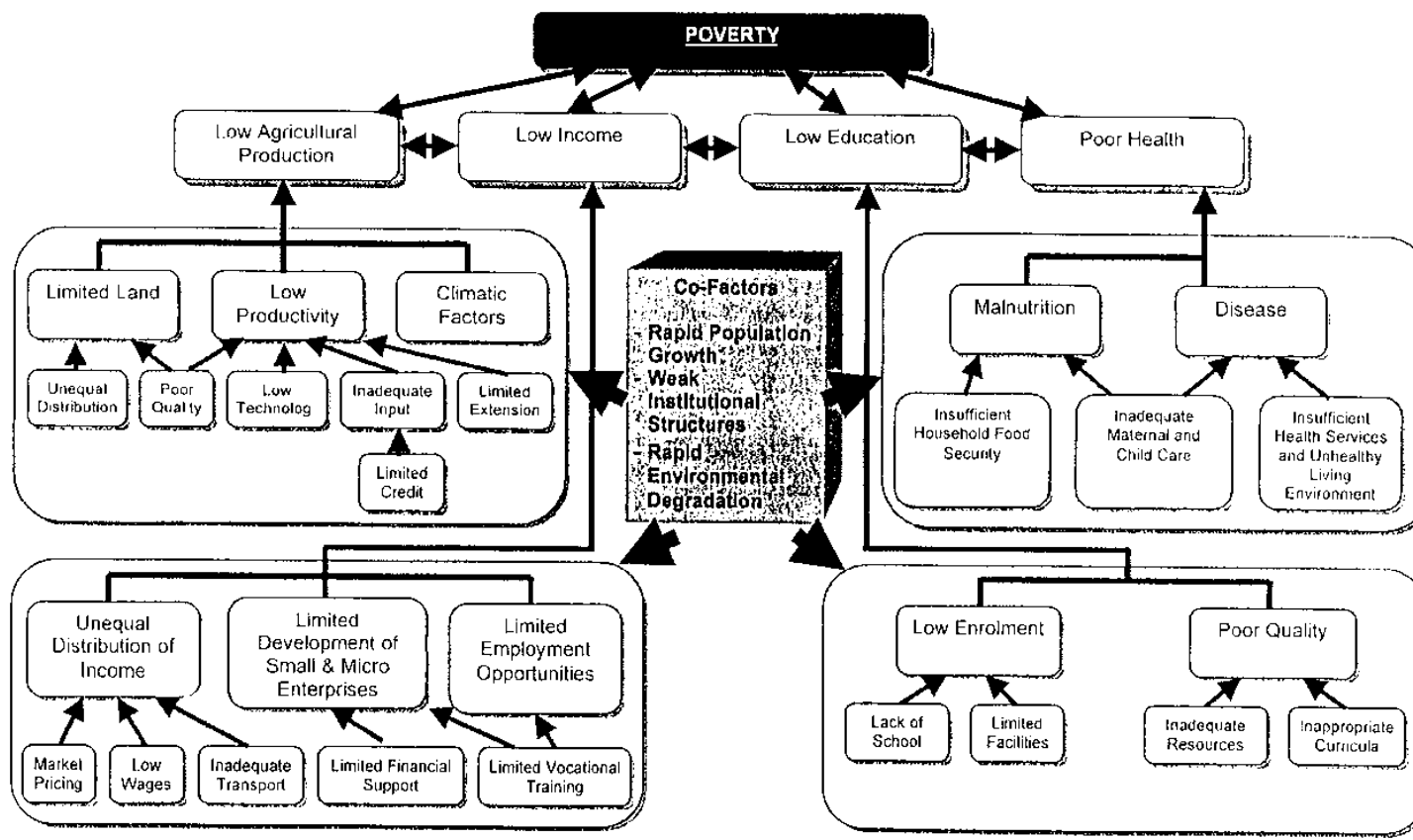
Key objectives of the 1995 Policy Framework for Poverty Alleviation are outlined in Figure 3, below. The overall strategy of the Poverty Alleviation Policy Framework included, *inter alia*:

- promotion of increased participation of poor women, men, and youth in economic, social, and political affairs through the provision of basic services that enable them to take advantage of opportunities;
- economic empowerment of the poor;
- development of safety net programmes;
- promotion of the spirit of self-determination and self-reliance by accelerating the decentralization process and encouraging participatory approaches to development; and
- introduction of a poverty monitoring system to inform the policy formulation process.

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<sup>4</sup> The Government of Malawi uses the terms poverty alleviation and poverty reduction interchangeably. The United Nations System is committed to the eradication of absolute poverty throughout the world. For the purpose of the Malawi UNDAF, the term poverty eradication is used unless reference is made to a specific Government policy, for example, the "Policy Framework for Poverty Alleviation Programme".

FIGURE 2: Conceptual Framework of Poverty in Malawi



SOURCE: Government of Malawi, Policy Framework for Poverty Alleviation Programme, 1995

**FIGURE 3: Key National Poverty Alleviation Objectives - Government of Malawi**

SECTOR	KEY OBJECTIVES
<b>Agriculture</b>	<ul style="list-style-type: none"> <li>to increase agricultural productivity</li> <li>to increase production of high-value crops like burley tobacco</li> <li>to increase access to markets that will offer realistic prices for products</li> <li>to increase food and nutritional security at the household level</li> </ul>
<b>Irrigation</b>	<ul style="list-style-type: none"> <li>to promote full utilization of the country's irrigation potential by the 2005</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>to increase access of the children and youth of Malawi to quality, relevant, and efficient education</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>to improve the health of all Malawians, especially severely affected groups</li> </ul>
<b>Population</b>	<ul style="list-style-type: none"> <li>to achieve a lower population growth rate which is compatible with the attainment of the country's social and economic development objectives, i.e. an annual population growth rate of 2.4 per cent by the year 2002</li> </ul>
<b>Community and Social Services</b>	<ul style="list-style-type: none"> <li>to raise self-esteem, engender self-reliance, and promote community assertiveness leading to community empowerment. In addition, the objective will ensure that vulnerable groups and the most at risk of deprivation are targeted with adequate support (e.g. safety nets)</li> </ul>
<b>Water</b>	<ul style="list-style-type: none"> <li>to ensure that all citizens of Malawi have convenient access to safe water in adequate quantities and of acceptable quality for their basic needs of drinking, cooking, washing, and personal hygiene by the year 2005</li> </ul>
<b>Sanitation</b>	<ul style="list-style-type: none"> <li>to ensure that every family has access to sanitary facilities by the year 2005</li> </ul>
<b>Environment and Natural Resources</b>	<ul style="list-style-type: none"> <li>to arrest the rapid degradation of the environment and to conserve and foster sustainable utilization of natural resources in partnership with communities, NGOs, and the private sector</li> </ul>
<b>Gender</b>	<ul style="list-style-type: none"> <li>to ensure that policy formulation, decision-making, development planning, and programming take into account gender issues</li> </ul>
<b>Housing</b>	<ul style="list-style-type: none"> <li>to target interventions in the housing sector aimed at stimulating affordable investment in improved housing in both rural and urban areas</li> </ul>
<b>Land</b>	<ul style="list-style-type: none"> <li>to ensure efficient land distribution and its sustainable economic use</li> </ul>
<b>Micro and Small Enterprise and Informal Sector</b>	<ul style="list-style-type: none"> <li>to nurture and support the activities in the MSE and Informal Sector which can make a significant contribution to the economic empowerment of the poor through the productive utilization of their abundant human resources</li> </ul>
<b>Transport and Infrastructure</b>	<ul style="list-style-type: none"> <li>to improve the mobility and accessibility of households to goods and socio-economic services by provision of both motorized and non-motorized means of transport including development and improvement of the road network</li> </ul>
<b>Human Resources Development</b>	<ul style="list-style-type: none"> <li>to create and sustain learning and investment opportunities for human capital development so as to enable individuals to develop and apply their talents to productive use</li> </ul>
<b>Private Sector</b>	<ul style="list-style-type: none"> <li>to ensure that the poor get involved in and are linked to formal sector growth</li> <li>to ensure wider coverage of poverty reduction activities through the involvement of the private sector in partnership with the Government, donors, and NGOs</li> </ul>
<b>NGOs</b>	<ul style="list-style-type: none"> <li>to increase coverage by NGOs in carrying out poverty-related activities</li> </ul>
<b>Financial Sector</b>	<ul style="list-style-type: none"> <li>to ensure access to credit by the poor</li> </ul>
<b>HIV/AIDS</b>	<ul style="list-style-type: none"> <li>to reduce HIV/STD transmission</li> <li>to provide adequate treatment and care to affected individuals</li> <li>to reduce vulnerability to HIV and to mitigate the adverse impact of the pandemic on individuals and communities</li> </ul>

The Government's Policy Framework for Poverty Alleviation has been supplemented by the development of additional sector and theme-based policy frameworks, programmes, and plans of action as outlined in Figure 4, below. As with the Poverty Alleviation Framework, however, the various programmes and action plans have been operationalized and/or implemented with varying degrees of success.

As its central goal, the Government's commitment to poverty alleviation remains firm. Many reforms have been introduced, including stringent macro-stabilization. A Presidential Council on Poverty Alleviation as well as a National Steering Committee were created, as was a Poverty Alleviation Trust Fund. A Technical Working Group on Poverty Alleviation also was established to monitor poverty-related trends and the implementation of poverty alleviation activities.

**FIGURE 4: Government of Malawi  
Development Policy and Programme Frameworks**

<b>PROGRAMME FRAMEWORK/PLAN OF ACTION</b>	<b>DATE</b>
Agriculture and Livestock Development Strategies and Action Plan	1994
Water Resources Management Policy and Strategies	1994
National Environmental Action Plan	1994
National Population Policy and Plan of Action	1994/1997
National Plan of Action for the Survival, Protection, and Development of Children	1995
National Plan of Action in the Field of Human Rights	1995
National Youth Policy	1995
National Nutrition Plan of Action	1996/97
Malawi Platform for Action (for Women)	1997
Housing Policy (Draft)	1997
Defence Policy (Draft)	1997
NGO Policy and Law (Draft)	1997
Health Policy Framework	1997/98
Competition Policy Framework (Draft)	1997/98
National Integrated Trade and Industry Policy (Draft)	1997/98
Decentralization Policy	1998
Sanitation Policy (Draft)	1998
Land Policy (Draft)	1998
Education Policy and Investment Framework (Draft Outline)	1998
National HIV/AIDS Strategic Plan (Under Preparation)	1998/99
VISION 2020	1998
Policy Framework Paper	1996/98

Since 1996 the Government of Malawi also was engaged in the development of a Medium Term Expenditure Framework (MTEF). The MTEF process will result in an integrated budget for the 1998-2001 period and will combine-for the first time-both the Government's recurrent expenditures and planned development-related expenditures, mostly funded through external assistance. Such an integrated budget is expected to help the Government implement a budget based on sound and sustainable fiscal policy and explicit expenditure prioritisation focused on poverty alleviation. It is associated also with a programme of civil service reform aimed at improving the relevance and effectiveness of the public sector in tackling poverty. In recent years there have been notable increases in budget allocations to the social sectors.

The MTEF process and the intention to increasingly use Sector Investment Programming (SIP) and Sector-Wide Approaches (SWAP) to development planning, as well as the 20/20 Basic Social Services Initiative, are expected to assist the Government in the allocation of sufficient resources to priority activities and to ensure that budgetary resources are used effectively and efficiently and lead to agreed outcomes. In addition, these processes are expected to help the Government improve monitoring of expenditures, to better measure the performance of individual ministries in achieving pre-determined objectives, and also to contribute to improved aid coordination and management.

All these mechanisms were designed to ensure that public sector projects and programmes have a positive impact on poverty, yet overall they have not been established in an effective manner. The absence also of clear prioritization in the budget has meant that some programmes or reform efforts have had limited success so far. Also the country's limited human resource base, combined with poor utilisation of staff, has impeded the implementation of a number of national policy frameworks. Community participation also needs more support, in terms of both the empowerment process and the use of democratic structures in a decentralised system, in the identification of both assets and needs and of more self-reliant ways and means to address such needs, and in reconciling sector and community based approaches in meeting the needs of the poor.

**FIGURE 5: VISION 2020 - National Aspirations<sup>5</sup>**

<b>MALAWI VISION 2020 - ASPIRATIONS</b>
<b>MALAWI'S VISION STATEMENT:</b>  <i>By the Year 2020, Malawi as a God-fearing nation will be secure, ecologically balanced, democratically mature, self-reliant with equal opportunities for and active participation by all, having social services, vibrant cultural and religious values and being a technologically driven middle-income country, that serves as a model for Africa. The vision has nine components. These are:</i>
<b>GOVERNANCE</b> <ul style="list-style-type: none"><li>• Malawi will be a united, secure and democratically mature country. Malawians wish to see national harmony with socio-economic development spread to all parts of the country. Every Malawian will live in an environment where the safety of property and the person will be assured and where there will be protection of human rights and freedoms to internationally acceptable standards.</li><li>• The Government will operate in an environment of transparency, accountability and rule of law. There will be effective participation of all citizens in the governing of the country coupled with clear separation of powers between the three branches of government. The Government will operate according to the principle of merit in all public appointments.</li><li>• All Malawians will be fully aware of their rights and responsibilities. The country will be led by foresighted leaders within the confines of a constitution that reflects the true wishes, values and needs of the people. The country will achieve enhanced capabilities in political and strategic studies.</li></ul>
<b>COMPETITIVE ECONOMY</b> <ul style="list-style-type: none"><li>• Malawians aspire to have a diversified and middle income economy with a sustainable macroeconomic environment able to produce, competitively, goods and services for both the domestic and export markets.</li><li>• They wish to have developed agriculture, tourism and industrial activities (including manufacturing, construction and mining). In addition, the services sector including banking and financial services will have been developed.</li></ul>
<b>VIBRANT CULTURE</b> <ul style="list-style-type: none"><li>• The preservation of traditional aspects of Malawian culture that are conducive to national development is deemed crucial and important. Malawians wish to have a cultural identity with rich cultural heritage, dominated by respect for parents and elders, traditional chiefs, and</li></ul>

<sup>5</sup> Government of Malawi, VISION 2020 National Long-Term Perspective Study (Lilongwe: National Economic Council, Government of Malawi, March 1998).

cultural institutions for Malawian art, music, dance, language and literature, respectful dress and good moral behaviour.

- They also wish to reject the negative elements of traditional culture. Instead the population desires freedom from "servitude" and low self esteem and develop values that support socio-economic development, improved attitude towards one another, a competitive, innovative, and entrepreneurship spirit.
- The country will have developed a new, modern and scientific culture of equal opportunity and rights for all including men, women, children, persons with disabilities and responsible youth. There will also be a positive work ethic that emphasises quality service in employment and customer care. And as a God-fearing nation, spiritualism and religious values that provide an ethical and moral base for a vibrant culture will have been promoted.

#### **FOOD SECURITY AND NUTRITION**

- Malawians will have access to adequate and safe food by all members of the household at all times of the year. They will eat a wide variety of foods to meet nutritional requirements and will have good practices (storage, preparation and eating habits) to remain active and healthy.
- Policies and strategies on agricultural produce pricing and marketing, land tenure and labour employment will be conducive to increased agricultural production and incomes.

#### **SOCIAL AND ECONOMIC INFRASTRUCTURE**

- Malawians desire safe, efficient and affordable transportation services; including air, rail, water and road network in both rural and urban areas. Rural areas will be accessible.
- They also aspire to have safe, clean and sustainable forms of energy for household, agricultural and industrial use. More specifically, they wish to have access to electricity for lighting and other essential services.
- Housing, sanitation, disposal services and safe drinking water will be accessible to all Malawians. There will be clean cities and townships.
- Basic infrastructure for irrigation and dam construction will have been promoted as a gateway to economic development and Malawians will have access to improved telecommunications and information services.

#### **SOCIAL SECTOR DEVELOPMENT (POPULATION, HEALTH, EDUCATION)**

- Rapid population growth rates and high incidence of HIV/AIDS continue to exert pressure on the government's provision of social services. Malawians aspire to have reduced fertility and infant, child and maternal mortality rates and reduced incidence of the HIV/AIDS epidemic. There will be adequate highly skilled medical personnel. Hospitals and Dispensaries will be within easy reach and will have enough drugs and equipment.
- Malawi will have adequate and accessible high quality social services. People wish to see high literacy levels and a public sense of obligation to education, in general, and also to continuing education. Schools will be within easy reach, and there will be adequate and high quality educational materials and teaching staff.
- Malawians wish to retain professionals within the country and attract those who are abroad. They also wish to see effective and efficient utilisation of the available human resources. Merit will be emphasised in all appointments and recruitments. In all of the above, decisions will be made in a way that gives opportunities to all. including persons with disabilities.

#### **EQUITABLE DISTRIBUTION OF INCOME**

- Malawians aspire to have equal opportunities for all in all areas of socio-economic activities, including education, employment, and business opportunities. They aspire for reduced unemployment rates and promotion of small and medium-scale enterprises.
- Further, they would like to have more equitable and fair distribution of income. Essentially, they would like the income disparities between the rich and the poor, urban and rural, women and men, people with and without disabilities reduced.

#### **SCIENCE AND TECHNOLOGY**

- There will be improved science and technology education, training, popularisation and skills training; high levels of science and technology research and development including its commercialisation and increased transfer of appropriate - advanced technologies. In addition, there will be increased use of environmentally -sound technologies and effective science and technology.

#### **ENVIRONMENTAL MANAGEMENT AND SUSTAINABLE DEVELOPMENT**

- Malawians aspire to have their environment and natural resources managed and utilised in a sustainable manner. They aspire to see a reduction in land degradation and a halt to deforestation, adequate water resources, which will be free of pollutants and readily available for various uses.
- Further, they aspire to have a rich bio-diversity having balanced and conserved eco-systems and a sustainable human habitat development.

To begin the process of addressing these concerns in a comprehensive manner the Government of Malawi in 1996 initiated a process to articulate a long-term vision for the country. The VISION 2020 process featured a series of national and local consultations and was directed to the articulation of how different groups of Malawians see the future of their country. By articulating what Malawians would like to achieve, the VISION 2020 exercise will help improve development management by reaching consensus on a set of national development goals as well as the recommended policies and strategies for achieving such aspirations. The VISION 2020 process also captured the multi-sectoral nature of development by addressing its economic, social, cultural and political aspects. Figure 5, above, summarises the specific national aspirations agreed through the VISION 2020 process.

As of April 1998 the Government had embarked on interpreting the VISION 2020 aspirations into a strategic planning and policy analysis process. This was initiated through THRESHOLD 21, a development planning simulation model. The planning project will utilise a multi-variable simulation model that incorporates macroeconomic issues with social, resource, and environmental variables and considerations. The model will demonstrate the linkages and interrelationships among the country's various sectors. In addition to a decision-support tool for sustainable development, it was expected that the THRESHOLD 21 simulation model would assist the Government, elected officials, and representatives of Malawian civil society to better understand the process of development, the linkages between cause and effect, as well as the likely consequences of various decisions and developmental interventions. Thus, the THRESHOLD 21 model is expected to contribute to broad-based consensus on the part of both decision-makers and stakeholders in the choice of development policy options.

**Implications for UNDAF:**

The VISION 2020 document provides an evolving and comprehensive guide to help focus development partnerships in Malawi. The THRESHOLD 21 simulation model will be useful in refining the Analysis of Trends and Indicators and in guiding the identification of effective and appropriate development interventions. Both VISION 2020 and THRESHOLD 21 also will assist in monitoring the impact and effectiveness of UN support to Malawi, including with respect to conferences follow-up and the development of a rights-based approach to monitoring development impact.

United Nations participation in Government's MTEF exercise, as well as active involvement in the elaboration of sectoral policy and/or investment plans or frameworks will contribute to prioritization of the Government's many development objectives as well as necessary capacity development with respect to development planning. Improved prioritization will help Malawi's development partners to focus their development interventions to maximum effect, including a more systematic alignment of inputs to achieve common objectives.

Capacity development will be one of the primary means by which the United Nations System can assist the Government of Malawi in the achievement of its ambitious development agenda, and in particular the implementation of the numerous national policy and action plans and programmes.

The UN Development System should support the Government in further defining and delineating the incidence of poverty in Malawi, through the Poverty Monitoring system. UN support also should be directed at the elaboration of specific action plans for the eradication of poverty that feature implementable strategies and clearly defined operational targets.



#### **IV. MALAWI AND THE INTERNATIONAL CONFERENCE AGENDA**

Over the past several decades there have been a series of United Nations-sponsored conferences addressing important concerns of the international community. Taken together, these summits and conferences represent a remarkable achievement for the United Nations System as a whole. Through these conferences, the entire international community has come together to agree on shared values, on shared goals, and on strategies to achieve them. This effort shows one of the United Nations System's greatest strengths: the ability to move from consciousness-raising, to agenda-setting, to commitments by Member States, to follow-up on conference outcomes, and to effective assistance for the countries that need help in realizing their commitments. The various UN-sponsored conferences and summits are outlined in Figure 6, below.

**FIGURE 6: United Nations-Sponsored Conferences and Summits**

<b>CONFERENCE/SUMMIT</b>	<b>LOCATION</b>	<b>YEAR</b>
International Conference on Primary Health Care	Alma Ata	1978
World Conference on Education for All	Jomtien	1989
World Summit for Children	New York	1990
International Conference on Nutrition	Rome	1992
United Nations Conference on Environment and Development (UNCED)	Rio de Janeiro	1992
World Conference on Human Rights	Vienna	1993
International Conference on Population and Development (ICPD)	Cairo	1994
World Conference on Natural Disaster Reduction	Yokohama	1994
World Summit for Social Development (WSSD)	Copenhagen	1995
Fourth World Conference on Women (FWCW)	Beijing	1995
Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders	Cairo	1995
Ninth United Nations Conference on Trade and Development	Midrand	1996
Second United Nations Conference on Human Settlements (HABITAT II)	Istanbul	1996
World Food Summit (WFS)	Rome	1996

A UN System-wide action plan is providing coordinated assistance to countries in translating the outcomes of United Nations global conferences into concrete national policies and programmes. Although the United Nations recognizes that responsibility for follow-up action to the conferences, and the work to achieve the commitments made, rests with governments and various national and civil society institutions, the United Nations, through the Resident Coordinator System, was tasked with supporting such country-driven efforts. In particular "goal-oriented collaboration" was emphasized in order to maximize the application of the comparative advantages of the respective agencies and organizations of the UN System to act in concert at the country level.

In addition, it became clear that because of the overlapping and mutually reinforcing nature of the various declarations and programmes of action, the follow-up to each conference could not be pursued in isolation: "integrated and coherent implementation is essential both to avoid duplication and confusion and to promote effective action". In this regard, it was decided to utilize the conceptual framework developed at the 1995 World Summit on Social Development, specifically a global attack on poverty through:

- full employment and sustainable livelihoods;
- the advancement of women;
- the improvement of basic social services;
- environment and natural resources management; and
- an enabling environment for people-centred development, both nationally and internationally.

In particular, the 1995 World Summit for Social Development called upon all governments to "formulate or strengthen as a matter of urgency.... national policies and strategies geared to substantially reduce overall poverty in the shortest possible time, reducing inequality and eradicating absolute poverty by a target date to be specified by each country in its national context."

All United Nations efforts give special prominence to Africa, and to promote also a coordinated approach, the United Nations Special Initiative on Africa (UNSI) was launched in March 1996. The UNSIA is intended to identify priority areas for action, to mobilize political support to remove barriers to Africa's further development, to galvanize donor support for Africa-led development, and to provide improved modalities for implementation. The Special Initiative's cross-cutting themes reflect those of the international conferences by focusing on the creation of a conducive political and economic environment for development, investing in upcoming generations by expanding access to education, health, and sustainable employment; strengthening the capacity for governance; and addressing immediate survival issues, especially with reference to water and food security.

Malawi has participated actively in the various United Nations-sponsored conferences and summits, and is party to many of the international declarations, "plans of action" or other agreements that have emerged from these international meetings as well as to such international conventions as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) and the Convention on the Rights of the Child (CRC, 1991). As follow-up to the various conferences, and with assistance from United Nations agencies working in Malawi, the Government of Malawi has elaborated a number of national action plans (see Figure 4, above), for example in relation to the International Conference on Nutrition and the World Food Summit. The Government also has attempted monitoring of the implementation of such plans, notably with respect to the Mid-Decade Goals for Children.

Each of the thematic matrices in Annex 3 attempts to summarise progress in Malawi in respect of the implementation of follow-up to the conferences. Capacity problems, including limited staff and inadequate staff capabilities, insufficient data collection, and elaborate reporting procedures have, in many cases, compromised the Government's follow-up to the international conference agenda.

**Implications for UNDAF:**

The international conferences agenda provides great scope for advocacy and policy dialogue, for assistance in the determination of national targets as well as realistic timeframes, and for enhanced collaboration and coordination in the provision of development assistance.

Further UN assistance is required to assist the Government of Malawi to both undertake and to monitor and report on its follow-up to the international conferences agenda. With the elaboration of a rights-based approach to development, the United Nations System should give increased support to the Government in monitoring progress towards nationally-determined and nationally-agreed upon development goals and targets which reflect Malawi's international commitments.

Such increased support includes the following:

- Advocacy and support to ensure Government's ratification and implementation of various conventions, including those related to specific UN agency mandates, and including in the context of the 50<sup>th</sup> Anniversary of the Universal Declaration of Human Rights.
- Promotion of a rights-based approach to development, including support from the Office of the High Commissioner for Human Rights and capacities in other Funds and Programmes.
- Further promotion of the 20/20 Basic Social Services Initiative, including resource mobilization efforts.
- Use of sectoral investment programmes and sector-wide approaches to help prioritize and focus Government and development partner efforts.
- Implementation of key United Nations Special Initiative on Africa programmes, especially in support of education, health, population, water, food security, and information technology.

**Box 2**

**GENDER AND THE  
UNITED NATIONS SYSTEM IN MALAWI**

A United Nations Gender and Development Working Group (UNGAD) was formed in 1994, consisting of the Gender Focal Points (GFPs) from each UN Agency in Malawi, and chaired by UNICEF. The overall objective of the UNGAD has been to enhance the coordination, relevance, and effectiveness of UN agency support to gender in Malawi, as well as to work with other development partners to ensure that a gender perspective is integrated in all policies and programmes.

In 1995 the UNGAD helped the Government of Malawi to prepare for the Fourth World Conference on Women and also assisted in the post-conference dissemination of the Beijing Platform of Action through a series of district-based workshops. Such workshops led to the development of the Malawi Platform for Action that focuses on Poverty Alleviation and the Economic Empowerment of Women; the Girl Child; Violence Against Women; and Peace. In 1996 the Gender and Development Working Group formulated a UN Joint Gender Policy Statement. The statement addressed key issues relating to the empowerment and advancement of Malawian women. The statement also outlined basic principles for coordinated effort by United Nations agencies in support of gender equity and the advancement of women.

In 1997 a United Nations Gender Coordinating Unit was established in the Office of the United Nations Resident Coordinator. The Gender Coordinating Unit undertook a gender capacity and needs assessment study within the UN system in Malawi, which was used in the development of a three-year UN Joint Gender Workplan (1998 - 2001). The overall objective is to build capacity for implementing the UN Joint Gender Policy by consolidating, harmonizing, coordinating, and strengthening gender programming within UN agencies. The UN Joint Gender Workplan attempts to mainstream gender issues as well as develop gender specific projects or programmes. The advocacy and networking strategy is to demonstrate that gender responsiveness is essential if goals like poverty alleviation, food security, population growth reduction, good governance, empowerment, sustainable livelihoods, and HIV/AIDS control are to be achieved. Within the context of the Malawi UNDAF, the United Nations Joint Gender Workplan has identified the following strategic approaches:

Advocacy to promote:

- greater understanding of the concept of Gender as well as its implications;
- affirmative action for female education;
- political, social and economic empowerment of women; and
- elimination of violence against women and abuse of the girl-child.

Networking to promote:

- information sharing and the establishment of a gender disaggregated data base; and
- the establishment of a gender documentation resource centre.

Capacity Building to promote:

- training to enhance capacity in gender mainstreaming in programmes, gender sensitization and analysis, and resource mobilization.

Service Delivery to promote:

- targeted interventions for women and men; and
- specific gender-related projects/programmes.

## **V. SUMMARY OF LESSONS LEARNED FROM UNITED NATIONS DEVELOPMENT ASSISTANCE IN MALAWI**

The evaluation of performance of United Nations Funds and Programmes undertaken as part of the preparation of new cycle country programmes approved in 1997, as well as the participatory approach to stakeholder involvement in the formulation process itself, has yielded many valuable lessons for UN System cooperation in Malawi. Sources are listed in Annex 1.

The five areas of focus represent what are believed to be the most important lessons for the RCS in the context of the UNDAF exercise and which through internalization would strengthen considerably the effectiveness of the UN Funds and Programmes acting in concert. Although presented generically, this distillation represents the results of practical experience of operational activities in Malawi.

### **1. Decentralization**

Decentralization is a major area of government reform and provides the opportunity for communities and districts to express their aims and address their needs more self-reliantly.

The main lessons are:

- The United Nations should provide more support for capacity development at these levels and increase direct support for more effective decentralized delivery of services.
- Community mobilization and civic education should be supported to create checks and balances in the new decentralized environment.
- The need for the development of an appropriate overall framework for decentralization, including attention to fiscal issues as well as sequencing.
- Gender dimensions must be considered to ensure gender balance in local institutions.

### **2. Empowerment**

Since 1994 and encouraged by the new government, it is now realistic at all levels in the new democracy for different communities and organizations to effectively take charge of their own future. The government is developing an enabling environment for the growth of civil society organizations at all levels and in all sectors.

The main lessons are:

- The United Nations should take full advantage of these new opportunities in advocacy, policy and programming and implementation aspects of its operations.
- UN support should go beyond promoting participation to promoting empowerment of groups, communities and organizations.
- Sufficient time, resources and focus should be devoted to genuine empowerment processes, given the generally weak and inexperienced capacity in Malawi for such processes as well as in view of other community obligations.
- Particular attention should be given to gender and youth aspects of empowerment.

### **3. Capacity Development**

Capacity development is now recognised as a key factor in any development effort, and is especially important in Malawi because of the scope and depth of the policy changes since 1994 and the emergence of new structures, processes and institutions.

The main lessons are:

- Change management and process consultation should be adopted throughout the UN operations, to ensure ownership of reform in the public sector and civil society, and to bring a new facilitating and client focus to government's changing role in the development process.
- Capacity development should be mainstreamed in the design of all UN programmes, taking account of local culture, gender, and other factors. The need for prioritization of interventions and the need to ensure more realistic planning and programming of activities, given capacity constraints, is vital.
- A long term approach and commitment is essential to achieve impact in attacking basic capacity gaps, with appropriate benchmarks and evaluation processes to guide resource commitments and redesign of programmes.
- Teamwork and action oriented approaches should be used to ensure full and effective participation of national experts and consultants in all phases of programming processes and in order to enhance the sense of ownership and commitment to results.
- The impact of HIV/AIDS also should be mainstreamed, and human resources development policies and practices adjusted accordingly.

### **4. Advocacy**

The recently conducive democratic environment provides ever-widening opportunities and new avenues for advocacy work by the United Nations.

The main lessons are:

- Extend advocacy to multiple stakeholders to build political support for change.
- Extend advocacy from awareness raising to supporting behaviour change.
- Improve advocacy effectiveness by using demonstration projects, role models, and traditional and modern media techniques.
- Joint UN advocacy work around common priorities should be planned and organized for enhanced impact.
- Monitoring of progress against international goals and targets should be intensified for advocacy and capacity development purposes.

## **5. Resident Coordinator System**

Although operations of the Resident Coordinator system have expanded rapidly in Malawi in recent years, further capacities are needed to ensure effective implementation of UNDAF proposals.

The main lessons are:

- The need for a more effective collaborative mechanism between the government and the UN System.
- Lack of progress in harmonization of processes inhibits collaborative efforts at the country level.
- Staff implications of greater collaboration need to be taken more seriously, including in individual performance plans and in how their selection can contribute in strengthening the RCS.
- Extend the success of theme groups by moving to collaborative programming and coherence, including coordination with other partners.
- Enhance the effectiveness of theme groups by increasing access to professional support, as is now done for gender, HIV/AIDS, and human rights.
- Collaborative programming efforts should focus on cross-cutting issues such as gender, HIV/AIDS, technology, decentralization, capacity development, empowerment, and human rights.
- In strengthening capacity for national execution, especially in government and NGOs, our partners should be encouraged to assure transparency in accounting and proper utilization of all UN resources, especially vehicles.
- Improved internal communications and other common services within the UN community in Malawi should be pursued.

**Implications for UNDAF:**

Although many of the above-noted programmatic lessons learned have been incorporated in current agency programming in Malawi, there is a recognized need for strengthened capacities and more effective implementation. United Nations staff require further training in monitoring and evaluation techniques as well as with respect to empowerment and capacity development approaches, particularly community-based participatory approaches in a decentralized system.

Some progress has been made in harmonizing UN agency programming cycles. However, there is considerable scope for further harmonization of other administrative arrangements, including country programming procedures, budgets, and financial reporting. Although all agencies are committed to enhanced collaboration at all levels, there presently exist few agency and/or system-wide guidelines, mechanisms, or institutional structures to promote collaborative action, particularly at a project or programme level. These should be priority issues for system-wide action.

**Box 3**

**DECENTRALISED DEVELOPMENT:  
A GRASS-ROOTS ENGINE OF DEVELOPMENT**

A sustainable decentralised and democratic approach to development takes as its starting point not poverty, but the "wealth" of the poor - the knowledge, skills, resourcefulness and adaptive strategies that have enabled the poor to survive, even thrive, often against terrible odds. By helping to shift the perception that the poor are helpless victims of circumstance to a more positive perception that they are capable actors who can control their own destiny, a decentralised and sustainable approach to improving livelihoods empowers individuals and communities to take increased responsibility for their own development. The approach thus fosters self-confidence and self-reliance rather than apathy and dependence.

This approach utilizes a participatory planning methodology. In order to enhance a community's vision of its future, the programme helps villagers to formulate community plans for activities and projects that will strengthen their livelihoods in a sustainable and locally feasible manner. Through the programme villagers propose and plan activities that efficiently and effectively utilize their household and community resources to sustain the systems that support them. In addition to planning sustainable activities, community members are the key players in the implementation, monitoring and evaluation of such activities, thus building a positive momentum for empowerment.

Developed as a community-based and community-driven programme contributing directly to poverty eradication in Malawi, the decentralised approach is expected to serve as a framework for inter-agency collaboration in Malawi. In particular, district-based activities supported by UN agencies as well as other development partners can stimulate and/or complement community-based livelihood initiatives. For example, FAO, UNDP, UNICEF and WFP's food security and nutrition efforts, UNFPA, UNICEF and WHO'S reproductive health activities, UNICEF and UNCDF's rural water and sanitation programme, WFP's Food for Work schemes, and WHO and UNICEF's support of community-based health care all can reinforce activities undertaken through a sustainable and decentralised approach.



## **VI. FROM VISION TO REALITY: THE RESPONSE TO NATION PRIORITIES IN MALAWI - THE COMMON FRAMEWORK OF UNDAF**

This chapter summarises the major strategic thrusts for United Nations System collaboration with Malawi into the new millennium. In addition to presenting the strategic orientation for UN System support to Malawi, this concluding chapter also describes the resource and implementation parameters for UNDAF in Malawi, with suggestions as to how the UNDAF might be operationalized in the context of already approved agency programming.

### **1. VISION 2020 and Malawi's Development Path**

The UNDAF analysis in the previous chapters shows that the Malawian people suffer disproportionately in the many dimensions of human poverty and deprivation and are denied the opportunities and choices most basic to human development - to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, and self-esteem. The prominence of the Poverty Alleviation Programme and the more recent VISION 2020 clearly indicates that Malawi is determined to fight poverty in the spirit of the holistic, long-term and normative framework embodied in the international conference agenda. Nevertheless, Malawi faces severe capacity constraints, which impact upon the realization of the aspirations for the country's future.

From an orthodox economic perspective, Malawi's aspiration of increasing income levels to US\$ 1,000 per capita by 2020 is very optimistic. Achieving such income levels will require sustained real economic growth of more than 10.6 per cent per annum (given a per capita income in 1996 of only US\$ 180 and 3.2 percent population growth). This ambitious perspective is only realizable perhaps if bold and courageous policy reforms, both economic and social, acknowledge and take as their starting point Malawi's extremely uneven distribution of wealth, income and access to resources and opportunities, as well as inefficiencies resulting from poor incentives and the lack of participation by the majority of the population in determining their own development path. The enabling policy environment for people centred development has to find more effective ways of releasing the potential of the majority of the country's people.

In addition to firm implementation of such a reform agenda, capacity and resource constraints will necessitate careful prioritisation of publicly-funded activities and expenditures. As noted in the Vision 2020 document, "Malawi faces hard choices in trying to contain public expenditure while at the same time trying not to compromise the quality of services."

The Government of Malawi, through its VISION 2020 long-term planning exercise, has launched the country on an exciting as well as challenging development path. Although in its totality it may appear unfeasible to reach the ambitious goals established by VISION 2020, the VISION'S nine strategic challenges provide clear direction for the country's future. Indeed, the synergies created in attempting to respond to these challenges will be the engines for the country's further development. In order to do so it is clear that Malawi must tap resources that presently are unused or underutilized, particularly with respect to the country's human resources and how these are organized socially and economically to work together in achieving common goals.

## **2. UNDAF - Strategic Orientation of United Nations Support to Malawi**

The Malawi Constitution as well as VISION 2020 embody the right to development as a fundamental construct in Malawian society. The United Nations defines the right to development as the full observance of economic, social, cultural, civil, and political rights, and concludes that poverty is a human rights violation, and freedom from poverty is an integral and inalienable human right.

In Malawi, then, there is considerable congruence between national development objectives and the international conference agenda, in particular the focus on poverty eradication. The fundamental objective of UN System cooperation with Malawi therefore is to help eradicate poverty by creating the capacity to achieve the right to development for all Malawians and especially the most vulnerable.

United Nations System support to Malawi, as provided through approved Country Programmes, is targeted to the following main thematic areas, all key to the eradication of poverty:<sup>6</sup>

- Enabling Environment for People-Centered Development
- Full Employment and Sustainable Livelihoods
- Basic Social Services for AH
- Environment and Natural Resources Management
- Gender Empowerment and the Advancement of Women
- HIV/AIDS Prevention and Care

Figure 10 below, provides a breakdown of currently programmed UN financial assistance by agency and programme theme (including present expectations for resource mobilization, including donor cost-sharing).

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<sup>6</sup> The 1995 World Summit for Social Development identified the first five of these thematic areas. In the case of Malawi, HIV/AIDS has been added as a sixth key programme theme because of the impact of the HIV/AIDS pandemic on the country's further development.

The six programme themes provide the overall framework for United Nations System support to Malawi. As a result of this UNDAF exercise, however, these programme themes are complemented by three strategic areas of focus for collaboration, to enhance the effectiveness of UN system support for eradicating poverty:

- empowering women and men to determine their own development path;
- creating the capacity to design and implement national programmes to realize the various dimensions of the right to development; and
- establishing operational effectiveness in eradicating poverty, especially amongst the most vulnerable.

A conceptual framework for the Malawi UNDAF is provided as Figure 7, below.

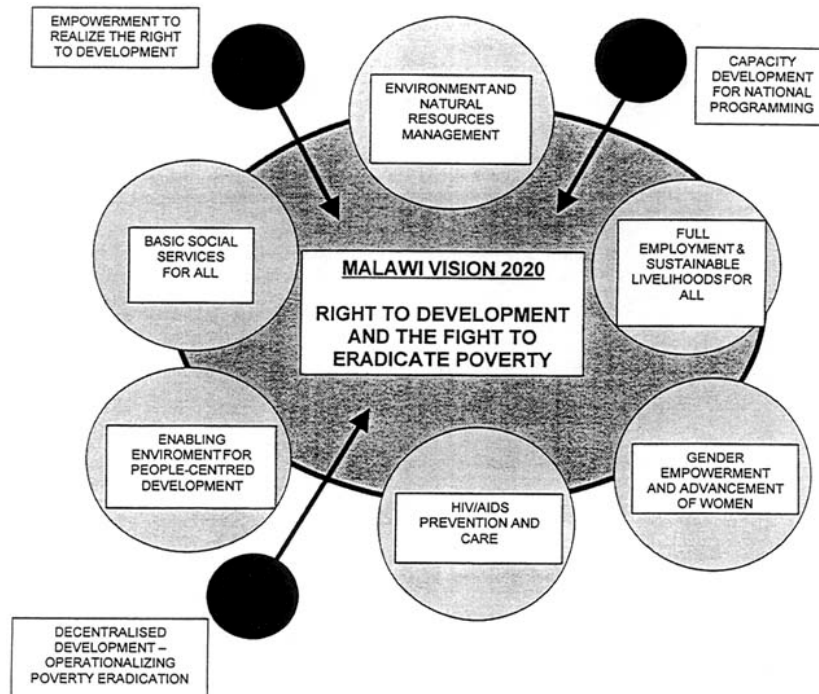
### **2.1 Empowerment To Realize The Right To Development**

A key focus of the Malawi UNDAF is the promotion of the right to development, by ensuring that development interventions are empowering for the beneficiaries, as primary determinants of their own future.

The dimensions of empowerment to be supported through the UN System include:

- Fulfilling national obligations stemming from international conventions and other instruments to which Malawi is or wishes to become a party through:
  - improved monitoring and reporting on follow-up to the conferences and conventions;
  - advocacy and support for policy and legal reform to incorporate international standards and the application of best practices related to a rights based approach; and
  - promotion of awareness of the relationship between and impact on development of demographic, environmental, social, and governance factors.
- Consolidation of human rights and democracy, through advocacy, direct support and capacity development in such areas as:
  - human rights institutions, focused on advocacy, and on action to support the more vulnerable (women and children, refugees, tenant workers and farmers, youth);
  - NGOs, including an appropriate enabling environment for civil society and support to indigenous NGOs;
  - Parliament (especially advocacy, legal reform, training and support to public debate), local government and traditional authority structures; and
  - social mobilization, including civic education, participatory development approaches at the community level, and policy dialogue at the national level.

**FIGURE 7: Towards VISION 2020:  
 United Nations Development Assistance Framework - Malawi**



- Promotion of women's affirmative action and gender mainstreaming. Particular emphasis will be put on literacy, reproductive health, and economic empowerment as enabling instruments for women's empowerment in decision-making.
- Breaking the silence over HIV/AIDS, and empowering Malawians, especially women, to confront the impact of the epidemic through:
  - the development of a National HIV/AIDS Strategic Plan; and
  - support to coping strategies such as home-based care, community-based care of AIDS orphans, and support to people living with HIV/AIDS (PLWHA).
  - Better addressing the needs of the country's youth, and encouraging the active involvement of Malawian youth in the development process.

## **2.2 Capacity Development for National Programming**

A second UNDAF strategic focus is mainstreaming all aspects of the right to development by creating the capacity at all levels to develop and sustain national programmes directed to poverty eradication. The dimensions of capacity development to be supported include:

- Strategic planning, policy analysis, and national programming to realize the VISION 2020, including at sector and thematic levels, supporting data collection and analysis, and research to illuminate new development options and opportunities. The 20/20 Initiative should be an immediate focus for undertaking such efforts in promoting basic social services, for example.
- Enhanced capacity for a renewed and more focused attack on poverty eradication, including a more operational definition, policy and targets, elaboration of more specific action plans, and building wide stakeholder support for implementation.
- National programme frameworks using sector wide approaches for enhanced impact and to facilitate national management and aid coordination capacities. Education, health and population, food security and nutrition, water, and governance are priority areas of focus, in line with UNSIA.
- Change management in the public sector to create a pro-people oriented civil service, through process consultation and action oriented planning; more focus on in-country and in-service training and education, with attention to sustaining existing capacities as well as prioritising main capacity gaps; and promotion of the use of Malawian and regional expertise (including through TOKTEN).

## **2.3 Decentralised Development - Operationalizing Poverty Eradication**

The third UNDAF strategic focus is more effective implementation of poverty eradication strategies through decentralised development and democratic structures and institutions. Such an approach empowers people in their communities by developing the capacity to harness all available resources and opportunities in an innovative and adaptive manner in order to provide an improved quality of life for all.

The main dimensions for realizing such an approach are:

- Promotion of empowering methodologies for community mobilization and action, in a decentralized and democratic district and area based planning and resource allocation system, including appropriate targeting mechanisms and criteria to reduce the most extreme and damaging disparities.
- Combine best practices in tackling poverty eradication, based on community assets, capacities and adaptive strategies, by promoting a common approach to sustainable food security and nutrition, literacy, reproductive health, basic social services and rural infrastructure, natural resource management, disaster mitigation, and income generation.

- Promotion of multi-track communications as an instrument for prioritizing poverty eradication at all levels in the decision making process, and for empowering people through open access to information and debate.
- Affirmative action to increase the role of women in decision making and mainstreaming their participation in the design and implementation of programmes.
- Priority to improving productivity by building on and improving indigenous and other suitable technologies.

### **3. Management of UNDAF: A New Partnership for Poverty Eradication**

Malawi's new Constitution and the new opportunities for society to flourish in many different ways, as well as the pervasiveness of poverty and its many facets, call for new and more effective ways of supporting development efforts in Malawi. At the international level the enormous challenges posed in trying to eradicate poverty in the face of reduced development resources have brought forth a new willingness to establish more effective partnerships in development cooperation.

Given that development assistance represents a large share of Malawi's public expenditures, constant and frank dialogue between Malawi and its external partners is required if Malawi is to secure adequate external support for its long-term development. It also must be recognized that there are high opportunity and transaction costs to the Government of Malawi in negotiating, managing, and implementing a wide variety of externally assisted programmes.

The United Nations System in Malawi has been successful in establishing an effective process of consultation and cooperation, on both substantive and managerial aspects of its operational activities. For historical reasons the RCS has played an important facilitating role for coordination within the donor community and with government and civil society in Malawi. Further strengthening of the RCS is underway to enhance its capacity to play this partnership role, and to assist government in strengthening its leadership role in development planning and aid management.

Promotion of such government - civil society - donor partnerships in priority sectors (by providing appropriate international linkages and standards for sector investment programming and similar efforts) is an important goal of UN system collaboration, through participation in the UNSIA in particular. The regular exchanges between various UN and donor thematic groups and participation in the government led SIP and MTEF processes are intended to systematize programme integration into national budgets and plans.

Some of the instruments to be deployed to enhance the effectiveness of the operations of the United Nations system in Malawi include:

- The programme approach: more support is required for government policy and programming leadership in priority sectors and thematic areas, in collaboration with all other partners; also in order to reduce management burdens on national institutions and encourage more effective aid coordination.
- National execution: is the normal mode for execution, with appropriate support and capacity building from agencies of the RCS. Programme implementation capacity will be mainstreamed within national institutions, using the support capacity being developed in the Ministry of Finance. Parallel management structures will be eliminated and more focus will be given to adequate budget and staff allocations to national programmes using national standards and systems.
- Theme groups: the present theme groups will continue as they already support important cross cutting UNDAF concerns. New groups to reflect the strategic thrusts of the UNDAF will cover poverty eradication and human rights. The main donor coordination groups also involve the RCS and the most active UN agency in each sector or theme is given leadership for the RCS and is responsible for sound coverage and adequate feedback to the country team. The overall aim is to increase government and other stakeholder participation in such mechanisms.

The current United Nations and donor theme group structures in Malawi are provided in Figures 8 and 9, below.

**FIGURE 8: United Nations Theme Groups - Malawi**

THEME GROUP	MEMBERSHIP	REMARKS
Disaster Management	WFP (lead agency), FAO, UNDP, UNFPA, UNHCR, UNICEF, WHO, Government, Malawi Red Cross	As no other collaborative mechanism exists for the disaster "sector", membership of the Disaster Management Theme Group includes the Government as well as the Malawi Red Cross and is expanded under Government leadership during particular crises.
Food Security and Nutrition	FAO (lead agency), UNDP, UNICEF, WFP	As of early 1998, the United Nations Food Security and Nutrition Theme Group was redesignated the rural development and food security (sustainable livelihoods) Working Group
Gender	UNICEF (lead agency), FAO, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, WFP, WHO, World Bank, United Nations Gender Coordinating Unit, Government, and other development partners	As no other collaborative mechanism exists for the gender and youth themes, these also include the Government and other development partners.
HIV/AIDS	WHO (lead agency), FAO, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, WFP, World Bank, Government, donors, NGOs	The HIV/AIDS Theme Group was specifically structured in 1997 to include representation from the Government, donors, NGOs, and other groups involved in HIV/AIDS-related activities.
Youth	UNFPA (lead agency), UNDP, UNESCO, UNICEF, Government, and other development partners	As no other collaborative mechanism exists for the gender and youth themes, these also include the Government and other development partners.
Poverty Eradication	UNDP, with all agencies	Will be established to reflect the strategic trust of UNDAF
Human Rights	UNHCR, with all agencies	Will be established to reflect the strategic trust of UNDAF

The basic principle of Government leadership of the cooperation between Malawi and the United Nations system will be reinforced through enhancing the capacity of the following processes:

- Government led individual Fund/Programme review meetings, with cross agency participation as required.
- A joint annual review at year-end, chaired by Government, for all UN Funds and Programmes, to monitor achievements in relation to UNDAF objectives and the contribution of all Funds and Programmes to Malawi's development targets, and to identify and manage common system issues.
- Joint mid-term review of United Nations System programming and UNDAF will take place in the last quarter of 1999, as already envisaged in the design of the individual country programmes.
- A joint Government/RCS steering committee will be constituted to oversee management of UNDAF processes and instruments.



#### **4. Capacity of the Resident Coordinator System**

The UN country team, led by the Resident Coordinator, is the main element of the RCS. It consists of the UN Heads of Agencies plus the UNDP Deputy Resident Representative, as well as any staff of the RC office or associated offices (presently the UNAIDS Country Programme Advisor, the Gender Unit Coordinator, a UNCHR Human Rights Programme Officer, and the Assistant to the Resident Coordinator). The UNDAF necessitates further strengthening of the RCS, and indeed provides a suitable framework for such a process. The main elements of the improved system are:

- Annual workplanning: the existing process will be enhanced by adding an UNDAF workplan for the period 1999 - 2000. Existing elements will be continued and include the joint annual review with government and other partners, the annual and mid-year workplan retreat, theme and management group workplans, monthly management meetings, and weekly information exchanges.
- Annual budget: this will show how the RCS is supported, and will reflect also support from individual agencies for specific activities in the workplan.
- Annual report: to make available to the public the results of the RCS activities, including UNDAF updates (including use of the Integrated Common Country Data System (ICCDs) in a refined and simplified version for monitoring the implementation of the Malawi UNDAF, particularly with respect to the monitoring of planned outputs of UN-supported activities).
- Capacity development for the RCS: both the gender and HIV/AIDS theme groups are implementing extensive training to build up the capacity of the UN System in these areas. This approach will be extended to the other themes. The programme management group should ensure that common approaches and capacities are established in all agencies in areas for harmonization such as empowerment, capacity development, programme approach, national execution, resource mobilization, and monitoring and evaluation.
- Common services: the main areas for development to support the UNDAF are common communications facilities via the Internet, a common information and resource centre, and regular operations management and coordination meetings (priority is currently given to security, medical and housing issues). Although government has deeded land for common premises, a "United Nations House" remains unlikely due to financial constraints.

**FIGURE 9: Donor Theme/Sectoral Working Groups - Malawi**

<b>DONOR THEME/SECTORAL WORKING GROUP</b>	<b>LEAD AGENCY (+ BACKUP)</b>
Donor Coordination Group (Heads of Mission)	UN Resident Coordinator (World Bank)
Agriculture/Food Security	USAID (European Community/World Bank)
Economic Management	World Bank (UNDP)
Drug Control (Dublin Group)	UNDP ( <i>ad interim</i> )
Education	Government (USAID)
Enterprise Development and Private Sector Development	UNDP
Environment	USAID (UNDP)
Governance	UNDP (EC/BHC-UK)
Health and population	USAID (UNFPA/BHC-UK)
Non-Governmental Organizations	UNDP (USAID)
Poverty Reduction	World Bank (UNDP)
Transport	European Community (World Bank)
Water	World Bank (UNICEF)

### 5. Programme resources framework.

Since independence in 1964, United Nations agencies, the Bretton Woods institutions, and other development partners have helped Malawi address its development challenges. In 1997 Official Development Assistance (ODA) covered some 30 per cent of Malawi's public expenditures and some 80 per cent of the country's development budget. Although recent net ODA disbursements to Malawi have averaged some US\$ 450 million per year, a global declining trend in ODA has resulted in reduced aid flows to Malawi. Thus, at the May 1997 meeting of the Malawi Consultative Group (CG), international donors pledged a total of US\$ 899 million for the 1997-99 period (US\$ 319 million for 1997, US\$ 346 million for 1998, and US\$ 234 million for 1999).

According to the Malawi Development Cooperation Report, the UN System accounts for up to 45 per cent of ODA. During the period 1990-94 World Bank disbursements represented some 57 per cent of all UN System assistance to Malawi. The total share of multilateral assistance since has declined as a result of increased bilateral development assistance to Malawi following the country's democratic transition.

Resource mobilization will continue to be supported through the Consultative Group (CG) mechanism. More support is needed to improve the regularity and focus of local consultations. In priority areas and based on national frameworks, the Resident Coordinator system should support Government in mobilizing resources, including through the organization of round table meetings. Such efforts will leverage to the full the contribution of the UN in priority areas, as well as provide opportunities for cost-sharing. Innovations should be attempted in raising contributions to national development from the private sector (working for example through IMPACT in Malawi) and NGOs and communities.

The allocation of resources available to the UN system is reflected in the attached table. The flows available from the World Bank are listed slightly separately. For the UN Funds and Programmes the allocations are also shown in percentage reflecting the overall allocations amongst the six themes. Further detail is provided in annex 3, broken down into 16 matrixes, and including also reference to the work of other donors.

**Box 4**

**UNAIDS IN MALAWI:  
A BEST PRACTICE FOR THE RESIDENT COORDINATOR SYSTEM**

The Theme Group on HIV/AIDS, composed of the United Nations Heads of Agencies, was established by the Resident Coordinator in May 1995 to coordinate and strengthen UN system support to the national response to HIV/AIDS. An inter-agency Technical Working Group on HIV/AIDS is responsible for the day-to-day operation of the Theme Group. Initially comprised of the HIV/AIDS focal points of the agencies and the programme manager of the National AIDS Programme (NAP), in March 1998 the Working Group was expanded to include donors, NGOs and organizations of people living with HIV and AIDS, thereby facilitating increased coordination of partners working on HIV/AIDS by the NAP. The UNAIDS Country Programme Adviser (CPA) serves as Secretary of both the Theme Group and the Technical Working Group.

Common ownership of the Theme Group is demonstrated by the willingness of the agencies to meet the operating costs of the Theme Group as well as the local costs of the office of the UNAIDS CPA. It is proposed that by the end of the 1998/99 biennium all of the Theme Group's operational costs will be met by the agencies.

Structural location of UNAIDS within the office of the Resident Coordinator has greatly enhanced the resident coordination function. The Resident Coordinator is ultimately responsible and accountable for the operation of the HIV/AIDS Theme Group, particularly with respect to policy discussions. Chairmanship of the Theme Group rotates on a yearly basis among co-sponsoring agencies in order to facilitate ownership by all member agencies (the Chair currently is the WHO Representative). The physical placement of the CPA in the National AIDS Secretariat facilitates brokerage of the UN agencies with the national programme and more appropriate direct technical support by the CPA to the national response.

There has been added value in UNAIDS facilitating the contribution of the UN agencies to the national response:

- • UNAIDS has provided a common UN identity on HIV/AIDS and has facilitated increased joint funding and activities in the areas of advocacy, programme planning and review, research, and training.
- • The UNAIDS framework also has resulted in increased donor funding. For example, UNICEF's expanded HIV/AIDS programme using an integrated approach was funded by the Netherlands Government within the context of UNAIDS.
- • UNAIDS focus on mainstreaming of HIV/AIDS into existing UN system programming has generated ideas on where and how mainstreaming can take place in the ongoing programmes of UN agencies.
- • Through mainstreaming of HIV/AIDS, institutional counter-parts and project/programme target groups and beneficiaries have been introduced to HIV/AIDS issues, thus expanding the national response.
- • UNAIDS is able to use its limited programme development funds as catalytic seed money for joint activities among the agencies as well as to leverage additional resources from other donor partners.
- • The UNAIDS and Theme Group mechanisms have served to support and facilitate a national strategic planning process as well as to assist the National AIDS Programme in the development of project proposals.

**FIGURE 10: United Nations Resident Agencies in Malawi - Programme Budgets 1997 - 2001<sup>7</sup> (US\$ 000)**

PROGRAMME SECTOR/THEME	FAO <sup>8</sup>	UNAIDS 1997-98	UNCDF	UNDP	UNFPA	UNHCR 1997-99	UNICEF	WFP	WHO 1998-99	TOTAL	%	WORLD BANK <sup>9</sup>	GRAND TOTAL
<b>ENABLING ENVIRONMENT FOR PEOPLE CENTRED DEVELOPMENT</b>	410		14,483	53,134	727		15,459		646	84,859	41.3		
Macro-policy Management	331			16,970	727		9,535		626	28,189	13.7		
Science and Technology	79			598					20	697	0.3		
Human Rights							3,315			3,315	1.6		
Good Governance				2,309						2,309	1.1		
People's Participation in Development			14,483	33,257			2,609			50,349	24.5		
<b>BASIC SOCIAL SERVICES FOR ALL</b>			1,455	918	12,616		37,935		1,002	53,926	26.2		
Health and Family Welfare				876	1,362		16,932		822	19,992	9.7		
Basic Education				42			4,955		50	5,047	2.5		
Population and Reproductive Health							4,698		130	17,082	8.3		
Safe Water and Sanitation			1,455				11,350			12,805	6.2		
<b>FULL EMPLOYMENT AND SUSTAINABLE LIVELIHOODS</b>	2,786		4,675	11,018		2,635	2,244	35,931	74	59,363	28.9		
Employment Creation and Income			4,031	5,589						9,620	4.7		
Private Sector Development			384							384	0.2		
Food Security and Nutrition	2,786		260	5,429			2,244	35,931	30	46,680	22.7		
Relief/Disaster Mitigation						2,635			44	2,679	1.3		
<b>GENDER: EMPOWERMENT AND THE ADVANCEMENT OF WOMEN<sup>10</sup></b>				1,286	658			51		1,995	1.0		
<b>ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT</b>	486			2,176						2,662	1.3		
<b>HIV/AIDS<sup>10</sup></b>		475		1,270					80	1,825	0.9		
<b>TOTAL</b>	<b>3,682</b>	<b>475</b>	<b>20,613</b>	<b>69,802</b>	<b>15,001</b>	<b>2,635</b>	<b>55,638</b>	<b>35,982</b>	<b>1,802</b>	<b>205,630</b>	<b>100.0</b>	<b>483,000</b>	<b>688,630</b>
<b>RESOURCE GAP</b>	0	0	0	33,389	0	0	7,638	0	0	41,027	20.0	0	41,027

<sup>7</sup> Indicates the broad order of resources that the various agencies can mobilize classified by theme based on sector classification of projects and programmes. The budgets include regular agency programming and supplementary budgets (e.g. donor cost-sharing) but exclusive of emergency funding or other special projects. Unless otherwise noted, funding is for the 1997 - 2001 programming period.

<sup>8</sup> Includes approved projects only.

<sup>9</sup> Based on a base case lending scenario according to the World Bank's Country Assistance Strategy. The World Bank did not take part in the development of the project data base. Thus, a break down of the base case lending scenario does not exist in a manner consistent with above thematic break down.

<sup>10</sup> Indicates only resources for discrete HIV/AIDS and Gender projects. Excludes resources resulting from the mainstreaming of HIV/AIDS and Gender into all UN system projects and programmes.

**UNITED NATIONS  
DEVELOPMENT ASSISTANCE FRAMEWORK**

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**ANNEXES**

**MALAWI  
OCTOBER 1998**

**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK  
(UNDAF)  
MALAWI**

**ANNEX 1**

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**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK  
(UNDAF)**

**MALAWI**

**ANNEX 2**

**UNDAF BASELINE INDICATORS**

**ANNEX 2**

**MALAWI UNDAF BASELINE INDICATORS**

	<b>Indicators</b>	<b>Definition</b>	<b>Total</b>	<b>Female</b>	<b>Male</b>	<b>Year</b>	<b>Source</b>
<b>POPULATION</b>							
1	Total population size	1,000s	11,243.40	5,730.60	5512.8	1998	NSO
2	Total population: 0-14	1,000s	5,155.80	2,573.70	2582.1	1998	NSO
3	Total population: 15 - 64	1,000s	5,743.20	2,950.30	2789.9	1998	NSO
4	Total population: 65+	1,000s	344.40	206.60	137.8	1998	NSO
5	Age dependency ratio	Ratio of population under age 15 and above age 65 to those aged 15 to 64	1.04	1.06	1.03	1998	NSO
6	Urban population	As percent of total population	13.3			1995	NSO
7	Total fertility rate	Average number of children that would be born alive to a woman during her lifetime. 11 she wear to bear children at each age In accordance with prevailing age-specific fertility rates		6.7		1992	MDHS
8	Crude birth rate	Number of births per 1,000 population	42.9			1992	MDHS
9	Crude death rate	Number of deaths per 1,000 population	21.0			1992	MDHS
10	Life expectancy at birth	Number of years a newborn infant would live if prevailing patterns of mortality at the time of its birth were to stay the same throughout its life	51.7/41.1	52.4/41.5	51.0/40.6	1997/1994	NSO / UN Population Division
11	Population growth rate	Annual growth in percentage (five-year average)	3.2			1992-97	NSO
12	Rural population growth rate	Annual growth in percentage (five-year average)	2.5			1992-97	NSO
13	Urban population growth rate	Annual growth in percentage (five-year average)	5.6			1992-97	NSO
14	Population density	Population per square kilometer of arable land	200			1995	NSO
<b>MORTALITY</b>							
15	Infant mortality rate	Number of deaths of infants under one	134			1992	MDHS

		year of age per 1,000 live births					
16	Under-five mortality rate	Number of deaths of infants under five years of age per 1,000 live births	234			1992	MDHS
17	Maternal mortality rate	Number of deaths of women from pregnancy-related causes per 100,000 live births		620		1992	MDHS
<b>HEALTH</b>							
18	Access to basic health care	Proportion of the population with access to basic health care within a distance of 8 km	80			1988	WHO
19	Population per doctor		45,737			1993	MG BHS
20	Population per nurse		1,800			1993	MG BHS
21	Population per bed		700			1995	MG BHS
22	Contraceptive prevalence rate	Percentage of women aged 15 - 49 using a modern method of contraception	14.0			1996	MKAPHS
23	Condom use	Percentage of sexual active population cohort using condom		3	6	1996	MKAPHS
24	HIV adult prevalence rate	Estimated percentage of adult population (15 - 49) infected by HIV	13.3			1997	National Aids Secretariat
25	HIV children prevalence rate	Estimated percentage of children population (0 - 14) infected by HIV	1.4			1997	National Aids Secretariat
26	Proportion of births attended by appropriately trained health personnel incl. TBA	Percentage of births attended by physicians, nurses, midwives, trained primary health workers and traditional birth attendants		72.8		1992	MDHS

	Indicators	Definition	Total	Female	Male	Year	Source
27	Vaccine coverage	Percentage of children between 12-23 months who are fully vaccinated (i.e. received BCG, measles and three doses of DPT and polio)	81.8			1992	MDHS
28	Percentage of GDP spent on health	Health expenditure as percentage of GDP	2.3			1991-95	WB
<b>EDUCATION</b>							
29	Adult literacy rate	Percentage of population 15 years and above able to read and write a short, simple statement about his/her everyday life	56.0	40.4	71.7	1994	UNESCO
30	Gross primary enrolment rate	Pupils In standards 1 - 8 as percentage of 6 - 13 year-olds	134.00			1995	Ministry of Education
31	Net primary enrollment ratio	6 -13 year-old pupils In standards 1 - 8 as percentage of 6 - 13 year-olds	83.10	82.70	84	1995	Ministry of Education
32	Drop-out rate	Drop-outs as percentage of pupils in standards 1 - 8		29	25.2	1995	Ministry of Education
33	Percent reaching standard 5	Percentage of pupils starting primary school reaching standard 5	71.00	73	68	1989-1993	WB
34	Pupil teacher ratio	Average number of primary school pupils per primary school teachers	62.50			1995	Ministry of Education
35	Pupil classroom ratio	Average number of primary school pupils per primary school classrooms	134.53			1995	Ministry of Education
36	Percentage of GDP spent on education	Education expenditure as percentage of GDP	2.50			1995	Ministry of Education
<b>HABITAT AND INFRASTRUCTURE</b>							
37	Population with access to safe water	Percentage of the population with reasonable access to safe water supply, including treated surface	37			1993-95	WHO

		waters or untreated, but uncontaminated water					
38	Rural population with access to safe water	Percentage of the rural population with reasonable access to safe water supply, including treated surface waters or untreated, but uncontaminated water	32			1993-95	WHO
39	Coverage of sanitation	Percentage of the population with access to sanitation facilities	63			1993-95	WHO
40	Rural coverage of sanitation	Percentage of the rural population with access to sanitation facilities	68			1993-95	WHO
41	Urban coverage of sanitation	Percentage of the urban population with access to sanitation facilities	82			1993-95	WHO
<b>POVERTY, INCOME AND EMPLOYMENT</b>							
42	Human Development Index (HDI)	Composite indicator of life expectancy, educational attainment and income per capita	0.32			1994	HDR
43	HDI rank	HDI (ranking among 175 countries)	161			1994	HDR
44	Gender-related Development Index (GDI)	Composite indicator of life expectancy, educational attainment and income per capita adjusted by disparities in achievement between women and men	0.31			1994	HDR
45	GDI rank	GDI (ranking among 146 countries)	135			1994	HDR
46	Gender Empowerment Measure (GEM)	Composite indicator of womens' economic and political participation and decision-making power, and income power	0.26				HDR
47	GEM rank	GEM (ranking among 94 countries)	80				HDR

	Indicators	Definition	Total	Female	Male	Year	Source
48	Human Poverty Index (HPI)	Composite indicator measuring deprivation in three essential elements of (human life: vulnerability to death at a relatively early age; exclusion from the world of reading and communication; exclusion from a decent living standard	45.8				HDR
49	HPI rank	HPI (ranking among 78 countries)	60				HDR
50	GNP per capita	Annual per capita Gross National Product In US\$	180			1996	WB
51	GNP per capita (PPP\$)	Annual per capita Gross National Product In Purchasing Power Parity \$	694			1994	HDR
52	GDP growth rate	Average annual percentage GDP growth rate in 1987 MK during last 10 years	1.9			1996	WB
53	Expenditure inequality	Gini coefficient of inequality in consumption expenditure	0.62			1990-91	HESSEA
54	Poverty prevalence among rural population	Percentage of rural population below a US\$ 40 adult equivalent poverty line	60			1990-91	HESSEA
55	Poverty prevalence among urban population	Percentage of urban population below a US\$ 40 adult equivalent poverty line	65			1990-91	HESSEA
56	Proportion of smallholders below US\$ 40 line	Percentage of smallholders below a US\$ 40 adult equivalent poverty line (MK 171 at 1992-93 prices)	54			1992-93	NSSA
57	Proportion of smallholders below basic needs line	Percentage of smallholders below an adult basic needs line (MK 151 at 1992-93 prices)	43			1992-93	NSSA
58	Proportion of smallholders below calorie needs line	Percentage of smallholders below an adult equivalent calorie needs line (MK 98 at 1992-93 prices)	30			1992-93	NSSA
59	Percentage of the labour force engaged	Percentage of the economically active engaged in farming, animal husbandry,	87			1990	WB

	in agriculture	hunting, forestry, and fishing					
60	Percentage of the labour force engaged in Industry	Percentage of the economically active engaged In mining and quarrying, manufacturing, construction and public works, electricity, water and gas	5			1990	WB
61	Percentage of the labour force engaged in services	Percentage of the economically active engaged In service (all other branches of activity not covered by agriculture and industry)	15			1990	WB
62	Percentage of the labour force unpaid family worker	Percentage of family members - male and female - that participate in the labour force without receiving compensation for their services	77.6	47.5	30.1		WB
63	Children under 14 working In the labour force	Percentage of children between the ages of 10 -14 that participate In the labour force	35.2			1995	WB
<b>FOOD SECURITY AND NUTRITION</b>							
64	Percentage of smallholders which run out of food	Percentage of smallholder households which run out of staple food during August - September	53			1994	NSSA
65	Percentage of smallholders unable to buy adequate food	Percentage of smallholder households unable to buy adequate food during August - September	82			1994	NSSA
66	Percentage of smallholders food insecure	Percentage of smallholder households with inadequate access to the basic staple food It needs at any given lime during August - September	39			1994	NSSA

	Indicators	Definition	Total	Female	Male	Year	Source
67	Percentage smallholder children below 5 years of age underweight	Percentage of smallholder children below 5 years of age whose weight-for-age is below minus two standard deviation from the mean of the cohort during August - September	58			1994	NSSA
68	Percentage smallholder children below 5 years of age stunted	Percentage of smallholder children below 5 years of age whose height-for-age is below minus two standard deviation from the mean of the cohort during August - September	32			1994	NSSA
69	Percentage smallholder children below 5 years of age at risk of wasting	Percentage of smallholder children below 5 years of age whose weight-for-height is below minus two standard deviation from the mean of the cohort during August - September	4			1994	NSSA
70	Percentage smallholder adult females undernourished	Percentage smallholder adult females at risk of Chronic Energy Deficiency during August - September		10		1994	NSSA
<b>ENVIRONMENTAL SUSTAINABILITY</b>							
71	Land area	1,000s hectares	9,408			1993	WB
72	Crop land	1,000s hectares	1,697			1993	WB
73	Permanent pasture	1,000s hectares	1,840			1993	WB
74	Forest and woodland	1,000s hectares	3,700			1993	WB
75	Other land	1,000s hectares	2,171			1993	WB
76	Irrigated land	1,000s hectares	28			1993	WB
77	Annual rate of deforestation	In percent	3.5				



78	Estimated annual change in total forest land	Estimated annual change in total hectares of forest land assuming an annual deforestation of 3.5% in 1,000 hectares	129				EAD
79	Soil erosion rate	MT/HA/Year	13-20				
80	Protected area as percent of land area	Forest reserves, national parks and wildlife reserves as percentage of land area	19			1997	PLUS
81	Household energy from fuelwood	Percentage of household energy derived from fuelwood	89			1990	HDR
<b>GOVERNANCE</b>							
83	Percentage of registered voters who voted in the last national elections	Number of voters as percent of number of registered voters	79.60			1994	Electoral Commission
84	Combined education and health expenditure as percent of GDP	Central government expenditure on education and health affairs and services as percentage of GDP at factor cost	7.9			1996	NEC
85	Defence expenditures as % of combined education and health expenditures	Central government expenditure on defence affairs as percentage of central government expenditure on education and health affairs and services	15.2			1996	NEC
86	Number of radios per 1,000		226			1994	HDR

	Indicators	Definition	Total	Female	Male	Year	Source
87	Main telephone lines per 100 people		0.3			1994	HDR
<b>GENDER INEQUALITY</b>							
88	Percentage of girls enrolled in primary education	Percentage of girls enrolled in standard 1 - 8 as percentage of total		37		1995	Ministry of Education
89	Percentage of elected seats in Parliament held by women			6		1997	HDR
90	Percentage of administrators and managers positions held by women	According to the International Standard Classification of Occupations		5		1990	HDR
91	Percentage of professional and technical positions held by	According to the International Standard Classification of Occupations		35		1990	HDR
92	Percentage of ministerial level positions in Government held by women			5		1995	HDR
93	Percentage of sub-ministerial level positions in Government held by women			7		1995	HDR

**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK  
(UNDAF)**

**MALAWI**

**ANNEX 3**

**MATRICES OF UNITED NATIONS AGENCY PROGRAMMES IN  
MALAWI**

## I. FULL EMPLOYMENT AND SUSTAINABLE LIVELIHOODS

### Employment Creation and Income Generation

#### National Objectives

To raise productivity and promote programmes aimed at sustainable poverty reduction and employment generation (Vision 2020).

#### Relation to United Nations Conferences

- WSSD
- UNCTAD
- Micro Finance Summit
- World Food Summit

#### Global Goals

Promotion of full and adequately paid employment, increased productivity, and balanced work and family responsibilities.

#### National Achievements

- Employment creation and income generation incorporated in the Policy Framework for Poverty Alleviation Programme
- Liberalization of economy and derestriction of informal sector
- Micro projects (MASAF, Development Funds) promoted along with labour intensive public works
- Establishment of several income generating activities, credit and advisory services
- Establishment of income generating programmes for people with disabilities, women and youth

#### Gaps/Constraints

- Lack of clear appropriate technology policy and proper investment framework
- Lack of diversification of the economy and low productivity
- Weak employment policy and legislation (concerning tenants, child labour, estate workers, etc.)
- Scarce entrepreneurship skills and skilled and trained labour force
- Lack of integration between the informal and formal sectors

#### Significant United Nations Supported Activities/United Nations Comparative Advantage

- Strengthening of the enabling environment for employment creation and small and micro enterprise development (with respect to policy and strategic analysis, programming and management, training and marketing, micro-financing, and technological services (UNDP/UNCDF/WB)).
- Food for work development schemes (WFP/UNCDF).
- Empowerment of women (UNDP/UNICEF/WFP/UNFPA)
- Development of employment policy (ILO/UNDP)
- Development of non-formal skills training for youth (UNICEF)
- Micro finance initiatives (WB, UNDP and UNCDF)
- Development of small enterprise (UNDP/ILO/UNIDO/UNCTAD)

#### UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 9.6 million (4.7% of total resources)

<b>Employment Creation and Income Generation (continued)</b>									
<u>UN Resident Agencies in Malawi - Programme Focus 1997 - 2001</u>									
<i>(Note: primary focus: X; secondary focus: O; tertiary focus: +)</i>									
	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy			+	O					
Capacity Building			O	X					
Service Delivery			x	+			X	X	

<b>I. FULL EMPLOYMENT AND SUSTAINABLE LIVELIHOODS</b>	
<b>Private Sector Development</b>	
<u>National Objectives</u>	
<p>To ensure that the poor get involved in and are linked to the formal sector growth and widen the coverage of poverty reduction activities through the involvement of the private sector in partnerships with Government, donors, NGOs and civil society (Policy Framework for Poverty Alleviation Programme).</p>	
<u>Relation to United Nations Conferences</u>	<u>Global Goals</u>
<ul style="list-style-type: none"> <li>▪ UNCTAD</li> <li>▪ World Social Summit for Development</li> </ul>	<p>To promote globalization and development so as to provide the necessary means for economic development and sustainable livelihoods.</p>
<u>National Achievements</u>	
<ul style="list-style-type: none"> <li>▪ Liberalization of economy</li> <li>▪ Establishment of Export Processing Zones</li> <li>▪ Creation of umbrella body (IMPACT) for facilitating involvement of private sector into national development issues</li> <li>▪ Competition Policy</li> <li>▪ Trade &amp; Industry Policy</li> <li>▪ Establishment of Stock Exchange</li> <li>▪ Privatization of public enterprises</li> <li>▪ Establishment of the Malawi Investment Promotion Agency (MIPA)</li> <li>▪ Establishment of supportive infrastructure for enterprise development and preparation of policies to enhance enabling environment for enterprise development and private sector development.</li> <li>▪ Development of trade unionism</li> </ul>	
<u>Gaps/Constraints</u>	
<ul style="list-style-type: none"> <li>▪ Lack of overall conducive environment (infrastructure, banking, restrictive TEP policy, inflation, unstable economic performance)</li> <li>▪ Poor savings rate</li> <li>▪ Lack of linkages between formal and informal sectors</li> <li>▪ Shortage of managerial skills and skilled labour</li> </ul>	
<u>Significant United Nations Supported Activities/United Nations Comparative Advantage</u>	
<ul style="list-style-type: none"> <li>▪ Business Council, Competition Commission (UNDP/UNIDO)</li> <li>▪ SSI Policy (UNDP/UNIDO)</li> <li>▪ Development of trade and industrial policy (UNDP/UNIDO)</li> <li>▪ Support for the construction and transport sectors (WB/UNDP)</li> <li>▪ Civil Aviation structure (UNDP/ICAO)</li> <li>▪ Support for privatization and development of commercial and industrial infrastructure (WB)</li> <li>▪ Private Sector Guide (UNDP)</li> <li>▪ Private sector development assistance (UNDP)</li> <li>▪ Entrepreneurship and skills training (UNDP/ILO)</li> <li>▪ Development of trade unionism (ILO)</li> </ul>	

**Private Sector Development (continued)**

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 0.4 million (0.2% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				O					
Capacity Building				X					
Service Delivery				+					

<b>I. FULL EMPLOYMENT AND SUSTAINABLE LIVELIHOODS</b>	
<b>Food Security and Nutrition</b>	
<u>National Objectives</u>	
To ensure that all households have access to adequate and safe food at all times of the year needed for active healthy life for all (Vision 2020).	
<u>Relation to United Nations Conferences</u>	<u>Global Goals</u>
<ul style="list-style-type: none"> <li>▪ World Food Summit</li> <li>▪ World Summit for Children</li> <li>▪ World Social Summit for Development</li> </ul>	To ensure availability of adequate, safe and nutritious food for active life for all
<u>National Achievements</u>	
<ul style="list-style-type: none"> <li>▪ Development of a nutrition policy and action plan</li> <li>▪ Incorporation of food security and nutrition in the Policy Framework for Poverty Alleviation Programme</li> <li>▪ Development of an Agriculture Strategy</li> <li>▪ Development of an Irrigation Sector Plan</li> <li>▪ Formulation of a Livestock Policy</li> <li>▪ Market Liberalization (particularly in production and marketing of crops)</li> <li>▪ Formulation of Iodine Policy to deal with acute iodine deficiency</li> <li>▪ A national programme on Vitamin A to address vitamin A deficiency</li> </ul>	
<u>Gaps/Constraints</u>	
<ul style="list-style-type: none"> <li>▪ Key policies and action plans not implemented</li> <li>▪ Fragmented agricultural and nutrition action plans</li> <li>▪ Poor rural infrastructure for supporting food production and marketing</li> <li>▪ Slow diversification of the economy and over-emphasis on maize (lack of strategic diversification plan)</li> <li>▪ Soil fertility decline</li> <li>▪ Vulnerable groups not sufficiently empowered</li> <li>▪ Structure at district/community level ineffective</li> <li>▪ Lack of coordination of key food security and nutrition institutions both at national and district levels.</li> <li>▪ Lack of access to data (NSSA)</li> <li>▪ Limited appropriate technology for development of food production and processing</li> <li>▪ Weak support services (on-farm research, technology adaptation, food processing, advice, etc.)</li> <li>▪ Limited access to agricultural production inputs and markets</li> </ul>	
<u>Significant United Nations Supported Activities/United Nations Comparative Advantage</u>	
<ul style="list-style-type: none"> <li>▪ Development of a national framework to address food insecurity and participatory methods for developing interventions (including enterprise development and employment creation) at the community and district levels (FAO/UNDP)</li> <li>▪ Support to diversification of food production and education in nutrition (UNICEF)</li> <li>▪ Vulnerable group feeding (WFP)</li> <li>▪ Development of land policy and land use plans (FAO/UNDP/WB)</li> </ul>	



**Food Security and Nutrition (continued)**

UN Development System in Malawi – Programme Budgets 1997 - 2001

US\$ 46.7 million (22.7% of total resources)

UN Resident Agencies in Malawi – Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy	O			O			O		O
Capacity Building	X			X			X	O	X
Service Delivery	+			+			+	X	

**I. FULL EMPLOYMENT AND SUSTAINABLE LIVELIHOODS**

**Relief/Disaster Mitigation**

National Objectives

To formulate a plan that spells out a response procedure to all emergencies and to build up preparedness capacity to cope with a variety of natural and man-caused catastrophes.

Capacity building aimed at developing adequate capacity to carry out administration of refugee assistance and to make refugees self-reliant

Relation to United Nations Conferences

- World Conference on Natural Disaster Reduction
- World Summit for Social Development
- International conference on Assistance to Refugees in Africa I
- International Conference on Assistance to Refugees in Africa II

Global Goals

- To protect people and communities from impoverishment and long-term displacement and exclusion resulting from disasters.
- Protecting and promoting durable solutions for refugees.

National Achievements

- Coordinated response to drought relief in drought-stricken districts in 1992-94 as well as to floods in 1996/97.
- Care and management of 1.2 million Mozambican refugees 1985 - 1995
- Successful voluntary repatriation of all Mozambican refugees by 1995
- Guarantee of physical protection of refugees in general

Gaps/Constraints

- National early warning system weak
- National Disaster Management Plan needs operationalization and to be mainstreamed at the district level.
- District-level capacity development needs further support
- Slow pace in the amendment of the Malawi Refugee Act 1989, and implementation of certain refugee rights due to overlapping government priorities

Significant United Nations Supported Activities/United Nations Comparative Advantage

- UNHCR protects and provides material assistance to asylum seekers and refugees, including infrastructure and rehabilitation support to surrounding communities.
- FAO assistance has been effective in regional efforts to control/eradicate the red locust threat.
- RC system has organized effective response at the country office level to drought and floods through WFP (food aid), WHO (medicines) and UNICEF (drinking water, sanitation and health) and UNDP (coordination, assessment and evaluation, logistics and supplies).
- UNDHA/UNDP are supporting elaboration of a natural disaster management plan and plan of action for mitigation interventions

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 2.6 million (1.3% of total resources)

**Relief/Disaster Mitigation (continued)**

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

*(Note: primary focus: X; secondary focus: O; tertiary focus:+)*

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				O		O			
Capacity Building				X		+		O	
Service Delivery	X			+		X	X	X	X

## II. BASIC SOCIAL SERVICES FOR ALL

### Health and Family Welfare

#### National Objectives

To achieve better health in Malawi through the provision of adequate social services and improvements in the availability, accessibility, and quality of health services (VISION 2020).

To reduce infant and under-five mortality from 134 and 234 to 100 and 150 respectively per 1,000 live births by 2002.

To reduce maternal mortality from 620 per 100,000 live births to 200-300 by 2002.

#### Relation to United Nations Conferences

- International Primary Health Care Conference
- World Summit for Children
- World Social Summit for Development
- International Conference on Population and Development
- Fourth World Conference on Women

#### Global Goals

- The attainment of health for all by the year 2000
- 20/20 expenditures on basic social services

#### National Achievements

Although still unacceptably high, there has been a decrease in infant and under-five mortality rates and the country has achieved impressive immunization coverage (with a slight decline in coverage rates in recent years). Health Committees have been formed at community and health center levels and community-based services have begun to be developed.

#### Gaps/Constraints

Despite an emphasis on primary health care, many health care programmes still are managed in a vertical or top-down fashion. Health care services also remain of poor quality and "cash budget" based financing is low and erratic. Culturally, services are seen to originate outside the community.

#### Significant United Nations Supported Activities/United Nations Comparative Advantage

- EPI (routine immunization) support and micronutrients (UNICEF)
- NIDs (national immunization days) and upstream policy assistance - WHO
- UNICEF focus on integrated district delivery of MCH services and decentralized monitoring and analysis to the health centre level
- Upgrading of district hospital services for refugees, including district dwellers (UNHCR)
- Innovative community-based orphan care networks (UNICEF)
- UNICEF is actively participating in the new (1998) WHO-led youth-based initiative on substance abuse perspective
- UNFPA assistance in upgrading health facilities and extending family planning services

**Health and Family Welfare (continued)**

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 20.0 million (9.7% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy					O		+		O
Capacity Building					+		O		X
Service Delivery					X	X	X		+

## II. BASIC SOCIAL SERVICES FOR ALL

### Education

#### National Objectives

To improve access, quality, and equity in primary, secondary, and tertiary education; increase uptake of science and commercial subjects; increase skilled people in technical and vocational education and training; improve special education; improve access to and the quality of tertiary education; improve performance of support institutions in the education system; and to develop effective and efficient management of the education system (VISION 2020).

#### Relation to United Nations Conferences

- Education for All
- World Summit for Children
- World Social Summit for Development
- International Conference on Population and Development
- World Food Summit
- Fourth World Conference on Women
- Habitat II

#### Global Goals

- By the year 2000, universal access to basic education and completion of primary education and at least 80 per cent enrollment of primary school-age children.
- Reduction of the adult illiteracy rate (the appropriate age to be determined by each country) to at least half its 1990 level, with emphasis on female illiteracy.
- 20/20 Initiative (re-allocation of expenditures on basic social services)

#### National Achievements

- Introduction of free primary education from 1994 has resulted in 84 percent net enrollment at the primary level.
- Review of technical and vocational training
- Establishment of second university

#### Gaps/Constraints

- Relatively low enrollment rates and high drop-out rates, especially for girls
- Differential in financing between primary and secondary/tertiary education
- Quality and relevance of curricula and sustainability
- Lack of adult education

#### Significant United Nations Supported Activities/United Nations Comparative Advantage

- UNICEF targets strengthening the quality and relevance of basic education by supporting improvement of primary school facilities, classroom teaching (including a participatory lifeskills approach to learning about reproductive health) and Ministry supervision and support in selected districts to achieve improved enrollment, retention, and completion rates, especially amongst girls
- UNHCR provided schooling to refugees
- UNDP and UNESCO assist with development of educational policy
- UNFPA conducts an advocacy programme for the retention of girls in schools
- WFP boosts girls' attendance at school via food assistance to their families

**Education (continued)**

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 5.0 million (2.5% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				X	O		+		
Capacity Building					X		X		
Service Delivery					+	X	O	X	

## II. BASIC SOCIAL SERVICES FOR ALL

### Population and Reproductive Health

#### National Objectives

To slow down the annual rate of population growth from 3.2 to 2.4 percent by the year 2002 (reducing the total fertility rate from 6.7 to 5.0 as well as the high infant mortality rate from 134 to 100, maternal mortality rate from 620 to 310, and increasing the contraceptive prevalence rate from 14 to 28 percent by the year 2002), and to raise literacy and the economic status of women (VISION 2020).

#### Relation to United Nations Conferences

- International Conference on Population and Development
- World Summit for Children
- Fourth World Conference on Women
- Habitat II

#### Global Goals

- Integrating population concerns into all policies and programmes aimed at achieving sustainable development
- Reproductive health universally available by no later than 2015
- Reduction in maternal mortality by one half of the 1990 levels by the year 2000 and a further one half by 2015
- Reduction in infant and child mortality by one third by the year 2000 and a further one third by 2015

#### National Achievements

- The concept of reproductive health is accepted by the Government and a Reproductive Health Unit has been established in the Ministry of Health and Population. As of 1996 population coordination was given its own budget line in the national budget.
- An action plan for the implementation of the Population Policy has been formulated.
- Although contraceptive prevalence rate (modern methods) remains low at only 14 per cent, some 59.5 percent of deliveries are attended by trained staff at health facilities. In addition, population education has been integrated into national curricula, including at primary school level.
- NGO sector involvement.

#### Gaps/Constraints

- Limited access to and availability of reproductive health services. High fertility rates are a constraint. Some social/cultural practices impinge on good reproductive health.
- The Population Coordinating Unit remains under a line Ministry (Ministry of Health), making it difficult to influence other ministries.
- Development of services is relatively donor-driven and policy implementation capacity is weak.



**Population and Reproductive Health (continued)**

Significant United Nations Supported Activities/United Nations Comparative Advantage

- UNFPA supports a national population census and a range of reproductive health activities including family planning and sexual health, as well as socio-cultural research.
- UNICEF aims to reduce maternal mortality through strengthening of sub-district and referral/transport services. UNICEF also is helping to expand the number of youth-run reproductive health units to achieve sustained risk reduction behaviours and to reduce the average age of first sex and mean age of first pregnancy by one year.

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 17.1 million (8.3% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy					O		+		
Capacity Building		X		X	X		O		
Service Delivery					+	X	X		X

## II. BASIC SOCIAL SERVICES FOR ALL

### Safe Water and Sanitation

#### National Objectives

To ensure that all citizens of Malawi have and will continue to have convenient access to water and in sufficient quantities for basic needs; to fund sanitation projects adequately to improve health, to improve the technical quality of facilities and to take care of the infrastructure (VISION 2020).

74 per cent of rural population and 100 per cent of urban population with access to safe drinking water by 2010.

#### Relation to United Nations Conferences

- International Primary Health Care Conference
- World Summit for Children
- World Summit for Social Development

#### Global Goals

Universal access to safe drinking water and to sanitary means of excreta disposal

#### National Achievements

- Access to a safe supply of water in 1995 was 37 per cent nationally, 80 per cent urban, and 32 per cent rural.
- Village Level Operations and Maintenance (VLOM) or community-based maintenance (CBM) has been accepted as a coverage and sustainability strategy as well as utilization of NGOs in implementation.
- The AFRIDEV is nationally accepted as the standard water handpump for Malawi.

#### Gaps/Constraints

- Sector coordination is weak.
- While a National Water Resources Management Policy exists, no comprehensive sector plan has yet been developed for water
- Neither policy nor plan has been developed for sanitation.

#### Significant United Nations Supported Activities/United Nations Comparative Advantage

- UNICEF works in partnership with Government ministries, district authorities, implementing NGOs and communities to achieve 80 per cent and 60 per cent coverage, respectively, for access to safe water and adequate sanitation in targeted areas, aiming to achieve village-based behavioural change and positive health impact through hygiene education and sanitation promotion, and to sustain that impact through effective community-based management.
- The World Bank is financing a major urban and rural water supply programme
- UNDP/UNCDF are involved with rehabilitation of boreholes in the Southern Region utilizing a CBM approach, and UNDP assisted in the development of the Water Resources Management Policy.

#### UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 12.8 million (6.2% of total resources)

**Safe Water and Sanitation (continued)**

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

*(Note: primary focus: X; secondary focus: O; tertiary focus: +)*

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				O			+		O
Capacity Building			O	X			O		+
Service Delivery			X			X	X	X	X

### **III. ENABLING ENVIRONMENT FOR PEOPLE-CENTRED DEVELOPMENT**

#### **Macro-Policy Management**

##### National Objectives

To improve the role and performance of the public sector to make it strong, efficient, transparent, proactive, impartial and non-partisan in order to facilitate sustainable poverty alleviation through private sector development and a stable macro-economic environment (VISION 2020 and Poverty Alleviation Programme)

##### Relation to United Nations Conferences

- UN Conference on Human Rights
- World Social Summit on Development
- World Food Summit
- World Summit on Children
- Habitat II
- UNCTAD

##### Global Goals

- Creating an economic, political, social, cultural and legal environment that enables social development
- Increasing and/or utilizing more efficiently the resources allocated to social development

##### National Achievements

- Civil service reform programme:
  - Preparation of Civil Service Reform Action Plan; being implemented
  - Functional reviews of the Government undertaken
  - Structural changes of civil service has resulted in twenty thousand teachers being employed in place of twenty thousand other temporary employees who were retrenched
- Decentralization:
  - Decentralization policy approved in principal and being formalized for implementation
- On-going economic reforms:
  - Implementation of stabilization policies which has resulted in a decline in fiscal deficit from 26% of GDP (1994/95) to 8% in (1996/97)
  - Expenditure reforms which increased the share of education and health sectors from around 19% in 1993 of the total public expenditure to 36% in 1996 and the introduction of MTEF to support improved budget prioritization
- Poverty:
  - Policy Framework
  - Poverty Monitoring System has been launched to measure changes in welfare
- Vision 2020 launched

##### Gaps/Constraints

- Local government elections postponed and only slow progress with regard to decentralization.
- No major streamlining of government agency roles and functions has taken place in context of action plan
- Over-stretched human resources capacity
- Expected impact of HIV/AIDS on macro-policy formulation and management not addressed
- Lack of prioritization of public policies and public expenditures
- Public expenditure discipline and control weak
- No coherent attempt to develop a social policy

**Macro-Policy Management (continued)**

Significant United Nations Supported Activities/United Nations Comparative Advantage

- UNDP supports the change management process through a holistic approach that attempts to link the restructuring of the public sector in both a horizontal and vertical manner with major capacity development activities, thereby linking civil service reform with UNDP and UNCDF support to decentralization and UNDP support to financial management at the central level and human resource development for economic management.
- Development of a national vision and strategic planning capacity (UNDP).
- One of the World Bank's major areas of focus for sustained poverty reduction is support to improved public sector management. The World Bank's support centers around the MTEF process, civil service reform, and institutional development of both the public and private sectors.
- Social policy and statistics support by UNICEF and UNDP.
- The Poverty Monitoring System is supported by UNICEF, UNDP, WFP and World Bank.
- UNV support to the development of capacity for volunteerism.

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 28.2 million (13.7% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 -2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy			+	O					
Capacity Building			O	X					
Service Delivery	X		X	+	X		X	X	

<b>III. ENABLING ENVIRONMENT FOR PEOPLE-CENTRED DEVELOPMENT</b>	
<b>Science and Technology</b>	
<u>National Objectives</u>	
<p>To have a science and technology-driven economy characterized by improved science and technology education, training, and culture; increased commercialization of research and development; adaptation and promotion of new and emerging technologies; promotion of environmentally sound technologies; existence of effective science and technology; and increased implementation and use of information technology (VISION 2020)</p>	
<u>Relation to United Nations Conferences</u>	<u>Global Goals</u>
<ul style="list-style-type: none"> <li>▪ United Nations Conference on Science and Technology for Development (UNCSTD -Vienna Programme of Action)</li> <li>▪ UNCTAD (Midrand Declaration)</li> <li>▪ World Social Summit on Development</li> <li>▪ World Food Summit</li> <li>▪ Habitat II</li> <li>▪ UN Conference on Environment and Development</li> </ul>	<p>Development of technological capabilities for the countries to convert their natural resources in to goods and services.</p>
<u>National Achievements</u>	
<ul style="list-style-type: none"> <li>▪ Establishment of Malawi Industrial Research and Technology Development Center (MIRTDC)</li> <li>▪ Establishment of the National Research Council of Malawi</li> <li>▪ Development of people centered technologies, in particular rural transport, housing, stoves and briquettes; rope and washer pumps; hand pumps and sanitation technologies</li> </ul>	
<u>Gaps/Constraints</u>	
<ul style="list-style-type: none"> <li>▪ Lack of appreciation of potential and upgrading of indigenous technologies</li> <li>▪ Lack of capacity and limited access to training</li> <li>▪ Lack of entrepreneurial services and prototypes in the application of technologies</li> <li>▪ Lack of up-to-date science and technology policy</li> <li>▪ Lack of appropriate fiscal policies and inadequate funding for technology development</li> </ul>	
<u>Significant United Nations Supported Activities/United Nations Comparative Advantage</u>	
<ul style="list-style-type: none"> <li>▪ Support to MIRTDC by UNDP and UNIDO for adaptation and dissemination of appropriate technologies</li> <li>▪ Support to National Research Council of Malawi for the formulation of Science and Technology Policy and preparation of legislation (UNDP)</li> <li>▪ Support to soybean and oil palm processing by WFP and FAO, respectively</li> <li>▪ Biodiversity, national herbarium, and medicinal plants (UNDP, UNIDO and UNICEF)</li> <li>▪ Standardization of AFRIDEV/MALDEV pump and spare parts (UNICEF)</li> <li>▪ Support to stoves and briquettes (UNDP/FAO)</li> </ul>	

**Science and Technology (continued)**

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 0.7 million (0.3% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				O					
Capacity Building	X			X				X	
Service Delivery				+			X		

**III. ENABLING ENVIRONMENT FOR PEOPLE-CENTRED DEVELOPMENT**

**Human Rights**

National Objectives

To ensure that laws and human rights are understood, appreciated, and respected by all and serve as the basis for democratic behaviour (VISION 2020).

The state and all persons shall recognize and protect fundamental human rights and afford the fullest protection to the rights and views of all individuals, groups and minorities whether they are entitled to vote (Constitution of the Republic of Malawi).

Relation to United Nations Conferences

- UN Conference on Human Rights
- Fourth World Conference on Women
- World Summit for Children
- International Conference on Population in Development
- World Social Summit on Development
- World Food Summit
- Habitat II

Global Goals

- To strive by teaching and education to promote respect for the rights and freedoms of all people.
- To promote social integration based on the enhancement and protection of all human rights.

National Achievements

- Political commitment to consolidate democracy in Malawi is expressed in the new Constitution of 1995 and the democratic institutions it provides most notably the establishment of national human rights institutions (the Law Commission, the Ombudsman's Office, and the Human Rights Commission). The Bill of Rights guarantees the full range of civil, cultural, social, political and economic rights, including freedom of speech, NGO, CSO and trade union freedom, and protection of women against violence and abuse.
- National Plan of Action on Human Rights approved in 1995
- Malawi has also made progress in guaranteeing the rights of the child as a state party to the Convention on the Rights of the Child; rights on no mandatory and confidentiality of HIV testing; and on legal reform including police and prisons.
- Implementation of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) through the National Commission on Women in Development.
- Trade Unions established and operating

Gaps/Constraints

- Lack of funding and human resources
- Poor reporting and monitoring
- Institutional structures are weak
- Slow pace of legal reform, e.g. refugees, institutions
- Juvenile justice and rights of minorities need urgent attention



**Human Rights (continued)**

Significant United Nations Supported Activities/United Nations Comparative Advantage

- During the period 1992 to 1994 the UN organizations concerned with human rights played an important part in the peaceful transition to multi-party democracy in Malawi and then assisted to put in place a new constitution through the National Constitutional Conference.
- Present areas include support to NGO policy and law (UNDP), HIV law and ethics and establishment of network (UNAIDS, UNDP), civic education support (UNDP), Human Rights Commission and Law Commissioner (UNCHR); and Right to Asylum (UNHCR).
- UNICEF helps the Government of Malawi to realize child rights and CEDAW through advocacy and improving protection from child rights violations via the National Commission for Children and strengthening policies and frameworks for vulnerable groups.
- Land Policy Reform Commission is supported by FAO, UNDP and World Bank.
- Human Rights Education and Training (UNCHR, UNDP, UNICEF).

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 3.3 million (1.6% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy		O		O	X	X	X		
Capacity Building	X	X		X			O		
Service Delivery				+			+		

<b>III. ENABLING ENVIRONMENT FOR PEOPLE-CENTRED DEVELOPMENT</b>	
<b>Governance</b>	
<u>National Objectives</u>	
To be united, secure and democratically mature with socio-economic development spread to all parts of the country (VISION 2020).	
<u>Relation to United Nations Conferences</u>	<u>Global Goals</u>
<ul style="list-style-type: none"> <li>▪ UN Conference on Human Rights</li> <li>▪ World Social Summit on Development</li> <li>▪ UNDP/ECA conferences on good governance</li> <li>▪ DAC Initiative</li> </ul>	<p>Promoting social integration by fostering stability and justice, based on non-discrimination, tolerance and the protection of all human rights, as well as respect for cultural, ethic and religious diversity, equality of opportunity, solidarity, security, and the participation of all people in these efforts.</p>
<u>National Achievements</u>	
<ul style="list-style-type: none"> <li>▪ Free and fair general election in 1994</li> <li>▪ Judicial independence, press freedom and independent Parliament guaranteed under the new Constitution</li> <li>▪ Establishment of an Anti-Corruption Bureau</li> <li>▪ Decentralization policy approved in principal and being formalized for implementation as basis for local government elections</li> </ul>	
<u>Gaps/Constraints</u>	
<ul style="list-style-type: none"> <li>▪ Lack of knowledge and capacity with regard to rights, responsibilities and roles</li> <li>▪ Legal process is slow and considerable backlog exists</li> <li>▪ Increasing insecurity</li> <li>▪ Local government election pending enactment</li> <li>▪ Corruption and lack of transparency cause of increasing concern</li> <li>▪ Media freedom on radio constrained</li> <li>▪ Low literacy levels and inadequate resources for civic education</li> </ul>	
<u>Significant United Nations Supported Activities/United Nations Comparative Advantage</u>	
<ul style="list-style-type: none"> <li>▪ UNICEF works closely with the Parliamentary Committee for Children and Women and helps to increase capacity, especially at the community level to demand services and voice concerns on social issues; enhancing the strength of print, radio and television to promote pro-child information and media policies.</li> <li>▪ UNDP supports strengthening the national capacity to plan and organize elections, civic education to increase understanding of the democratic processes and civic rights and obligations, capacity building of Parliament to strengthen its capacity to handle large volumes of legislation efficiently.</li> </ul>	
<u>UN Development System in Malawi - Programme Budgets 1997 - 2001</u>	
US\$ 2.3 million (1.1% of total resources)	

**Governance (continued)**

UN Resident Agencies in Malawi – Primary Programme Focus 1997 - 2001

*(Note: primary focus: X; secondary focus: O; tertiary focus: +)*

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				O			+		
Capacity Building				X			X		
Service Delivery				+			O		

### **III. ENABLING ENVIRONMENT FOR PEOPLE-CENTRED DEVELOPMENT**

#### **People's Participation in Development**

##### National Objectives

To reduce disparities in access to land, education, employment and business opportunities between urban and rural people, men and women, people with and without disabilities (VISION 2020).

To enhance participation of the poor in the socio-economic development process so as to raise and uphold individual and community self-esteem (Poverty Alleviation Programme).

##### Relation to United Nations Conferences

- World Social Summit on Development
- International Conference on Population and Development
- World Summit for Children
- Fourth World Conference on Women
- Habitat II

##### Global Goals

To ensure that means and capacities are available for people to participate in the formulation and implementation of social and economic policies and programmes through decentralization, open management of public institutions and strengthening the abilities and opportunities of civil society and local communities to develop own organizations, resources and activities.

##### National Achievements

- New Constitution operative
- Civic education active in many forms but coverage limited
- District planning system introduced and local institutions serviced
- National Youth Council established
- Enabling environment for CBOs, NGOs and women's' organizations very positive

##### Gaps/Constraints

- Lack of opportunities for youth in rural areas
- Increasing insecurity
- Culture and attitudes to participation need to change
- Capacity at district, area and village levels weak
- Literacy at low level, especially women literacy
- Membership and capacity of NGOs are weak

##### Significant United Nations Supported Activities/United Nations Comparative Advantage

- Support to decentralization policy, district planning and District Development Fund (UNDP, UNCDF).
- UNFPA support to the establishment of National Youth Council and UNICEF's promotion of young peoples access to and role as change agents in the development process through the use of non-formal life skills and vocational curricula.
- Development and use of participatory methods such as the PAPSL in Sustainable Livelihoods.
- UNDP/UNICEF support to development of NGO policy, law and code of conduct.
- National strategic planning exercise for HIV/AIDS and involvement of People Living with HIV/AIDS based on community voices and activism (UNAIDS, UNDP, UNV)

**People's Participation in Development (continued)**

UN Development System in Malawi - Programme Budgets 1997 – 2001

US\$ 50.3 million (24.5% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 – 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy				O			O		
Capacity Building	X	X		X					
Service Delivery			X	+			X		

#### **IV. GENDER: EMPOWERMENT AND THE ADVANCEMENT OF WOMEN**

##### National Objectives

To promote gender equality and women's rights (Malawi Constitution)

To reduce gender inequality through mainstreaming of gender issues, poverty alleviation and empowerment of women through affirmative actions in all aspects of development (Malawi National Platform for Action and Vision 2020)

##### United Nations Conferences

- Fourth World Conference on Women
- International Conference on Population and Development
- World Summit on Social Development (WSSD)
- Summit for Children
- UN Conference on Human Rights

##### Global Goals

Gender Equality and Equity and the Advancement and Empowerment of Women

##### National Achievements

Malawi's 1994 Constitution specifically promotes gender equality and human/women's rights. A Parliamentary Caucus on Gender was established in 1995 and a Cabinet Committee on Gender was established in 1996. Following the Beijing Conference, the Platform of Action was disseminated through district workshops. Malawi National Platform for Action was launched in March 1997 with priority focus on poverty alleviation and empowerment, the gin-child, violence against women and peace.

In 1996 UN agencies collaborated in the development of a Joint Gender Policy Statement.

##### Gaps/Constraints

Need for enactment of legislation pertaining to the National Machinery on Gender and Development; need for capacity strengthening of national machinery coordinating gender issues. Repeal and/or amendment of discriminatory laws. Implementation of CEDAW and ratification Child Rights Convention. Need to implement the National Platform of Action through mainstream sectoral development programmes as well as for gender sensitization and gender analysis training for the Government, agencies, NGOs, civil society organizations/NGOs.

Limited access and control to the means of production etc. land, credit, cash incomes, etc. Malawi has few women in senior political positions. In addition, there is a high incidence of violence against women, especially rape. Traditional cultural practices, including sexual practices, infringe on women's rights. Negative economic growth increases gender imbalances especially for women.

##### Significant United Nations Supported Activities/United Nations Comparative Advantage

- All UN agencies directly and indirectly support and promote programmes in gender and empowerment of women.
- UNICEF promotes gender equality and empowerment; gender balance through community participation; Addresses Gender Gaps in Primary Education through curriculum development.

**Gender (continued)**

- UNDP activities support:
  - capacity strengthening of government and NGOs
  - institutional and individual capacity for policy analysis, programme design and implementation of programmes related to gender.
  - Establishment of Gender Disaggregated data
  - support for affirmative action for components of women's programmes by allocating 20 per cent of the budget to all UNDP supported programmes.
- UNFPA supports gender concerns in all its programmes through awareness promotion, training of Malawi Gender Training Team (MGTT)
- Gender has been mainstreamed in WFP Action Plan.
- UNAIDS supports the provision of gender-sensitive HIV/AIDS information and counseling services. UNAIDS also promotes gender balance in HIV/AIDS programmes.
- UNIFEM provides support to the SADC programme on gender mainstreaming and direct interventions to targeted women's programmes.
- UNHCR supports gender awareness programmes amongst refugees.
- UN system:
  - Joint UN Gender Policy Statement
  - UN Gender and Development Working Group
  - Donor Group on Gender
  - Establishment of UN Gender Coordinating Unit (UNGENCU)
  - Gender training for all UN staff

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 2.0 million (1.0% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy		O		O	O		X	O	O
Capacity Building	X	X		X	+		O		
Service Delivery		+	X		X		+	X	X

## V. ENVIRONMENTAL AND NATURAL RESOURCES MANAGEMENT

### National Objectives

To control land degradation; arrest deforestation; prevent water resources degradation and depletion; conserve biodiversity; develop and upgrade human settlements; control and manage air and noise pollution; increase awareness of climate change issues; and control rapid population growth (VISION 2020).

### Relation to United Nations Conferences

- UN Conference on Environment and Development
- World Social Summit for Development
- World Food Summit

### Global Goals

Protection and conservation of the natural environment in the context of people-centred sustainable development

### National Achievements

- The new Constitution provides for the principles of the national environmental policy. In line with the Constitution Malawi is signatory to several important conventions such as the Conventions on Biological Diversity and Desertification.
- National Environmental Policy adopted
- Enacted an Environmental Management Act
- In response to Agenda 21 Malawi developed the National Environmental Action Plan.
- Considerable strengthening of the lead agency on environment
- Establishment of the National Council on Environment
- Developed Environmental Impact Assessment guidelines
- Sensitization of politicians and local leaders on environmental management and importance of community-based management

### Gaps/Constraints

- Malawi is yet to develop regulations which will incorporate her obligations under various international treaties
- Regulations on various provisions in the act are not yet drafted due to capacity constraints
- Environment is not yet mainstreamed at the district level (except 6 districts)
- Effective public awareness for attitude change a necessary prerequisite to effective environmental management

### Significant United Nations Supported Activities/United Nations Comparative Advantage

- UNDP supports the integration of natural resources and environment considerations into appropriate local development, enterprise promotion and household activities through support to implementation and awareness capacities at the district, municipal and community levels
- UNICEF supports nurseries in relation to provision of safe water
- Land Policy Reform Commission supported by FAO, UNDP and World Bank
- WFP food for work development schemes supports afforestation
- GEF Biodiversity activities underway, and also under other conventions
- UNHCR is supporting environmental management and rehabilitation in 5 districts, which formerly hosted Mozambican refugees. The current project involves capacity building of communities through training and awareness campaigns on the plight of environment.



**Environmental and Natural Resources Management (continued)**

- UNDP/UNEP support to review of legislation and policies aimed at ensuring that legislation on natural resources conforms with new act
- UNDP support to National Renewable Energy Programme
- World Bank support to community micro projects in selected communities

UN Development System in Malawi - Programme Budgets 1997 - 2001

US\$ 2.7 million (1.3% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 – 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy	O			O	X				
Capacity Building	X			X		X			
Service Delivery	+		X	+		+	X	X	X

## **VI. HIV/AIDS/STD PREVENTION AND CARE**

### National Objectives

- To prevent HIV transmission, with emphasis on reducing sexual transmission
- To reduce the personal and social impact of HIV infection and AIDS
- To monitor the trends of the epidemic and the impact of interventions
- To coordinate the multisectoral plan for AIDS control and prevention (National AIDS Secretariat 1994)

### Relation to United Nations Conferences

- Fourth World Conference on Women
- International Conference on Population & Development
- World Summit for Children
- AIDS Summit (Paris, 1994)
- XI International Conference on AIDS (1996, Vancouver)
- International Conference on AIDS/STD in Africa (1995)
- International Conference on AIDS/STD in Africa (1997, Abidjan)

### Global Goals

- To reduce transmission of HIV and STD
- To increase the quality and accessibility of treatment, care and support for people living with HIV/AIDS
- To reduce individual and collective vulnerability to HIV infection
- To reduce the adverse impact of HIV/AIDS on the health, livelihood and well-being of individuals and communities

### National Achievements

- High level of awareness of HIV/AIDS in the general population
- AIDS has been integrated into Reproductive Health
- There is a population policy that promotes condom use
- STD case management has been adopted as a priority HIV prevention activity; and the syndromic case management has been introduced to simplify STD service provision
- A community-based model of Home-based care and counselling has been adopted
- There is testing of blood for HIV before blood transfusions
- There is a policy on HIV Testing
- There are policy guidelines on orphan care
- There is a significant amount of HIV/STD prevention activities involving the youth, both in-school and out-of-school

### Gaps/Constraints

- The absence of a surveillance system to monitor behaviour change
- STD clinical and laboratory services are limited and inadequate relative to the needs
- There is no national blood transfusion service and there is no policy on the selection and retention of blood
- The low position of the National AIDS Secretariat within the Ministry of Health does not provide it with the authority and access to other sectors coordinate the multisectoral response to the epidemic.
- The institutional capacity of the National AIDS Secretariat is weak
- Social contextual factors such as gender and culture which influence sexual behaviour have not been given adequate attention
- Little attention has been focused on the dysfunctionality of systems and structures brought about by the HIV epidemic, including the effect on organizations, the workplace and human resources policies and planning

**HIV/AIDS/STD Prevention and Care (continued)**

Significant United Nations Supported Activities/United Nations Comparative Advantage

- Mainstreaming HIV into all aspects of national development, particularly in relation to cross-cutting issues such as gender, human rights and governance, sustainable livelihoods and poverty alleviation (UNDP)
- Strengthening of national institutions within and outside the government (UNDP, World Bank)
- The establishment of Youth Friendly Health Services (UNICEF)
- A participatory and capacity-building approach to national strategic planning (UNDP, World Bank, WHO, UNAIDS)
- Promotion of Greater Involvement of People Living with HIV/AIDS (GIPA) through a UNV project which recruits people living with HIV and AIDS as national UN volunteers to work in all aspects of the response to the epidemic (UNV, UNDP, UNAIDS, WHO)
- Incorporation of ethical and legal issues in the response to the epidemics, including the establishment of a Local Chapter of the African Network on Ethics, the Law and HIV (UNDP, UNAIDS)
- The development of a community-based orphan care programme which may serve as a model for other countries (UNICEF)
- Building partnerships between communities and health systems to improve access to care/drugs for people living with HIV/AIDS (WHO, UNAIDS, World Bank)
- HIV/STD and safe motherhood integrated into Family Health project (UNFPA)
- Prevention of transmission of HIV and other STDs integrated into refugee protection and reproductive health (UNHCR)
- Vulnerable group feeding of children under five years including children living with HIV/AIDS (WFP)
- Food production, preservation and utilization to support of nutritional/care needs of people affected by HIV/AIDS (FAO)

UN Development System in Malawi - Programme Budgets 1997 -2001

US\$ 1.8 million (0.9% of total resources)

UN Resident Agencies in Malawi - Primary Programme Focus 1997 - 2001

(Note: primary focus: X; secondary focus: O; tertiary focus: +)

	FAO	UNAIDS	UNCDF	UNDP	UNFPA	UNHCR	UNICEF	WFP	WHO
Advocacy		X		O	+		O		+
Capacity Building		O		X	X		X		O
Service Delivery		+		+	O		+		X

**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK  
(UNDAF)**

**MALAWI**

**ANNEX 4**

**UNITED NATIONS AGENCY PROGRAMMES IN MALAWI**

## **FOOD AND AGRICULTURE ORGANIZATION (FAO) MANDATE AND SUMMARY OF PROJECT ACTIVITIES**

The United Nations Food and Agriculture Organization was founded in 1945 with a mandate to raise levels of nutrition and standards of living, to improve agricultural productivity, and to better the condition of rural populations. FAO is the largest specialized agency in the United Nations System and the lead agency for agriculture, forestry, fisheries, and rural development. An intergovernmental organization, FAO has 174 Member Nations plus a member organization, the European Community.

Since its inception, FAO has worked to alleviate poverty and hunger by promoting agricultural development, improved nutrition and the pursuit of food security—the access of all people at all times to the food they need for an active and healthy life. A specific priority of the Organization is encouraging sustainable agriculture and rural development, a long-term strategy for increasing food production and food security while conserving and managing natural resources. The aim is to meet the needs of both present and future generations by promoting development that does not degrade the environment and is technically appropriate, economically viable, and socially acceptable.

FAO gives practical help to developing countries through a wide range of technical assistance projects. The Organization encourages an integrated approach, with environmental, social and economic considerations included in the formulation of development projects.

FAO collects, analyzes, interprets, and disseminates information relating to nutrition, food, agriculture, forestry, and fisheries. The Organization serves as a clearing-house, providing farmers, scientists, traders and government planners with the information they need to make rational decisions on planning, investment, marketing, research, or training.

Drawing on its widespread information networks and the skills and experience of its technical staff, FAO provides independent advice on agricultural policy and planning, and the administrative and legal structures needed for development. It includes national strategies towards rural development, increased food security and the alleviation of poverty.

FAO provides a neutral forum where all nations can meet to discuss and formulate policy on major food and agriculture issues. FAO approves international standards and helps frame international conventions and agreements and regularly hosts major conferences, technical meetings, and consultations of experts.

## **UNITED NATIONS CAPITAL DEVELOPMENT FUND (UNCDF) MANDATE AND SUMMARY OF PROJECT ACTIVITIES**

The United Nations Capital Development Fund was established in 1996 by the United Nations General Assembly as an autonomous organization within the United Nations System. UNCDF is a multilateral donor agency working to develop new solutions for poverty reduction—the principle means of the United Nations Development Programme towards achieving sustainable human development—in the least developed countries. Finding new solutions means not only providing the infrastructure that is necessary for development—wells, roads, bridges, markets, health centres—but also creating the conditions for change and growth that continue beyond the duration of any one project.

UNCDF is smaller than other multilateral financial institutions. This allows UNCDF the flexibility to finance new initiatives, to respond and adapt quickly to improve project workability and to experiment with pilot programmes that can later be replicated by larger donors on a broader scale. Financing through grants rather than loans further encourages innovation by relieving governments of repayment burdens that might otherwise discourage ventures that are untried and therefore considered risky. The search for lasting solutions to the problems of poverty also has led UNCDF to forge collaborations with non-traditional partners, including community groups, private entrepreneurs, and non-governmental organizations.

UNCDF programmes are multi-tiered efforts that encourage the participation of individuals and community groups in the local planning process, strengthen local government institutions, enhance the private sector, create mechanisms for provision of credit to the poor, or swap capital investments for environmentally sound resource use. UNCDF provides support for two main types of projects: i) economic and social infrastructure; and ii) financial capital. Investments are usually in the range of US\$ 500,000 - US\$ 5,000,000 for community-based, capital-investment projects that are below the lending threshold of international development banks but beyond the financial means of most NGOs and local administrations. Specifically, UNCDF assistance is provided in one or more of the following ways:

- Blueprint Infrastructure Projects
- Local Development Funds
- Eco-Development
- Microfinance Credit and Guarantee Schemes

In Malawi, UNCDF contributes to poverty reduction through local governance and participation and by working downstream, primarily to secure the implementation and deployment of ideas, strategies, and policies developed by the Government and supported by UNDP upstream. UNCDF aims at providing tangible incentives to bring together in partnership local governments, communities, and the private sector in directing public investments towards poverty reduction. Specific UNCDF-supported activities in Malawi include:

- Assistance in the construction and rehabilitation of boreholes;
- Improved access of rural communities to socio-economic facilities such as schools, clinics, and market centres through construction of feeder roads and bridges (in collaboration with World Food Programme);
- A revolving fund to encourage small passenger and goods transport operations in 15 districts;
- Replication of the Government's District Development Fund (DDF) mechanism in an additional 19 districts (and deepening of the process in the six original pilot districts);
- Creation of new non-bank institutions to increase financial intermediation in rural areas leading to the development of village banks; and
- Eco-swap investment in community infrastructure (e.g. safe water supply systems) through a DDF "Green Window" as an incentive for ecological restoration activities such as afforestation (pipeline proposal).

## **UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP) MISSION STATEMENT**

UNDP is part of the United Nations and upholds the vision of the United Nations Charter. It is committed to the principle that development is inseparable from the quest for peace and human security and that the United Nations must be a strong force for development as well as peace.

UNDP's mission is to help countries in their efforts to achieve sustainable human development by assisting them to build their capacity to design and carry out development programmes in poverty eradication, employment creation and sustainable livelihoods, the empowerment of women and the protection and regeneration of the environment, giving first priority to poverty eradication.

UNDP, at the request of governments and in support of its area of focus, assists in building capacity for good governance, popular participation, private and public sector development and growth with equity, stressing that national plans and priorities constitute the only viable frame of reference for the national programming of operational activities for development within the United Nations System.

UNDP Resident Representatives normally serve as Resident Coordinators of the operational activities of the United Nations System, supporting at the request of governments the coordination of development and humanitarian assistance. Resident Coordinators also help to orchestrate the full intellectual and technical resources of the United Nations System in support of national development. UNDP also acts to help the United Nations family to become a unified and powerful force for sustainable human development and works to strengthen international cooperation for sustainable human development.

UNDP strives to be an effective development partner for the United Nations relief agencies, working to sustain lives. It acts to help countries to prepare for, avoid and manage complex emergencies and disasters.

UNDP draws on expertise from around the world, including from developing countries, United Nations specialized agencies, civil society organizations, and research institutes.

UNDP supports South-South cooperation by actively promoting the exchange of experience among developing countries.

UNDP supports, within its areas of focus, technology transfer, adaptation, and access to the most effective technology.

UNDP receives voluntary contributions from nearly every country in the world. UNDP seeks to ensure a predictable flow of resources to support its programmes. It provides grant funds through criteria based on universality that strongly favour low-income countries, particularly the least developed.

UNDP is politically neutral and its cooperation is impartial. It seeks to conduct its work in a manner transparent and accountable to all its stakeholders.

UNDP is committed to a process of continuing self-evaluation and reform. It aims to improve its own efficiency and effectiveness and to assist the United Nations System in becoming a stronger force for the benefit of the people and countries of the world. UNDP will continue to support an international development cooperation framework that responds to changing global, regional, and national circumstances.

### **UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP) COUNTRY COOPERATION FRAMEWORK (CCF)**

In Malawi, UNDP supports the Government's poverty alleviation programme by providing a client-oriented and value-added service that will promote food security, environmental and natural resources management, employment generation, democracy consolidation, development management and decentralization, gender equality and the advancement of women while ensuring the creation of an enabling environment for change management and participation of a wide range of partners including United Nations agencies, non-governmental organizations, civil society, and the private sector.



## **1. Sustainable Livelihoods and Food Security**

The Government of Malawi's objective of sustainable livelihoods is to improve the well-being of Malawians through poverty alleviation, by promoting broad-based and rapid agricultural and livestock development; and improving the nutrition of the population. UNDP support is to ensure that the very insecure poor especially women in rural and urban areas, are adequately identified to establish capacities, structures, means and incomes to meet their basic requirements while ensuring sustainable management and utilization of natural resources. Specifically, UNDP plans to focus on the implementation of the sustainable livelihoods approach with two key elements: i) to develop a coherent and comprehensive framework to address food insecurity in an effective manner given its multifaceted nature; and ii) to focus on the planning process, involving participatory methods to identify capacity strengths and weaknesses and to develop interventions at the community and district level. This programme will be integrally linked to the enterprise development programme and employment creation and to the UNDP/UNCDF micro-finance programme.

## **2. Enterprise Development and Employment Creation**

The National Programme Framework for the Development of Small, Medium, and Micro-Enterprises (SMME) in Malawi is under preparation by the Government of Malawi based on the Poverty Alleviation Framework. The goals of the framework are to raise productivity and to promote programmes aimed at sustainable poverty reduction and employment generation. UNDP support will contribute to the objectives of the framework through strengthening the enabling environment for viable SMME that will lead to expanded opportunities for employment creation and private sector development. Support will be provided through capacity development in, amongst others, policy and strategic analysis, programming and management, training and marketing, micro-financing and technological services; targets will be urban and rural poor and gender mainstreaming.

## **3. Sustainable Natural Resources and Environment Management**

The National Environment Policy and Action Plan (NEAP) aims to guide the development process towards achieving a sustained and equitable human development by maximizing food production and income transfers while halting and reversing natural resources degradation, ensuring that local communities are fully involved in resource management and enforcement. The UNDP programme aims at integrating natural resources and environment considerations, proactively, into appropriate local development, enterprise promotion, household activities and other areas of the Country Cooperation Framework. With national instruments such as NEAP, National Environment Policy, Environment Management Act, Environment Support Programme, and the Environment Impact Assessment Guidelines, the emphasis of the programme will be on the implementation and awareness creation at the district, municipal, and community level.

## **4. Gender Equity and the Advancement of Women**

The National Platform for Action (NPFA) on the Advancement of Women and Gender Equality has as its objective poverty alleviation through the improvement of the status of women and promoting gender equality in Malawi. The objective of the UNDP is to create national, institutional and sectoral capacity for gender responsive policy analysis and programme design, implementation, monitoring and evaluation.

The UNDP strategy aims at capacity building and affirmative action to support the implementation of the NPFA. It focuses on building both the technical and managerial capacity of Government and non-governmental institutions to analyze, design and coordinate gender responsive programmes. The two-pronged approach involves: i) support for a national Gender Programme focusing on building capacity in government and non-governmental organizations and within civil society; ii) support for affirmative action components for women in UNDP funded national programmes as a strategy for enhancing mainstreaming of gender concerns. The strategy will allocate up to 20 per cent of the budgets of all UNDP-supported programmes to gender-related activities.

## **5. Democracy Consolidation**

The national programme on democracy consolidation aims at building an open society, governed by democratic rules and institutions, which encourages effective participation of individuals, groups and communities in the political, economic and human development of the country. The objective of UNDP's support is to promote the democracy consolidation process, through capacity-building in the areas of civic education, human rights, local elections, parliamentary mechanisms, legal reform and the administration of justice. Capacity-building by UNDP will, in part, entail: i) developing national civic education programmes linked to human rights groups, official democratic institutions, and promotion of gender-sound approaches pursued through advocacy, policy reform, training, and support to women's organizations; ii) support to the National Action Plan for Human Rights in conjunction with the UN Centre for Human Rights programme of assistance to Malawi; iii) strengthening the electoral process at national and local levels and the training of local councilors for a more transparent and accountable local governance system; iv) improving parliamentary mechanisms that are designed to improve the effectiveness of parliament in its ability to interact with various branches of Government, the media, private sector and civil society organizations; v) strengthening laws and institutions which promote democracy, remove legal and cultural barriers to the full participation of women, minorities, civil society institutions and generally provide an enabling environment for the administration of justice and human rights; and vi) to provide capacity-building support for the implementation of the National Democracy Consolidation Programme.

## **6. Local Governance and Development Management**

The objective of the national programme is an effective local governance and development management system. Decentralization is the Government's institutional objective and strategy for the national poverty reduction programme. UNDP support will facilitate capacity-building for effective decentralization, participatory development at district and community levels aimed at enhancing Government and civil society's capability to design, plan, implement, monitor, and evaluate anti-poverty programmes. The UNDP strategy will entail: i) enhancing Government's capacity for the formulation, implementation and monitoring of the decentralization policy; ii) strengthening the outreach capabilities of central and district administration into rural areas; iii) empowering different categories of civil society groups, especially women and NGOs, in local governance; iv) replicating the successful experiences of the six local impact areas.

## **7. Enabling Environment for Public Policy and Management**

The overall national objective for public policy and management is to increase public sector effectiveness and empower Malawian society to organize itself more effectively to take charge of its livelihood. UNDP will provide support to the programme by focusing on capacity-building for the creation of an enabling environment for public policy formulation and management and public sector reform with the framework of poverty alleviation as the overriding goal. The Strategy for UNDP is to i) facilitate the creation and operation of the change management process and the mechanism to manage and implement key reforms and strengthen public sector management; ii) provide strategic capacity-building support for policy analysis and planning, including the institutionalization of the Government's Vision 2020 process; iii) strengthening national capacities for economic and financial policy formulation and management, reform of the economic policy for revenue and budget, aid coordination and management and in monitoring and evaluation; iv) strengthening the Poverty Alleviation Programmes through support to poverty analysis, programming and monitoring, design of national poverty reduction strategies and institutional strengthening for the formulation of Government's social policy framework with a special focus on combating the impact of HIV/AIDS.

### **UNITED NATIONS POPULATION FUND (UNFPA) MISSION STATEMENT**

UNFPA extends assistance to developing countries, countries with economies in transition and other countries at their request to help them address reproductive health and population issues, and raises awareness of these issues in all countries. UNFPA's three main areas of work are: to help ensure universal access to reproductive health, including family planning and sexual health, to all couples and individuals by the year 2015; to support population and development strategies that enable capacity-building in population programming; to promote awareness of population and development issues; and to advocate for the mobilization of the resources and political will necessary to accomplish its areas of work.

UNFPA recognizes that all human rights, including the right to development, are universal, indivisible, interdependent and interrelated, **as** expressed in the Programme of Action of the International Conference on Population and Development, the Vienna Declaration and the Programme of Action adopted by the World Conference on Human Rights, the Convention on the Elimination of all Forms of Discrimination Against Women, the Programme of Action of the World Summit for Social Development, the Platform of Action of the Fourth World Conference on Women, and in other internationally agreed instruments.

UNFPA is guided by, and promotes, the principles of the Programme of Action of the International Conference on Population and Development (1994). In particular, UNFPA affirms its commitment to reproductive rights, gender equality and male responsibility, and to the autonomy and empowerment of women everywhere. UNFPA believes that safeguarding and promoting these rights, and promoting the well-being of children, especially girl children, are development goals in themselves. All couples and individuals have the right to decide freely and responsibly the number and spacing of their children as well as the right to the information and means to do so.

UNFPA is convinced that meeting these goals will contribute to improving the quality of life and to the universally accepted aim of stabilizing world population. We also believe that these goals are an integral part of all efforts to achieve sustained and sustainable social and economic development that meets human needs, ensures well-being and protects the natural resources on which all life depends.

UNFPA, as the lead United Nations organization for the follow-up and implementation of the Programme of Action of the International Conference on Population and Development, is fully committed to working in partnership with governments, all parts of the United Nations system, development banks, bilateral aid agencies, non-governmental organizations and civil society. UNFPA strongly supports the United Nations Resident Coordinator system and the implementation of all relevant United Nations decisions.

UNFPA will assist in the mobilization of resources from both developed and developing countries following the commitments made by all countries in the Programme of Action to ensure that the goals of the International Conference on Population and Development are met.

### **UNITED NATIONS POPULATION FUND (UNFPA) PROGRAMME OUTLINE (1997-2001)**

The long-term objective of the UNFPA programme in Malawi is to contribute towards sustainable and continuing improvement in the quality of life of the Malawian people in the context of the Poverty Alleviation Programme through the implementation of a coordinated and comprehensive multi-sectoral population programme. To this effect, the UNFPA programme will assist the Government in achieving the following national objectives as reflected in the National Population Policy and other policy documents:

- to reduce annual population growth rate from 3.2 to 2.4 per cent by the year 2002; to reduce total fertility rate from 6.7 to 5.0 by the year 2002; to reduce infant and under-five mortality from 134 and 234 to 100 and 150 respectively by the year 2002; to reduce maternal mortality from 620/100,000 live births to 200-300 by the year 2002; to reduce adolescent pregnancies by 50 per cent by the year 2002;
- to increase the contraceptive prevalence rate from 7 to 28 per cent by the year 2002; and
- to contribute to gender equality, equity, and the empowerment of women

Broad programme strategies include: i) strengthening of institutional capacity; ii) human capacity building; iii) decentralization; iv) establishment of advocacy networks/partnerships; v) encouraging a more coordinated approach of inputs for population programmes by the UN system and bilateral agencies and to help improve Government coordination of donor assistance; vi) promotion of technical cooperation between Malawi and other developing countries through sharing and exchange of information and experiences; and vii) ensuring community participation, thus promoting community ownership and sustainability. UNPPA-supported activities will include data collection, analysis and research; capacity building, including training and infrastructure enhancement; and enhanced information, education.

## **1. Reproductive Health including Family Planning and Sexual Health**

UNFPA will help the Government of Malawi i) to provide integrated Reproductive Health (RH) services in at least 30 per cent of existing health centres; ii) to improve privacy for selected health centres and increase intake of three in-service training centres for service providers; iii) to have 1,600 service providers competent in RH; iv) to integrate RH in the WHO-supported primary health care programme in 100 villages; v) to increase knowledge on socio-cultural factors that influence RH; vi) to ensure integration of youth RH needs and involvement of males in implementation of RH programmes; vii) to increase demand for RH; and viii) to reduce the transmission of sexually transmitted diseases (STDs) and HIV/AIDS.

The programme will utilize the following strategies: i) expand the network providing full RH/FP services; ii) increase the capacity of health centres so as to improve privacy for the provision of integrated RH/FP services; iii) design, implement, and monitor an integrated national RH programme and provide a framework for coordination between current RH vertical programmes; iv) enhance the skills of service providers in RH; v) increase the capacity of existing in-service training centres for service providers; vi) enhance the technical capacity at the national, regional, and district levels for programming, planning, monitoring, supervision, and evaluation of RH services; vii) deploy additional trained staff in at least the four priority districts; viii) support socio-cultural research on norms that influence RH; ix) support focused Information/Education/Communication (IEC) programme; x) support the Traditional Birth Attendant component of WHO-sponsored PHC programmes at the village level; xi) support programmes addressing RH needs of the youth as well as male involvement in RH/FP; and xii) integrate HIV/AIDS prevention messages in all IEC, RH and Advocacy programmes., and communication efforts.

## **2. Population and Development Strategies**

UNFPA will help the Government of Malawi to i) develop a coordinated and comprehensive multi-sectoral plan of action for the implementation of the National Population Policy; ii) to ensure that population factors are adequately taken into account in all development planning; and iii) to promote gender-sensitivity at all levels in the implementation of the National Population Policy.

Strategies utilized will include: i) continued support to established task forces for the preparation of a multi-sectoral action plan for the implementation of the National Population Policy; ii) strengthening of capacity to produce demographic and other socio-economic data, including the production of routine population projections taking into account the AIDS epidemic; iii) strengthening the capacity for teaching and training in population and development; iv) support to policy-oriented research to enhance policy implementation, monitoring, and evaluation; v) support to the National Population Research Committee; vi) support to Government-instituted multi-sectoral programmes to eliminate gender disparities; vi) to produce and disseminate in a timely-manner gender-sensitive and culturally relevant data for policy and programme development; vii) to ensure availability of sufficient trained staff in population as well as of socio-cultural and demographic research in population; viii) to promote collaboration and coordination among institutions and individuals involved in population research in the country.

### **3. Advocacy**

UNFPA will assist the Government of Malawi i) to achieve broad-based support amongst leaders at all levels for the national population programme; ii) to ensure adoption of the “reproductive health culture”, including the need to address adolescents’ reproductive health needs, male responsibility, maternal mortality and morbidity, abortions, STDs and HIV/AIDS; iii) to achieve positive attitudes among leadership with respect to gender equality and equity and the empowerment of women; iv) to achieve understanding of the interrelationship between rapid population growth and environmental degradation.

Advocacy strategies include the following: i) to build capacity for advocacy through partnerships with NGOs, community-based organizations, church groups and other agencies; ii) to use mass communication networks as well as traditional and popular folk media to target leaders; iii) to sensitize academics in health training institutions as well as health officials to the reproductive health culture and encourage them to build the system to support the new approach; iv) to promote integration of existing vertical RH components among health authorities; v) to support all actions aimed at promoting gender equality and equity and women’s full representation at all levels of decision-making, including legal rights awareness-creation campaigns focusing on increasing women’s and girls’ knowledge about civil, religious and customary laws and regulations at all levels, which affect their sexual and reproductive rights and responsibilities and advocate for the enforcement of reform of such laws; vi) to encourage leaders to support efforts aimed at enrollment and retention of girls in schools, including the value of educating girls; vii) to review and discuss with leaders the results of research on the implications of rapid population growth on environment.

**UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES  
(UNHCR)  
MANDATE AND SUMMARY OF PROGRAMME ACTIVITIES**

UNHCR, the United Nations refugee organization, is mandated by the United Nations to lead and coordinate international action for world-wide protection of refugees and the resolution of refugee problems.

UNHCR’s primary purpose is to safeguard the rights and well-being of refugees. UNHCR strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another state, and to return home voluntarily. By assisting refugees to return to their own country or to settle in another country, UNHCR also seeks lasting solutions to their plight.

UNHCR’s efforts are mandated by the organization’s Statute, and guided by the 1951 United Nations Convention relating to the Status of Refugees and its 1967 Protocol. International refugee law provides an essential framework of principles for UNHCR’s humanitarian activities.

UNHCR’s Executive Committee and the UN General Assembly have also authorized the organization’s involvement with other groups. These include people who are stateless or whose nationality is disputed and, in certain circumstances, internally displaced persons.

UNHCR seeks to reduce situations of forced displacement by encouraging states and other institutions to create conditions which are conducive to the protection of human rights and the peaceful resolution of disputes. In pursuit of the same objective, UNHCR actively seeks to consolidate the reintegration of returning refugees in their country of origin, thereby averting the recurrence of refugee-producing situations.

UNHCR offers protection and assistance to refugees and others in an impartial manner, on the basis of their need and irrespective of their race, religion, political opinion or gender. In all of its activities, UNHCR pays particular attention to the needs of children and seeks to promote the equal rights of women and girls.

In its efforts to protect refugees and to promote solutions to their problems, UNHCR works in partnership with governments, regional organizations, international and non-governmental organizations.

UNHCR is committed to the principle of participation by consulting refugees on decisions that affect their lives.

By virtue of its activities on behalf of refugees and displaced people, UNHCR also promotes the purposes and principles of the United Nations Charter maintaining international peace and security; developing friendly relations among nations; and encouraging respect for human rights and fundamental freedoms.

The following summarizes UNHCR's activities in Malawi:

### **1. Eligibility-Determination and National Legislation**

After the successful voluntary repatriation of more than one million Mozambican refugees, Malawi has had to handle smaller numbers of refugees of various nationalities who arrive individually or in small groups. These refugees need to have their claims to refugee status determined individually within the framework of international refugee conventions and the existing national refugee legislation. A major component of UNHCR assistance is to develop a national eligibility-determination process, with the necessary expertise being provided to streamline the national legislation to bring it in line with the Constitution of Malawi and the relevant international instruments.

### **2. Material Assistance Leading to Durable Solutions**

Through the Government of Malawi and NGO partners, UNHCR provides material assistance to asylum seekers and refugees, while counselling is being provided to individuals and groups on ways in which they can be enabled to meet their basic needs. Provision of family agriculture plots to refugee families by the GOM, and the necessary tools and inputs by UNHCR, will enable the refugees to lead as normal a life as Malawians at their levels, and reducing the need for international protection and assistance.

### **3. Capacity Building**

The ultimate aim for UNHCR is to develop adequate capacity at national level to carry out the administration of refugee assistance. UNHCR supports capacity building for Government and NGO personnel through training in various sectors.

## **UNITED NATIONS CHILDREN'S FUND (UNICEF) MISSION STATEMENT**

UNICEF is mandated by the United Nations General Assembly to advocate for the protection of children's rights, to help meet their basic needs, and to expand their opportunities to reach their full potential.

UNICEF is guided by the Convention on the Rights of the Child and strives to establish children's rights as enduring ethical principles and international standards of behaviour towards children.

UNICEF insists that the survival, protection, and development of children are universal development imperatives that are integral to human progress.

UNICEF mobilizes political will and material resources to help countries, particularly developing countries, ensure a "first call for children" and to build their capacity to form appropriate policies and deliver services for children and their families.

UNICEF is committed to ensuring special protection for the most disadvantaged children-victims of war, disasters, extreme poverty, all forms of violence and exploitation and those with disabilities.

UNICEF responds in emergencies to protect the rights of children. In coordination with United Nations partners and humanitarian agencies, UNICEF makes its unique facilities for rapid response available to its partners to relieve the suffering of children and those who provide their care.

UNICEF is non-partisan and its cooperation is free of discrimination. In everything it does, the most disadvantaged children and the countries in greatest need have priority.

UNICEF aims, through its country programmes, to promote the equal rights of women and girls and to support their full participation in the political, social, and economic development of their communities.

UNICEF works with all its partners towards the attainment of the sustainable human development goals adopted by the world community and the realization of the vision of peace and social progress enshrined in the Charter of the United Nations.

## **UNITED NATIONS CHILDREN'S FUND (UNICEF) PROGRAMME OUTLINE 1997 - 2001**

The UNICEF Country Programme was developed on the basis of its anticipated contribution to the national priority of poverty alleviation, in light of the current status of Malawian children and women, in recognition of the stipulations of the Convention on the Rights of the Child (CRC) and the opportunities provided by the democratic transition, and in keeping with the goals of the World Summit for Children (1990).



Overall programme goals are to:

- generate broad-based support and partnerships for the fulfillment of the rights enshrined in the Convention on the Rights of the Child
- contribute to an enabling environment that places highest priority, without gender bias, on the needs and the protection of children and a change of attitudes and behaviour, especially among youth.

The overall programme strategy focuses on raising awareness and empowerment, with elements of capacity building at national and district levels. As a result of Malawi's democratic transition, UNICEF will seize on potential to promote participatory approaches, especially through the involvement of new or existing community groups. Promotion of behavioural change is considered a key element of empowerment, with youth as the most promising agents of transformation. Given increased availability of donor funding for Malawi, the UNICEF programme will attempt to serve as a catalyst for continued donor financing, particularly from multilateral institutions, of basic supplies and institutional strengthening for critical areas of service delivery. The UNICEF programme also will support institutional capacity building; empowerment, particularly at the community level; the elaboration of a coherent nutrition strategy to reduce chronic and acute malnutrition; and gender equality and the empowerment of women. UNICEF also will attempt, particularly in the care and youth programmes, to introduce the concept of the life cycle-an approach that considers the different needs, problems and opportunities of children as they grow into adulthood, and that takes note of existing and alternative gender roles.

UNICEF's 1997-2001 programme of cooperation features five major components: Health; Water and Sanitation; Care and Nutrition; Youth and Education; and Social Policy, Advocacy and Information and Communications.

## **1. Health Programme**

The health programme aims to contribute towards improving the health status of Malawian children and women through building the capacity of the health system and through empowerment. The programme will consist of five components, whose objectives are to improve: i) the quality and access to essential preventive health services; ii) the quality and access to essential curative services; iii) the quality and access to essential reproductive health services; iv) the community capacity to promote health and support the prevention and management of priority maternal and child health problems at household and community levels, and v) the capacity to manage provision of essential integrated health services for priority child and reproductive health problems. Specific projects include the Strengthening Preventive and Well Child Services project, the Strengthening Reproductive Health and Safe Motherhood project, the Promotion of Healthy Communities project, and Capacity Building in Policy Development, Management, and Support of Essential Health Services project.

## **2. Water and Sanitation Programme**

UNICEF's water and sanitation programme will support the efforts of all key players to ensure 80% access to safe water and 60% coverage of adequate sanitation in target areas. Especially for rural areas, water supply technology will be village-based and designed so it can be maintained by the beneficiaries themselves. Projects will include specific Hygiene Education and Sanitation Promotion (HESS) activities. UNICEF-supported water and sanitation projects will include a Strengthening of the Community-Based Management Unit and Sector Monitoring project, a Shallow Well Rehabilitation project, a District-Based Hand Augured Wells project, a Technology and Communication Research and Development project, and an Emergency Water Supply project related to drought-induced disasters.

## **3. Care and Nutrition Programme**

The programme will focus on strengthening the ability of men, women, families, community, Government, and NGOs to provide improved care for children and is based on the different "care" problems encountered at various stages of a child's growth and development. UNICEF-supported interventions will include the following projects: a Food Diversification project, a Nutrition Education project, an Early Childhood Care project, and a Family and Community Care project.

## **4. Youth and Education Programme**

UNICEF's Youth programme is based on the development and participatory rights enshrined in the Convention on the Rights of the Child and features a two-pronged theme of change in learning and learning to change. The objectives of the programme are to increase literacy in primary school age children by 20% of 1995 levels, and to equip young children and adolescents with knowledge and skills to enable them to participate responsibly in their own and their society's development through both formal and non-formal life skills programmes. Specific youth-focused projects include: a Primary Education project, a Youth Reproductive Health project, and a Youth Participation project.

## **5. Social Policy, Advocacy, and Information and Communications Programme**

The programme aims to ensure that the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) are recognized as the governing framework of national policies. UNICEF advocates that 50% of total government expenditure should directly benefit children and women. The programme will create an "Enabling Environment" which will help other UNICEF-supported interventions to function effectively, and will enhance the readiness and ability of policy-makers, Government workers, and beneficiaries to adopt behavioural change. Specific advocacy and information projects will include a Social Policy Development project, a Social Statistics project, a project Facilitating Community Participatory Development, and a Capacity Building for Information, Education, and Communications Media project directed to strengthening partnerships between elected officials, the media, and civil society through the organized private sector, academics, students, and artists.

## **UNITED NATIONS VOLUNTEERS (UNV) MANDATE AND SUMMARY OF PROGRAMME ACTIVITIES**

The United Nations Volunteers (UNV) was created as a subsidiary organ of the United Nations by the General Assembly in 1970, to be an operational programme in development cooperation. The UNV programme is unique as the volunteer arm of the United Nations system and in its scale as a multilateral volunteer undertaking. It promotes volunteer contributions to development, especially with a community-focus, and seeks to influence policy for sustainable results. UNV reports to the Executive Board of the United Nations Development Programme (UNDP), and works through UNDP's Country Offices around the world.

In 1998 there were some 4,000 qualified, experienced and motivated men and women of over 125 nationalities working as United Nations Volunteers. As many as 75 per cent were themselves citizens of developing countries. UNVs serve in developing and other "transition" countries as volunteer specialists and field workers, and as national UNVs in their own countries. UNVs work in technical cooperation for development; in support of community-based initiatives, in humanitarian relief and rehabilitation; and in support of the peace, electoral, and human rights work of the United Nations. Additionally, the UNV/UNISTAR programme provides advisors for the private and public sectors; and the UNV/TOKTEN programme enables expatriates to assist in their country of origin. UNVs are committed professionals who seek to work on a peer basis. They listen and dialogue. They encourage and facilitate. They share and exchange ideas, skills, and experience. They teach and train. They care.

The UNV programme works in partnerships with governments, United Nations agencies, development banks, and non-governmental and community-based organizations. Often there is technical input from a United Nations System Specialized Agency, such as the Food and Agriculture Organization, the International Labour Organization, UNESCO, UNICEF or the World Health Organization, or from the World Bank. UNV also executes projects on its own.

The UNV Specialists are graduates with further qualifications and an average of 10 years work experience. The Specialists in Malawi are working as advisers in Sustainable Livelihoods programmes, Good Governance and Development Management programmes and social development. Their expertise includes food security, natural resource and environmental management, mother and child health, youth development, population and demography, and participatory development planning and financial management (the latter, within the Decentralisation programme).

In Malawi, United Nations Volunteer-specialists and DDS workers live and work with communities, seeking to build on indigenous knowledge and to facilitate local initiative and the networking of experiences. The DDS scheme puts those at the grassroots in charge of their own development by promoting self-reliance, participation, and self-help. The DDS field workers serving in Malawi come from neighbouring African countries and communities. The philosophy and approach of the DDS coincides with the Government of Malawi's efforts towards poverty alleviation within a decentralised administrative structure, so as to empower and improve communities' livelihood systems.

Since 1996, UNV has been piloting a National Volunteer Scheme. Over 80 nationals have served as volunteers under this scheme in support of health care, reproductive health, orphan care, HIV/AIDS, food security, small and micro enterprise development, human rights, empowerment of women, civic education and youth advocacy. The most recent programme of 'UNV Support to People Living with HIV/AIDS' recruits people living with HIV/AIDS as national UN volunteers contributing to the country's response to the epidemic; working at political level, programming and in support of community responses.

## **WORLD FOOD PROGRAMME (WFP) MISSION STATEMENT**

WFP is the food aid arm of the United Nations System. Food aid is one of many instruments that can help to promote food security, which is defined as access of all people at all times to the food needed for an active and healthy life<sup>1</sup>. The policies governing the use of World Food Programme food aid must be oriented towards the objective of eradicating hunger and poverty. The ultimate objective of food aid should be the elimination of the need for food aid.

Targeted interventions are needed to help to improve the lives of the poorest people-people who, either permanently or during crisis periods, are unable to produce enough food or do not have the resources to otherwise obtain the food that they and their households require for active and healthy lives.

Consistent with its mandate, which also reflects the principle of universality, WFP will continue to:

- Use food aid to support economic and social development;
- Meet refugee and other emergency food needs, and associated logistics support; and
- Promote world food security in accordance with the recommendations of the United Nations and FAO.

The core policies and strategies that govern WFP activities are to provide food aid:

- To save lives in refugee and other emergency situations;
- To improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and
- To help build assets and promote the self-reliance of poor people and communities, particularly through labour intensive works programmes.

WFP will play its part as an active member of the United Nations System to bring the issue of hunger to the centre of the international agenda. In its dialogue with recipient governments and the aid community, WFP will advocate policies, strategies and operations that directly benefit the poor and hungry.

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<sup>1</sup> International Conference on Nutrition, FAO/WHO, 1992

## **WORLD FOOD PROGRAMME (WFP) COUNTRY PROGRAMME (1998 - 2001)**

The World Food Programme's 1998 - 2001 Country Programme in Malawi will support the Government's Poverty Alleviation Programme by promoting household food security through employment generation under the Food for Work scheme, nutrition rehabilitation of vulnerable groups, targeted safety net operations, vulnerability assessment and mapping, gender equality and advancement of women in education and management of rural food aided development projects.

### **1. Food for Work Development Schemes**

WFP supports the Government Poverty Alleviation Programme by improving rural infrastructure through short-term employment creation. WFP food aid will be used as an investment incentive and as wages in community-based and public works schemes to facilitate construction and rehabilitation of secondary and village access roads, earth dams, domestic water supply, soil and water conservation, afforestation and small scale irrigation. The objectives of the Food for Work development schemes include: i) to provide employment opportunities to the rural poor population groups; ii) to create new assets and rehabilitate existing ones for the target beneficiary group; iii) improve household food security; and iv) improve capacity for disaster preparedness and mitigation.

### **2. Nutrition Rehabilitation**

WFP supports the Government's National Plan of Action for Nutrition by providing supplementary feeding to vulnerable groups. The long-term objective of the Vulnerable Group Feeding project is to improve household food security in line with the Government's Food Security and Nutrition policy, Poverty Alleviation Programme, and National Population Policy. The immediate objectives of the project are: i) to contribute to the rehabilitation of severely malnourished children through wet feeding in Nutrition Rehabilitation Units (NRUs); ii) to contribute to the package of primary health care services provided to at-risk expectant women or lactating mothers and children under five years of age attending Maternal Child Health (MCH) clinics; and iii) to improve skills of volunteers and beneficiaries through health and nutrition training and education under the community-based supplementary feeding programme. Under the same theme, WFP will operate the soya seed revolving fund whose objectives are: i) to promote community nutrition rehabilitation; ii) to promote household food diversification; and iii) to broaden the household income base for vulnerable groups. WFP food assistance will cover all NRUs throughout the country and target about 21 Extension Planning Areas (EPAs) for the Community Based Supplementary Feeding and Maternal Child Health clinics. The project will be implemented by the Project Management Unit established under WFP's existing project MLW 4780/01.

### **3. Gender Equity and the Advancement of Girls' Education**

WFP food aid will be used to support the Government's free primary education programme. In this light, food aid will: i) encourage school enrollment for girls (aiming at an increase of at least 20 per cent); ii) stabilize attendance; iii) reduce school drop-out rates; iv) improve the attention span of pupils; v) act as an income transfer to affected households; and vi) reduce gender disparities in education. The programme

will be piloted in two EPAs in Dedza district and is expected to be replicated eventually in the other 24 districts in the country. Further to that, WFP will commit at least 75 per cent of its development food aid resources to activities where women have the greatest stake. WFP will actively pursue empowerment of women to play substantive roles in the management of food aid, including project identification, targeting, monitoring and food distribution. WFP will aim at utilizing 25 per cent of its Food for Work resources for building assets that directly benefit women. WFP is further committed to increasing the share of female staff in its workforce in order to ensure that critical needs of women are heard and reflected in the planning process and implementation of its activities.

#### **4. Targeted Safety Net Operations**

WFP Targeted Safety Net operation/projects support the Government's disaster mitigation initiatives and aims at addressing the transitional food shortage caused by seasonal shocks associated with droughts, floods, pest infestation, and/or economic adjustment programmes that disproportionately affect physical and economic access to food among the poorest population groups. The objectives of the safety net operation therefore are: i) to improve availability and access to food for the most vulnerable households in acute food deficit areas; ii) to stabilize and/or improve the nutritional status of malnourished families/children residing in the most food insecure areas of the country during periods of acute food shortage; and iii) reinforce the livelihood strategies and/or promote self-reliance of the vulnerable households in the disaster impact area. The targeting of safety net operations is based on food production and nutrition indicators using Vulnerability Assessment and Mapping data.

#### **5. Vulnerability Assessment and Mapping (VAM)**

For WFP to direct its food aid effectively to the poorest, it needs to understand the underlying reasons and patterns of how food insecurity occurs or persists in any given country and be able to locate areas that suffer from recurrent food shortages. WFP will support the Government Poverty Monitoring System and vulnerability analysis related to food insecurity. In doing so, VAM data will be used. WFP's VAM project will: i) help in targeting limited resources on well-defined food insecure areas; ii) enhance effective prevention and preparedness strategies for areas at-risk of man-made and natural disasters; and iii) assist in assessing the impact of food aid by providing increased knowledge and database of the targeted beneficiary communities. By using the VAM, WFP will be able to provide essential technical support to other UN agencies, local donors, non-governmental organizations and Government partners with interest in monitoring food security.

## **WORLD HEALTH ORGANIZATION (WHO) MISSION STATEMENT**

The Mission of WHO is to assist all peoples of the world to achieve the highest possible level of health. This will be achieved through directing and coordinating international health work or international cooperation in health. WHO activities are conducted at the following levels:

- Development and definition of explicit health policies (global, regional, and national) and ensuring that such policies are both linked to socio-economic development and monitored in their implementation;
- Technical cooperation between WHO and Member States, and to provide support to and facilitate bilateral and multilateral cooperation between developed and developing countries and among developing countries;
- Establishing health-related norms and standards, monitoring related legislation and compliance by national and multinational institutions and evaluating the impact of international action.

## **WORLD HEALTH ORGANIZATION (WHO) BIENNIAL PLAN OF ACTION (1998 - 1999)**

In accordance with World Health Organization and Government of Malawi priorities, WHO collaboration in Malawi will be focused on the following areas:

- National Health Policies and Programmes Development and Management through technical cooperation
- Biomedical and Health Information by intensifying information, education, and communication of health activities including gender issues and commemoration of World Health Day
- Organization and Management of Health Systems based on primary health care.
- Human Resources for Health through the provision of short and long-term fellowships including support to the Medical College
- Provision of support on Reproduction, Family Planning, Community Health, and Population issues
- Promotion of Healthy Behaviour and Mental Health activities
- Infant, Young Child, and Maternal Nutrition
- Environmental Health
- Control of Communicable Diseases
- Non-Communicable Diseases
- Emergency response (floods, droughts, earthquakes, epidemics)

**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK  
(UNDAF)**

**MALAWI**

**ANNEX 5**

**THE UNDAF PROCESS IN MALAWI**



**Please note that pages 1 to 3 of Annex V were not made available by the substantive office.**

headquarters. A 13 week timeframe also is insufficient for any real consultation with the Government or other donor partners, particularly given that consultation and substantive feed-back is essentially conditional upon distribution/review of a fully elaborated draft of the UNDAF document.

- Although a detailed UNDAF workplan was developed as part of the December 1997 visit by a two-person UNDAF Facilitation Team, there was significant slippage in the implementation of the workplan, with some tasks either not completed or only partially completed prior to the completion of a full draft of the UNDAF document. The fact that the UNDAF Facilitation Team worked on the assumptions of the UNDAF "Provisional Guidelines" quickly made this workplan rather meaningless.
- Despite ongoing inter-agency information-sharing, Theme Groups, and other collaborative mechanisms, including previous examples of joint or collaborative programming, UN staff from different agencies appeared to have little experience in working together on such wide-ranging issues. This lack of experience added to the challenge of trying to adhere to a tight timetable for the preparation of the UNDAF. The UNDAF Working Group had interesting discussions on UN agency programming in Malawi, lessons learned, as well as opportunities (and constraints) for enhanced United Nations collaboration in Malawi. However, with changing membership of the Working Group (due to other assignments and leave) team-building also suffered as did common understanding of the UNDAF exercise in the Malawi context.
- Separate UNDAF guidelines should be developed for countries where UN agencies have completed programming exercises, compared with countries where the UNDAF process can be combined with preparation of new country programmes.
- Best practices of the global Resident Coordinator System should inform the selection of collaborative or other joint programming initiatives to be proposed as the result of the UNDAF exercise (i.e. greater sharing of what has worked in other countries rather than one-off experiments or "reinventing wheels"). Thus, based on the initial 19-country UNDAF pilot exercise, countries embarking on the UNDAF process might be provided with fully documented examples of "best practices" or other examples of effective joint or collaborative programming at the country level, including information on operational modalities.
- Tools and instruments for realigning programmes and projects and designing integrated or joint programmes covering advocacy, capacity development, and service delivery should be drawn up and integrated into the UNDAF guidelines.
- Training/facilitation on the UNDAF process itself likely can be handled through audiovisual or computer-generated means. More assistance/guidance is required on the substantive components of the UNDAF process, including the elaboration of programming frameworks.

- Care should be taken to fully brief all programme staff of Funds, Programmes, and Agencies on the UNDAF process and implications for enhanced information sharing, consultation, and cooperation. Agreement at the level of the Heads of Agencies only is not sufficient. Agencies must take ownership over UNDAF-related information-sharing within their offices and with their national counterparts. The United Nations Development System cannot rely solely on the Office of the Resident Coordinator for this large task.
- UNDAF Theme and/or Working Groups need to be provided with specific terms of reference as well as a specific framework for analysis (i.e. an up-front determination of what is to be reviewed, how analysis is to be undertaken, what is expected as output, the format in which information is to be presented, etc.).
- Theme Groups should give greater attention to the international conferences agenda and country-level follow-up well in advance of the identification of key development issues or programming priorities.
- At the same time, the international conferences agenda cannot “be considered separately from nationally-determined priorities as any gaps or discrepancies do provide scope for UN advocacy.
- Given the multi-dimensional nature of most development issues, greater attention and opportunities must be given to the operational and thematic linkages among UNDAF groups/themes.
- The UNDAF Working Group should meet on at least a weekly basis throughout the UNDAF process, with a clear report-back mechanism (to the Heads of Agencies) so as to carry the process forward in a timely fashion. Full-day workshops or retreats are conducive to “brainstorming” as well as analyzing and discussing elements of the UNDAF document.
- With numerous sources of statistical data (National Statistical Office, Government documents, United Nations data, United Nations agency programming materials, World Bank publications, THRESHOLD 21 data, donor publications) and varying reporting periods, all statistical data as trends interpreted through such data, must be subject to scrutiny.
- Although the Integrated Common Country Data (ICCD) System provided important information about UN agency programmes in relation to national development objectives, the international conference agenda, and agency mandates, interpretation of such data was hampered by the lack of a common or agency-wide classification or coding system for programme/project objectives and outputs. The ICCD System developed as part of the Malawi UNDAF thus will require further refinement if it is to prove useful as a monitoring tool for the implementation of the UNDAF framework.
- It is essential that the UNDAF process include World Bank input. Although the UNDAF and the World Bank’s Country Assistance Strategy (CAS) do not necessarily have to be congruent, they generally should share a common analysis of the country’s development achievements and challenges and should be broadly complementary.

- A careful balance is required between direct “hands-on” work by Heads of Agencies, agency programme staff, and thematic groups and the contributions of consultants. All substantive inputs, in particular in the areas of policy and programming, should come from agency staff, with clear policy direction from the Heads of Agencies. The synthesis of materials or the drafting of final text can be undertaken by consultants.