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Malawi

Human Resources and Institutional Development Project

A POLICY AND PLAN OF ACTION FOR
WOMEN IN MALAWI.

In Collaboration: The Government of Malawi
The Agency for International Development
The Academy for Educational Development
with the Institute of International Education
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A POLICY AND PLAN OF ACTION FOR WOMEN IN MALAWI

SUBMITTED TO:

THE NATIONAL COMMISSION ON WOMEN IN DEVELOPMENT

MINISTRY OF COMMUNITY SERVICES/GOVERNMENT OF MALAWI

by

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ABBREVIATIONS

CCAM	Chitukuko Cha Amayi M'Malawi
CDA	Community Development Assistant
CDD	Community Development Department
CDO	Community Development Officer
CSWS	Council for Social Welfare Services
DEMATT	Development of Malawian Traders' Trust
DSB	Department of Statutory Bodies
DEVPOL	Statement of Development Policies
EP & D	Department of Economic Planning & Development
EEC	European Economic Community
FAO	Food & Agriculture Organization of the United Nations
FFS	Family Formation Survey
FLE	Family Life Education
GOM	Government of Malawi
GTZ	German Agency for Technical Cooperation
HCW	Homecraft Worker
HRID	Human Resources & Institutional Development Project
IEC	Information Education & Communication
IGA	Income Generating Activity
INDEFUND	International Development Fund
MEDI	Malawian Entrepreneurs' Development Institute
MCH	Maternal & Child Health
MOA	Ministry of Agriculture
MOCS	Ministry of Community Services
MOH	Ministry of Health
MMF	Malawi Mudzi Fund
MUSCCO	Malawi Union of Savings and Credit Cooperation Limited
NCWID	National Commission on Women in Development
NGO	Non-Government Organization
NABW	National Association for Business Women
NALP	National Adult Literacy Programme
NPSW	National Policy Statement on Women
NPAW	National Plan of Action on Women
OPC	Office of the President & Cabinet
PHAM	Private Hospitals Association of Malawi
FHRDU	Population & Human Resources Development Unit
POET	Project Officers' Entrepreneurship Training
SEDOM	Small Enterprise Development Association of Malawi
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific & Cultural Org.
UNFPA	United Nations Fund for Population Activities
UNIFEM	United Nations Women's Development Programme
UNIMA	University of Malawi
USAID	United States Agency for International Development
WHO	World Health Organizations
WID	Women in Development
WPS	Women's Programme Section

I. FOREWORD

1. Women in development (WID) has become an important policy issue. In the WID agenda of the 1990's, a focus on "empowering women" marks the maturing and broadening of the concept of "the integration of women in development". Empowerment is more desirable goal for women, to make them active agents in, instead of passive onlookers of, development, and better able to exercise a widened range of options, articulate problems and priority needs and gain greater control over their lives.
2. In Malawi, the search for new and cooperative solutions towards achieving sustainable improvements in their economic and social position can play a vital role in empowering women. National development, which should benefit both women and men, often bypasses women, both in absolute terms and in relation to men. A means of ensuring that women and men both benefit from, and participate equitably in, development, is to include, in the national development process, explicit policy directions for incorporating women's components as a normal and integral part of plans and programmes. National, as well as sectoral, plans of action should be formulated to address these components within the regular framework of operations in the various sectors of development, with specific emphasis given only where warranted.
3. In Malawi, a need has been identified for a policy and plan of action to guide policy-makers and planners in considering the roles and needs of women in any interventions they may undertake, and design appropriate programmes and projects. This document presents a National Policy Statement on Women in Malawi, together with its corresponding Plan of Action, which have been prepared in response to a request from the Ministry of Community Services (MOCS), on behalf of the National Commission on Women in Development (NCWID).
4. The policy which is proposed is designed to be the vehicle through which the Government reaffirms its commitment to efforts which will enhance women's role, active participation in development and access to benefits. It is based on clear principles and goals, both long-term and immediate, to ensure the effective incorporation of a women's component into public and private sector programme and activity planning. The plan identifies key areas for action and the institutional framework of organizations which should be involved in multisectoral planning, management and evaluation of development programmes and projects with an identifiable and discrete women's dimension.
5. An analysis of the situation of women in Malawi served as a point of departure for developing the policy and plan. The exercise was based on the premise that, if policies and plans for women are to be effective, they must reflect the conditions, needs and perspective of women. These must be central to the main thrust of policies, plans and programmes intended to benefit women and should be considered at all levels of the entire programming cycle, from the level of overall policy formulation and programme planning, through actual implementation, to evaluation.

6. The next task was to survey the country's development policies and strategies to gain a basic understanding of the attitudes and values in the country which underlie policy and strategy formulation and programme selection for women. This activity was also designed to determine the existence of strategies specifically targeted at women, and, if so, their nature, elements and interpretation. This analysis revealed that, in The Republic of Malawi's "Statement of Development Policies, 1987-1996" (DEVPOL) the policies for guiding and directing development activities and programmes in the country include sparse mention of policies and programmes specifically aimed at improving the status and conditions of women. Women's special concerns, where addressed, are not interpreted from a gender-sensitive perspective, so that the policy mandates could be translated into appropriate programmes and projects.

7. Current programmes, projects and activities for women in both public and private sectors were then reviewed, focusing on their effects in giving women access to, and control over, economic resources, as well as other basic needs. This review helped to determine what opportunities and constraints existed for fuller participation of women in the development process, also areas, sectors and types of programmes that should be given emphasis in future women's programming.

8. Institutions and agencies which give particular attention to women's issues were then examined, in light of their capabilities in giving legitimacy, stimulation and stability to women's efforts to improve their life conditions. In identifying such institutions, specific reference was made to the NCWID which is seen as the official organ for women in development in Malawi. An assessment was made of its mandate and status, administrative and management structure and procedures, facilities, technical and human resources, functions and work plans. Specific steps for institutional strengthening were proposed.

9. The process has been a collaborative exercise, involving an external consultant, a national consultant and several persons drawn from public and private sectors of the country, as well as the international donor community. The consultants would like to place on record their appreciation of the cooperation, support and many kind courtesies extended to them by personnel of the Ministry of Community Services, other ministries and departments of the Government, non-governmental organizations and international agencies, with whom interviews were conducted.

10. Special thanks should be given to Mr. Rudi Klauss, Coordinator of the Human Resources and Institutional Development Project of the Academy for Educational Development, U.S.A., which facilitated the consultancy, for the excellent arrangements made by the staff - Mr. Patrick Mulawu, Mr. Andrew Mwansambo, Ms Doreen Msuku, Ms Catherine Kamwendo and Mr. Lackson Chabwana - to ensure that the mission ran smoothly. Particular thanks are also due to Ms Linley Kamtengeni, Chief Community Development Officer in the Ministry of Community Services, to whom the team reported, and Ms Rose Namagowa, Assistant Community Development Officer, who acted as Liaison Officer. We are also indebted to all the other persons, too numerous to mention, who helped in many ways to make the mission a success.

EXECUTIVE SUMMARY

A. Terms of Reference of the Mission

1. In response to a request from the NCWID, through the Ministry of Community Services, Government of Malawi, the Academy for Educational Development, through its Human Resources and Institutional Development Project in Malawi, retained a consultant team to develop a comprehensive, five-year Plan of Action on Women for the NCWID. The plan was expected to include objectives, targets, strategies and major programmes to be implemented by various ministries and agencies for integrating women's issues into the different sector programmes and projects. To ensure effective coordination of the plan by the NCWID, the team was also required to assess, and make recommendations for improving, its technical and functional capacity, as well as linkages with the overall institutional framework involved with programming for women.

2. The team consisted of Ms Andrea Okwesa, external consultant, and Ms Catherine Kainja, national counterpart. During the mission, from 12 May - 7 June, 1991, the team carried out the following activities: Data on the situation of women in Malawi were reviewed; extensive discussions were held with staff of MOCS who currently carry out NCWID-related functions; and a wide cross-section of persons were interviewed. Respondents were drawn from the host ministry, relevant government ministries and departments, NGOs, funding agencies, research institutes, the media, also consultants, students and laypersons (Annex 2). The main purpose of these meetings was to identify the roles of national entities in the implementation of the plan of action.

3. The team also examined and analyzed the existing organization, staffing, functions and resources of the NCWID, in relation to the dimensions of the problems which had generated the request. Also appraised were broader issues which could have an impact on the execution of the Plan, including the nature, scope and linkages of the required institutional framework, beneficiaries, activities, and the type and scale of resources needed, including training. These are described in Section B. of this Summary.

4. Upon completion of field visits and interviews by the consultants, a national policy statement and plan of action on women was drafted for submission to the Principal Secretary in MOCS. The draft National Policy Statement on Women (NPSW) is an explicit and comprehensive statement of the Government's position regarding women, together with the principles, goals and objectives which should be followed by planners, decision-makers and implementors of women-related programmes and activities. The National Plan of Action on Women (NPAW), which elaborates the NPSW, is a comprehensive and coordinated strategy for multisectoral action in improving the delivery of services and programmes to women and incorporating their concerns and issues within the policies and plans of government departments, parastatals and NGOs.

B. Institutional Framework for Women - Problems and Needs

5. The NCWID is at the hub of an uncoordinated network of institutions which are involved in women in development (WID) concerns. It represents the focus of government activity to address issues relating to the role and status of women in the country, but has not been designated official "women's machinery", nor vested with the status, visibility and support which would enable it to perform effectively in that capacity. Prior to its establishment in 1984, there was no official organ to take account of the special needs of women, and through which external donor assistance in support of women's programmes could be channelled.

6. The NCWID's mandate is to promote and assist in the establishment of institutions for implementing women's programmes, coordinate women's programmes in public and private sector entities and promote awareness of the Government's services to women. This mandate has not been efficiently exercised, particularly in respect of coordination, which is regarded as its chief function. Liaison

with departments and ministries, parastatals, NGOs and women's organizations, with regard to their programmes and projects for women, is weak and on an ad hoc basis. Contact is maintained with these bodies chiefly through seven special committees on which senior policy makers from the above bodies are represented.

7. The NCWID is not mandated to implement women's programmes. These are extensively carried out by the MOCS, its parent ministry, also the Ministry of Agriculture (MOA) and the NGOs, chiefly Chitukuko Cha Amayi M'Malawi (CCAM), the chief women's organization. These bodies have the staff and technical skills, currently lacking in the NCWID, for implementing women-related programmes and projects at ground level. In any event, the NCWID per se is completely unstaffed and draws on the Community Development Department (CDD) of MOCS to furnish its human resource needs, which is an unsatisfactory arrangement. In addition, it lacks a clear goal, objectives and work plan.

8. Because of its low position and profile in the government hierarchy the NCWID is not eligible to participate in, and impact on, policy formulation and analysis, which are high-level ministerial functions. It has also not been equipped with the needed technical capacity to respond to, and monitor, the impact of policies and proposals towards women, so that they incorporate a women's dimension, also to analyze and co-ordinate public and private sector policies so that they collectively support the thrust of women's advancement. Since it lacks departmental status, the NCWID has no separate budget. Insufficient financing has been, somewhat, recently alleviated by funding from the HRID project, but this will not address infrastructural needs.

C. Recommendations for Priority Action

9. In view of these main findings, the team determined that principal emphasis should be placed on improving the NCWID's execution of its mandate and functions through a programme of actions designed to establish the NCWID on a solid and sustainable footing. These include: upgrading of its administrative level; recruitment of qualified staff at appropriate levels and with needed technical and functional capacity; provision of permanent and functional physical accommodation and facilities; and administrative support.

10. The NCWID should continue to be located in MOCS in view of its longstanding responsibility for the majority of women-related programmes in the country, existing institutional arrangements for these programmes and future directions. The National Secretariat should consist of a Director (at Under-Secretary or Controller administrative level) Deputy Director (at Chief Officer level) and Programme Officer (at Principal Officer level).

11. At Under-Secretary level (two levels below Principal Secretary) the head of the NCWID would be part of the policy-making mechanism, consisting of senior advisers, planners and administrators in all ministries. Executive and advisory responsibilities would be assumed by a restructured Executive Board, consisting of PSs of the most relevant ministries and departments who would serve in their official capacities. These would include the PS of the DSB, which coordinates parastatals, and the PS of the CCAM. Also represented on the Board would be the Vice-Chancellor of UNIMA and the head of the coordinating body for NGOs, CSWS. Religious and private sector organizations would be represented through the CSWS. The Board would be the ultimate authority for all actions of the NCWID and responsible for presenting them to Cabinet. It would also establish policies and guidelines and oversee the integration of women's interests in all government policies and programmes. The PS-MOCS should remain as Chairperson of the Executive Board.

12. Its revised mandate should include: policy formulation, analysis, development and coordination; coordination and liaison with other departments, NGO's, funding organizations and projects with a women's dimension; support to bodies implementing WID actions (e.g. providing guidelines and checklists, reviewing and monitoring products and programmes); networking (to promote more support and coordinated action on WID); research; information, education and communication, (including sensitization of policy-makers and the public, social mobilization); documentation (including a resource and documentation centre and database on women).

13. The Committees would be designated "National Committees" and chaired by PSs or their deputies. Some of the existing committees should be merged and new ones added to reflect new emphases and directions. Desk officers for women would be officially named in all government departments, parastatals and NGOs, to ensure that each department's or agency's programmes and activities have a positive impact on women and promote the government's policies on women's role and status.

D. Human Resource Development

14. A major consideration of the team was the need for staff reinforcement of the NCWID, given the fact that many of its current operations are performed by staff of other units, who do the NCWID's work on a voluntary basis or in addition to their regular duties. Staff should be appointed, at appropriate levels, to lay the human resource base for the Secretariat, as indicated above. Administrative and support staff would comprise an Accountant, Secretaries, Driver, Messenger and Cleaner.

15. The team concurred on the urgent need for trained staff and noted that the incumbent of the post of coordinator is currently completing her Ph.D in Education and is expected to be technically equipped to perform that role. Also noted was the fact that two other senior posts had been approved but had not yet been filled.

16. The team identified the following training needs for key Secretariat personnel: WID concepts, project proposal writing, fund-raising, policy analysis, programme planning, implementation and evaluation, IEC, and management and accounting, including a management information system for providing baseline data, developing performance indicators and preparing progress reports.

17. The recently established 'Master's degree course on WID was appraised with a view to determining its value for providing a pool of trained personnel to occupy key posts in the WID machinery. The main weakness identified was the lack of provision for employment of the students, upon completion of training, in the kinds of posts in which they could wield decisive influence on policies, attitudes and programmes, to ensure a stronger focus on women.

18. It was recognized that the course would be the ideal training-ground for staff of the NCWID, as well as future desk officers who would be assigned to government departments and NGOs. In addition, proposals for future candidates and requests to donors for funding should be made by the NCWID. The NCWID should also determine those posts in ministries/NGOs which should be accountable for gender issues, and recommend, to parent bodies, potential course candidates. Ministries should be requested to fund their candidates' training and ensure that graduates would function in capacities offering maximum scope for using the skills gained in a constructive manner.

E. National Policy and Plan of Action on Women

19. The NPAW is developed as a possible mechanism for achieving coordination between the NCWID and existing women's programmes in the MOCS, MOA, those programmes carried out by different NGOs and women-related components of other larger programmes. It would also identify areas where a women's dimension is needed and promote the establishment of women's programmes in other ministries, departments, parastatals and NGO's, as well as linkages among them. It is intended to be used as a flexible, objective-oriented planning tool for eliminating the current duplication of activities and wastage of resources and effort among institutions engaged in activities for women, and for promoting increased interaction among agencies, as well as integration of their activities and programmes.

20. The team has regarded the institutional strengthening of the NCWID as an important policy objective, which has warranted the framing of a specific immediate goal in the NPSW. It is also as an integral activity of the NPAW. In the initial stages of project build-up, implementation activities should focus on internal restructuring of the NCWID, which has considerable financial implications. The following costs will be incurred:

21. (a) Start-up Costs include: (i) circulation, promotion and field-testing of the policy and plan, including high-level and national consultations; revision and finalization; technical assistance for continuous oversight and follow-through of the above activities; (ii) establishment of the NCWID as a department in MOCS, involving recruitment of key Secretariat and support personnel; rental or construction of office space, furniture and equipment, including special provision for a documentation and resource centre; (iii) strategy planning meetings among institutions responsible for implementing, management and supervision of the policy and plan.

22. (b) Intermediate Costs include: human resource development, including funding of training courses at national or external institutions; on-the-job training and orientation of staff; recruitment of short-term technical assistance in required fields of expertise; purchase of a vehicle, together with operational and maintenance costs; recurrent operating costs, including salaries, office supplies, utilities and communication expenses; and promotional and communication activities, including sensitization workshops at national, regional and district level and media campaigns.

23. (c) Long-term Costs include: further development of human resource base, through training staff in database creation and desktop publishing; recruitment of technical assistance to undertake specific types of training and assist the administrative staff with activities such as financial management, and development of a management information system.

Sustainability

24. The team observed that sustainability of the NCWID and effective implementation of the NPAW would require the provision of Government funding on an annual basis, to meet fixed and recurrent costs. The NCWID would also be expected to solicit additional donor support. In a later phase, a cost recovery component could be included by installing, and expanding, the desktop publishing capability to include printing and publishing, specifically geared to the publication of data output, such as profiles of women, research reports and a technical journal which would be offered for sale/subscription. The revenue accumulated could be used to cover recurrent costs.

Next Steps

25. Approval of the policy and plan will require high level institutional support, responsibility and accountability. The PS MOCS should, therefore, form a Review Committee consisting of PSs, heads of parastatals and NGOs and convene, at the earliest opportunity, a consultative meeting of this Committee, to launch and field-test the draft NPSW and NPAW. At this meeting accurate and up-to-date documentation, including statistical summaries and organizational charts, should be available to justify policy and plan recommendations. The broader purpose of this consultation will be to sensitize policy-makers to the relevance of a specific focus on women in development planning and overcome resistance to WID initiatives.

26. This core group of senior officials would remain as the Executive Board, with the initial responsibility of monitoring the approval process and adoption of the plan and its submission to Cabinet for adoption. During the life of the Plan the Board would exercise overall responsibility for making annual reports and recommendations to Cabinet on progress in implementation.

27. The team has assumed that, in view of an expressed need for a policy and plan of action on women, the MOCS will be committed to the exercise and would like to start immediately. The following suggested schedule of operations is based on that assumption:

28. Phase 1: June, 1991 - December, 1992: MOCS reviews the policy and plan and decides to proceed with field-testing, revision and finalization; Review Committee formed; policy and plan field-tested, revised, finalized and adopted; Executive Board installed; office space for NCWID acquired; Director installed; two other vacant officer's posts advertised; Technical Committees reconstituted; Desk Officers appointed.

29. Phase 2: January, 1992 - June, 1994: Sensitization sessions for the Executive Board, Committee Members, mid-level ministry and NGO personnel; Review of policies and procedures, identification of problems and information gaps, planning of activities (public and private sector institutions); Establishment of a documentation centre in NCWID.

30. Phase 3: July, 1994 - December, 1994: Conduct of baseline studies and implementation of activities planned in Phase 2; production of training/communication materials to support sensitization efforts; conduct of national social marketing campaign.

31. Phase 4: January, 1996 - June, 1996: Evaluation, review and planning for next phase; presentation of evaluation report to Executive Board, committees, other senior ministerial and NGO personnel and donors.

III. PROGRAMME ENVIRONMENT

A. The Situation of Women in Malawi

1. Overview

1. The data show that women in Malawi constitute the majority of the poor, unemployed and economically and socially disadvantaged in most communities. The vulnerability of Malawian women is reinforced by the limits imposed on their access to, and control over land and other economic and productive resources, relegation to the most labour-intensive and poorly-paid tasks, both inside and outside the home, and the longest hours of work. In addition, they suffer from gender-based, patriarchal subordination which, when transferred to a higher plane, impacts severely on the creation of policies directly oriented to meeting their basic needs for income, health and nutrition, education, social support and employment.

2. Despite assertions to the contrary, gender-based discrimination exists in Malawi. It is deeply ingrained in the consciousness of both men and women and reinforced through many cultural and traditional practices that assign women lower status and less power. With few exceptions, the spheres of politics and religion are dominated by men. Control over wives by their husbands limits them from obtaining access to some services. Moreover, men are often oblivious of the extent to which their attitudes towards and treatment of women contribute to women's lack of confidence, self-affirmation and self-worth.

3. Women in Malawi, like other women throughout Africa, play multiple roles which include parental, occupational, conjugal, kinship, community, individual and social. Each of these roles entails a variety of activities, and the performance of these activities largely determines the adequacy of the care received by members of the household. A woman's ability to carry out her various roles and perform her multiple tasks depends upon several factors such as her nutritional and health status, education and information available to her, time and access to requisite resources and traditional values prevalent in her environment.

4. Several observations on the situation of women in Malawi can be made on the basis of existing data. The most important one is that a number of problems influence women's socioeconomic status in Malawi. Among the most important are low levels and quality of education, large household size and structure, negative attitudes towards women and their activities in general. Further, there appears to be a lack of recognition and attention by policy makers, lack of support from the community and the society, lack of resources such as land, labour, and income, multiple demands made on the woman, low nutritional status, poor health, ineffective formal and informal links between women and key sectors, general deprivation, as evidenced by long distances to water and fuel supplies, and lack of data and information on women's contributions to the family and national development at large.

2. Women's Education and Training

5. Because of girls' status in the family which is usually low, a girl may be denied opportunity for education when resources are inadequate. Preference for education usually falls on the boy. It has been reported that some parents think that educating a girl is not profitable because of poor educational outcome of girls versus boys. This view is supported in the data. For instance, out of the few women who enroll in primary school (44.4%; 48.8% in the urban and 43.6% in the rural) only slightly over 28 per cent make it to Standard eight. The rest drop out of schools because of early marriage, pregnancy, lack of school fees, lack of parental and community support, lack or loss of interest, opportunity costs and both parents' and teachers' negative attitudes towards girls' education.

6. The percentage of girls estimated to be in secondary schools in 1988 was about 34% and only 20 % were estimated to be at University. The Ministry of Education and Culture's (MOEC) policy on access to secondary school has, since 1972, required separate selection criteria by gender, so that boys and girls are selected according to the ratio 1:2. This progressive policy has resulted in a slight increase of girls as a proportion of Standard 8 candidates over the past decade. Thus, in 1988 girls represented 32 per cent of the pupils who enrolled for Standard 8, 35 per cent of Form 1 students were girls, 28 per cent of the students who enrolled for The Malawi School Certificate of Education were girls and 21 per cent of the students in the final year at university were females.

7. Training of women in Malawi falls into many categories: Women are socialized at an early age by the family and the traditional institutions such as *chinamwali*, *ndakula*, *litiwo* and *nsondo*. In these institutions the main emphasis is placed on female subservience to the male. Women are, from an early age, socialized not only in the domestic related activities, but are also taught to carry these out in the service of men. Thus, women are inculcated with values and norms that reinforce their subservient position in the family and society.

8. Women also receive some training from church and Government institutions such as Family Movement groups, MOA, MOH and the MOCS. A review of the training women receive in these institutions indicate that a very strong emphasis is placed on traditional and home-bound roles of women. Thus, cooking, sewing, home management and child care are usually the main subjects in such programmes.

3. Women's Contribution to the National Economy

9. Very recently, Income Generating Activities (IGAs) as a concept has been emphasized in women's programmes. However, without a reduction in the women's workload, the chances of this initiative succeeding are very small, since most rural women in Malawi spend more than 18 hours per day performing their several different roles. Therefore, to expect women to find extra time to engage in IGAs in the absence of labour and time saving devices, is very unrealistic. The non-domestic IGAs involving women are termed Small-scale Enterprises (SSEs). While many IGA- and SSE-type projects are targeted at men, it is significant that the terms is

never used in the Malawian context to refer to similar projects directed towards men. The words "small" and "micro" are always used when referring to business or economic ventures involving women.

10. In Malawi, women are at the core of development processes, at both the micro and macro levels. When the day breaks a woman is involved in 80 per cent food production, 90 per cent of food processing, fetching fuel and water, raising children, maintaining the household, tending to small household livestock, and trading in commodities. All these activities are usually done under very hostile conditions, with little or no training, hence rudimentary skills, and with poor or inadequate tools.

11. A woman in Malawi may work as much as **18 hours per day**, non-stop, in agriculture, domestic and community activities, while her spouse spends half of the hours or even fewer per day, assisted in his pursuits by modern technology, extension and training. Research has indicated that during the farming season there is generally a low food intake because of low household food availability, infrequent food preparation, scarcity of fuel, and growing demands on women's time to fetch water, food and other requirements for food processing and preparation. Low food intake, if prolonged, leads to poor nutritional status. These conditions are aggravated, in the large majority of Malawian women, by the onset of pregnancy, and infection, which take a severe toll on her overall health status and well-being.

12. The importance of women's productive and reproductive roles cannot be overemphasized. Although a woman's income is considered to be supplementary to that of her husband, it usually provides a substantial part of the family's income, and in many households, is the sole source of income. According to estimates, about 30 per cent of the households in Malawi are female-headed. The preliminary results of the 1987 census show that 92.5% of those engaged in smallholder agriculture are women. Only 6% of the women work in non-agricultural occupations. It is also estimated that 68.1% of the labour force with no education are women and 81.3% of the female labour force have not gone beyond Standard 3.

13. In 1986, 24% of the employees in the manufacturing industry were women. However, this figure dropped to 9% in 1988. Although the reasons for this decrease are yet to be determined, it is difficult not to associate this drop with the increase in the average wages in the manufacturing industry. Thus, it could be assumed that previously women were substituted for men but at a much lower pay. Between 1984 and 1988, also, female participation in wage employment varied between 14% and 16%. However, most of these women were in the lowest levels of the organizational hierarchy with no or low skills and pay, poor promotional prospects and high job insecurity.

14. Women who attain an education level comparable to men must surmount daunting hurdles in the employment arena. A survey conducted among women managers and students enrolled in the management training programmes in UNIMA, revealed that most women are denied management positions upon graduation because of the selection process which tends to show preference for men. Further, the typical, and desirable, cultural image of a Malawian woman

is not one of aggressiveness and competitiveness but one of total submission, which is in contradiction with the qualities of a good manager.

15. In the few cases where women have been offered managerial positions their talents have not fully been appreciated. Further, cases have been cited when these women have been denied promotions or higher status commensurate with their positions because of their sex. This is usually done in such a subtle way that the casual onlooker cannot detect the discrimination process. Because of these problems, women's representation at senior levels, in both the public and private sectors, is comparatively low. For instance, there are only 5% women working as administrators or managers in Malawi.

16. According to studies conducted among women from both rural and urban areas, women are also heavily involved in the informal sector. This sector is characterized by intensive labour, unskilled work and very low levels of remuneration. Thus, most women perform a substantial part of skilled and unskilled operations, both in the home and on the farm, and are, therefore, in the low income group. The time and labour women invest in subsistence farming activities and as the household member chiefly responsible for child-rearing, energy, health care, water and sanitation, are grossly undervalued.

17. Some of the statistical concepts, definitions, instruments and methodologies currently used in Malawi result in the distortion and trivialization of women's contributions to national development and make it difficult to get an accurate picture of their lives. For example, the definition of women's unremunerated domestic labour as "economically inactive" does not take account of the time and labour involved in fetching wood and water under extremely harsh conditions, as well as the onerous tasks involved in processing and preparing agricultural products for home consumption. Likewise, as small subsistence farmers (*mlimi*) Malawian women's contribution to the country's total production - the GNP - is not quantified in the system of national accounts.

4. Women's Access to Productive Resources and Services

18. To generate income for household survival most women engage in IGAs such as beer brewing, and selling processed foods. These activities require low financial outlays but remuneration from such activities are very low to sustain them and their households. The Government of Malawi, with assistance from bilateral and international donors, has for the past decade tried several initiatives to improve the economic status of women. However, most of these endeavours have not been successful because of several recurrent factors including lack of, or poor, needs assessment, wrong choice of IGAs, lack or poor training of women in business management, lack of institutional support, and lack of understanding of the cultural, political and socioeconomic milieu in which women find themselves.

19. Limited education and training also hinder women's access to credit facilities. Apart from high interest rates, the requirement to provide security or collateral and a male guarantor also systematically discourages women from taking advantage of the lending facilities available.

Other credit facilities which have been established specifically to cater for the needs of small entrepreneurs are not taken advantage of by women, for instance, only 15% utilize the facilities. The major constraints reported are lack of collateral, illiteracy or limited education. Usually the agreement forms are to be filled out in English, which creates problems for speakers of Chichewa only. Training of women in articulating problems and justifying their needs for credit is sorely needed.

20. To combat the above problems the Government established in 1990, a credit facility known as the "Mudzi Fund" which addresses the needs of poor, rural women, It is operational only in two districts of the country and it is reported that, of those who have benefitted from this fund, women represent 73%. Further, 91% and 71% of these women in the two districts are illiterate.

21. Women who head their households are at a distinct disadvantage, relative to men, in many other respects. Their resources are far fewer than their male counterparts, mainly because acquisition of most resources hinges on adequate formal education which, as indicated above, is lacking in the majority of the women. Thus, female heads lack adequate land and credit facilities, due to lack of collateral, labour, in the absence of an adult male, time, as she has to perform all the male and female roles, usually simultaneously, recognition and support, since female heads are still looked down upon, and, not least, self-confidence and self-esteem, because of low education which is common among female heads.

5. Women's Special Health Problems

22. Women in Malawi face a number of special health problems associated with their childbearing responsibilities. The high fertility rates (7.6), induced by early marriages (mean 17 years) and short intervals between births (mean less than 24 months), coupled with low nutritional status and high incidence of infection, increase the risks of maternal morbidity and mortality. Research findings reveal that pregnancy and its associated problems of abortions, haemorrhages and anemia, coupled with a high possibility of complications of childbirth, are the main causes of maternal mortality in Malawi. Added to these health problems is the problem of AIDS to which women are exposed in the course of carrying out their multiple roles as health caregivers, TBAs, wives, mothers, and income earners. To ensure that these roles are less taxing, less risky and are carried out in a more effective and humane way it is imperative that the women be given more information, education, skills and resources.

23. Studies conducted in Malawi have shown that there is high incidence of infection, poor maternal health, low coverage of health facilities and services and poor sanitation. Other contributing factors to poor health are inadequate, or lack of, safe means of disposing human waste and inadequate supply of clean water, particularly in the rural areas of Malawi. The health problems created by the aforesaid conditions include malnutrition and gastrointestinal, viral and bacterial infections, and a host of intestinal parasitic infestations which drain their already limited intake of food.

24. Pervasively, high levels of disease, especially malaria and diarrhoea prevailing in Malawi, increase the already heavy workloads of females as they are also charged with the responsibility of looking after the sick. Thus, the woman's heavy workload, coupled with an already weakened body from malnutrition and repeated pregnancies, fails to withstand the stresses, resulting in a very high maternal mortality rate in Malawi.

6. The Invisibility of Women in Development Policies

25. Under the new Government systems which operate through projects and programmes, women in Malawi are being marginalized by a failure to integrate them into development programmes and projects. Since most rural development projects emphasize cash crops, men are chiefly responsible for these. As a result, most training and credit, and all the extension services that go with cash-cropping go to the men. This leaves women at a disadvantage.

26. An analysis of the data on women in Malawi provides ample justification for the inclusion of a women's component in the DEVPOL and for developing explicit policies for women in those sections of the strategy where there is a clearly discernable women's dimension.

27. A review of DEVPOL from a gender perspective reveals that there is some specific mention of women, but the issues that are being addressed in the strategies show that the policy makers continue to adhere the view that women should be confined to traditional domestic roles. All pronouncements described in the strategy relate to this role. For instance, policies on women's education are scanty and imprecise, as may be seen from the abstracts that follow:

a. Under Technical and Vocational Education (Section 14.2.17), the only mention of women is " Improve Technical educational opportunities for women."

b. Under " The Decade Ahead" the only mention of women is when it is stated that " The level of participation of women in secondary education will be increased through administrative and organizational action..." (Section 14.20).

c. The strategy boldly asserts (our italics): "*Women are seen as a key element to the country's social and economic development. To enhance their role the Government has been involved in supporting a number of women's development programmes for nearly 25 years. Specifically home economics and homecraft courses involving sewing, cooking, child care, nutrition and health education are organized and conducted by female community development assistants and homecraft workers.*" (Section 17.10). This statement reinforces the impression that the policy-makers tend to view Malawian women only in the context of their domestic roles.

d. In strategies of the MOCS there is this obscure comment on women's education: "*numbers of female staff vital for some programmes are very limited outside the main urban centres;... moreover there is a high turnover of female staff . Of the 1350 homecraft workers trained between 1966 and 1986 only 546 remained employed at the end of the period.*" (Section 17.16). Under "The Decade Ahead" in this section, the policies do not make any mention of

women except in courses offered to " *other local leaders*" in which there is mention of *Members of Parliament's wives*." (Section 17.17).

e. Under section 17.22 the policies mention the NCWID only in connection with the role it will play in supporting and reviewing progress in the area of improvement of infrastructure and training at Magomero and in the regional training centres.

f. In section 17.19. it is said that " *during the period 1981-1983 the whole programme was subjected to extreme review. In the future it will place less emphasis on general homecraft and put more emphasis on responding to the felt needs of rural women*". History has proved this statement invalid. No survey or review of data has as yet been conducted to determine these "felt needs".

28. The task of integrating women's components into programmes and projects requires an understanding, both of gender differences, and of the fact that women's needs are often different from men's. While "mainstreaming" will require greater financial and technical inputs, incorporating a women's dimension in a programme should help planners achieve greater involvement of women in the project, both as participants and beneficiaries. At the macro level it will increase their status and participation in social and economic activities of the community, thereby providing greater access to better employment, education, training and other opportunities. The net gain for women would be active participation, on equal terms with men, in the country's socioeconomic development rather than recipients of welfare benefits.

B. Current Public and Private Sector Initiatives and Programmes for Women

1. Since independence in 1964, the GOM has made impressive efforts to address the situation of women in the country. Significant advances have been made in various sectors: In Education, primary school enrollment among girls increased. In the Health sector, MCH services expanded and the PHC approach adopted, including training of TBAs. In Agriculture, efforts were made to reach rural women, with relevant information on nutrition, improved farming techniques and the introduction of labour and time-saving technologies.

2. The Women's Programme Section of the MOA is aimed at increasing women's participation in agricultural innovations and services. It is led by the National Woman's Programme Officer and eight deputy officers, one based in each Agricultural Development Division of the country. The front-line workers are Farm-Home Assistants trained in Agricultural and Extension Home Economics. In the MOCs the majority of programmes are implemented through the technical divisions of Social Welfare and Community Development in which the UNICEF-supported CDA and HCW programmes are based. MOCs also conducts the NALP in which approximately 99 percent of the enrolled are women.

3. Since 1965, the country's chief women's organization, "Chitukuko Cha Amai M'Malawi" (CCAM) has played a active role in mobilizing and motivating women and communities, chiefly in the rural areas of the country. In order to reinforce its mandate of promoting women's

participation in programmes and projects, the Government created a separate department, in the Office of the President and Cabinet, to service the Organization. CCAM is linked with the party machinery at all levels. Policies and guidelines originate from the National Steering Committee, supported by Regional and District committees. These receive technical services from the Secretariat, headed by a female Principal Secretary. CCAM was an outgrowth of the Malawi Women's League, founded in 1958 as the women's wing of the country's sole political party, the Malawi Congress Party. The League was instrumental in creating a sense of political consciousness and identity among Malawian women and provided a vehicle for articulating women's concerns through its mechanisms at national, regional and district levels.

4. Efforts of the CCAM, together with those of newer women's organizations, such as the NABW, indicate that Malawian women have begun to grapple with their situation through collective and participatory mobilization towards meeting their priority needs. Many of these groups have become catalysts behind some actions of both government organizations and NGO's, as well as effective agents for endowing women with greater self-confidence, skills and new experiences.

5. A rapidly expanding segment of women entrepreneurs is making its influence felt in the commercial sector of the country. These women have benefitted from the Government's strategy for the promotion of institutional structures for finance, technical and business advisory services and entrepreneurial development. The National and Commercial Banks of Malawi, in addition to INDEFUND, SEDOM, MUSCCO and Mudzi Fund are encouraged to provide funds for small and medium-scale enterprises, many of which are owned by enterprising women. In addition, DEMATT provides a business advisory service and technical training is available through MEDI and POET.

C. Impact of Women's Programmes and Projects

1. In recent years, an increased understanding that women have special needs distinct from men's, which require different programmatic responses, is apparent in the growth of many women-related efforts reflecting this perspective, at both national and sectoral levels. Technical support to these programmes has been provided by a wide range of locally represented bilateral and multilateral donors and international NGOs which have explicit WID programme emphases.

2. The GTZ funds the project "Promotion of Women in Rural Areas in the Rural Growth Centres", implemented through MOCS, which is aimed at the promotion of IGAs in the rural areas. It is aimed at mobilizing women in groups, rather than at individual women. UNESCO has funded a project under the MOA, "Helping Women to Help Themselves" which focuses on female farmers organized into Farmers Groups/Clubs. Integrated into one of the RDPs, it has a small agricultural credit component. UNDP provided funding for the "Income Generation for Women Farmers" Project, also for the preparation of a 3-year Plan of Action for Women in Agriculture, implemented through MOA. Although UNICEF has no direct women's programme, specific programme components, such as "Rural Women's Development and Child Care", address women's needs. Women are also, both directly and indirectly targeted through its support to various sector programmes.

3. The World Bank has just embarked on a comprehensive programme to improve administration and management, field activities and the training component of the MOCS WID programmes. Linkages are planned with other existing donor-funded projects, such as the

abovenamed GTZ project, the UNFPA Family Life Education project(due to end in 1992) and the IEC component of the EEC-funded Child Spacing Programme, as well as UNICEF-funded communication activities. Links will also be developed with the MOA's WPS, the above-cited UNDP women farmers' project, and a planned initiative within the Malawi Agricultural Research Extension (MARE) project which has a special women's component.

4. Most of the ongoing women's projects are being revised and reviewed to reflect new emphases as the programme planners and implementors themselves become more sensitive to women's untapped potential in the economic sector. Very noticeable is a shift away from the traditional spheres of home economics, nutrition and health towards developing women's potential through projects and technical support for building entrepreneurial capacity and widening girls' educational horizons.

5. The HRID project has funded a new post of Assistant Registrar for Women at UNIMA, which will act as a bridge between the University and the higher grades of secondary school. It is intended, both to provide counselling for girls so that they will graduate and enter University, and for guiding girl students at the University towards meaningful course and career choices. In addition, the Project has funded research in areas such as "Effectiveness of Extension Services in Reaching Rural Women with Timely and Appropriate Information ", and supported Masters' and Ph.D-level training directed to providing a cadre of skilled women (and men) who will play decisive roles in the WID subsector.

6. The USAID proposed program on "Girls' Attainment in Basic Literacy and Education" (GABLE) is designed to improve achievement and persistence of girls in primary school. It consists of a package of policy measures, project assistance, pilot activities and supporting studies focusing on girls in Standards 1-5 where the drop-out rate is highest. Interventions will include activities to draw more girls into the school system. Such a project will be fully consonant with the proposed thrust to implement policy measures that will broaden girls' chances of continuing in school beyond the primary years.

7. Nevertheless, the various constraints affecting women in Malawi have not, as yet, evoked full, effective and systematic policy or programmatic response. The existing projects for women, in general, have yielded mixed results. While some concrete improvements have occurred in women's economic and social position as a result of project initiatives, in the majority, positive effects have been observed largely in improved health, nutrition, child-care, household management and child spacing practices. In general, insufficient emphasis is placed on strengthening women's position in the economy by making them economically independent, increasing their access to resources and raising their employment, social and legal status.

8. The chief weaknesses identified were:

- Emphasis on short-term, pilot projects with limited attention to continuity and replicability.

- Persistence of the social welfare approach to women, emphasizing improvement of women's household role and neglecting long-term employment and income needs.
- Concentration of donor inputs on small-scale women's projects on child spacing, health, nutrition and IGAs. The types of IGAs carried out typically reinforce women's traditional tasks and roles, seldom yield meaningful profits in spite of the time and labour invested by the women, and can even increase the women's workload without any noticeable economic returns. In some, girls are kept home from school to relieve the mother's increased workload.
- Inadequate concern for sustained financial viability of the projects, or the capacity of groups or individual women to grow and expand.
- Technically simple, scattered, very small, labour-intensive projects, peripheral to the main thrust of macroeconomic processes and with minimal technological input.
- A substantial proportion suffer from inadequate funding, staff and managerial support and lack of baseline information about the socioeconomic situation of the beneficiaries, economic requirements of the projects in terms of cost of inputs, availability of raw materials and markets, and scope for employment and income earning opportunities for participants upon completion of the project.
- Inadequate provision for development of technical skills among target group.
- Lack of attention to developing the project's administrative and management structure to increase its absorptive capacity for funding. This can result in limited funding which constrains the ability of the project to respond effectively to identified goals or needs of beneficiaries, hence, limited success in achieving objectives and targets.
- Existence of several parallel and duplicate programmes with a marked absence of complementarity, coordination and communication.

9. The overall institutional framework for the implementation of women's programmes and projects suffers from a lack of clear policy guidelines for implementing programmes which have the potential for changing women's economic and social situation in concrete and tangible ways. The situation has improved somewhat in the MOA where the WPS has developed a policy guidelines and implementation manual to help extension staff understand and implement women's programmes activities. This is a heartening initiative but, because of the programme's extension focus, the policies do not impact on wider ministerial actions. There is still a distinction drawn between "women's" programmes and mainstream programmes, resulting in less funding for areas considered to be the women's domain.

10. In addition, the WPS is at a low administrative level and has no access to policy-making. There is no other ministry which has a discrete women's programme and in the others, the approach to women's programmes is still project-oriented. There is also a lack of awareness of women's issues among both project and higher level management in the different departments and organizations, which results in incorrect or inappropriate emphases and inferences relative to programme initiatives for women. In the absence of clear policy guidelines, different institutions tend to draw their own assumptions about women's needs and plan programmes accordingly.

11. To streamline all the above efforts, make available up to date information on existing, as well as planned, WID ventures, promote communication and interaction among donors and agencies involved, eliminate duplication and implement projects which are fully attuned to women's priority needs is a critical imperative in the country's development agenda. This consultancy has, therefore, attempted to chart a course for a restructured and strengthened NCWID, working in partnership with other units and departments of government and NGO's, to plan and implement appropriate policies and programmes for ensuring women's full and equal participation in mainstream national development.

IV. THE NATIONAL COMMISSION ON WOMEN IN DEVELOPMENT

A. Main Features of the NCWID and Current Operations

1. At a 1982 seminar on "National Machinery for the Integration of Women in Development in Malawi" interest in the creation of a national forum for decision-making on women later blossomed into a ministerial commission, with an Executive Board appointed by Presidential approval under a Government Gazette notice of 21 July, 1986. When the NCWID was established in 1984, there was an urgent need for such an organ, to spearhead, coordinate and monitor cross-sectoral initiatives for women and integrate gender issues into development programmes.

1. Mandate

2. The NCWID is mandated to examine and review the situation of women in all sectors of development in the country and propose programmes and strategies to be implemented. It is also expected to co-ordinate women's programmes carried out by government departments, parastatals and NGOs and liaise effectively with several constituency groups, including women's, parastatal, religious and private organizations.

2. Description

3. It is located within the Planning Division of the MOCS, with an Executive Board, a Secretariat chaired by the Principal Secretary, and specialist committees on legal issues, education and training, family health and welfare, planning, research and evaluation, labour and employment, small and medium scale enterprises and agriculture. By virtue of its strategic location within the Ministry responsible for the majority of programmes targeted at women, the NCWID is crucially poised to shape the economic, cultural and social context to improve the situation of women in Malawi. It is also charged with the responsibility for monitoring women's interests and representing them within the Government. It is an important source of information on funding needs for women for bilateral and multilateral donors.

3. Major Problems

4. It has not been mandated official women's machinery, vested with the requisite policy-making powers or given access to formal structures of planning and decision-making. At this level, it would have the authority to influence the drafting of legislation and regulations that impact on women's needs and concerns. However, it lacks both status and autonomy, as well as a clear identity, goal, and operational strategy.

5. It also lacks premises, equipment, facilities or budget; operational costs are met through the Dept. of Community Services' budget. Its potential to make an impact as the office for women's affairs is undermined by a chronic lack of staff and incoherent organizational structure. All operations are carried out by MOCS Community Development staff, in addition to their regular duties.

6. The above chief structural, conceptual and operational difficulties have prevented the NCWID from functioning as the established organ for policy-making, advocacy, leadership and co-ordination in the area of women's affairs. Lack of trained human resources, particularly, has seriously compromised its potential to coordinate, monitor, and evaluate policies and programmes of government ministries and NGOs with regard to women's components; maintain linkages with public and private sector institutions, particularly those with a focus on women; and attract, absorb, disburse and execute donor funding.

7. The Committees, however, provide a direct link to government departments and NGO's. Committee members, most of whom are senior officers in their respective units, carry out important advocacy, coordination and information dissemination functions on a purely voluntary basis, such as identifying project possibilities, writing project proposals and submitting them to donors and reviewing legislation. Some achievements occurring as a direct result of Committee initiatives include establishment of a Business Advisory Service for women and the NABW. Staff members of MOCS who service the NCWID also spearheaded the introduction of a Master's degree course on the Sociology of Women in Development at UNIMA, with support from the USAID-funded HRID Project.

4. Needs

8. The NCWID's most critical need is for a clear policy statement and guidelines giving directions for strengthening its cooperation with other units and institutions, promoting and enhancing sensitivity to gender issues in sector analyses and planning, and increasing attention to women's concerns and needs in the context of national development plans and policies. Meeting these needs should be undertaken within the context of broad-based institutional strengthening.

B. Criteria and Guidelines for Institutional Strengthening

1. Background and Rationale

9. The need for institutional strengthening takes on added importance in view of the endorsement, by the Economic & Social Council of the United Nations (ECOSOC), of the establishment or strengthening of mechanisms to support greater co-ordination in efforts to promote women's advancement. ECOSOC urged countries to establish national machinery, or its equivalent, at the highest political level and to recognize its essential importance in the promotion and implementation of national policies for the advancement of women.

10. During the U.N. Decade for Women, criteria for the establishment of women's machinery specified that these units should be given sufficient political, financial and human resources to influence policies and actions related to women's issues, also to examine the implications for women of broad development policies and programmes. Governments were urged to recognize their value in the promotion and implementation of policies for women's advancement, including the "Forward-Looking Strategies for the Advancement of Women" and the "Convention on the Elimination of All Forms of Discrimination Against Women" (CEDAW), to which Malawi is a signatory.

11. The term "national machinery" denotes any organizational structure established at the central, national level with particular responsibility for the advancement of, and the elimination of discrimination against women. The chief criterion is that it should receive government recognition as the official national machinery and be invested with the authority and support to act in that capacity.

2. Specific Steps

12. This section proposes a strategy for reorganization and restructuring of the NCWID, including redefinition and clarification of its role and functions and allocation of adequate financing to facilitate sustainable improvement of its human, physical and technical resources. Actions in the following interrelated areas are proposed:

- a. Achieving a more central location within the existing institutional arrangement for the formulation and planning of policies and programmes and for monitoring and evaluating their implementation. This would be done by upgrading its administrative level in the MOCS structure to a department headed by an Under-Secretary at P4 level.
- b. The granting of formal designation as locus of the comprehensive network of institutions which deal with women's affairs, with a revised mandate to reflect its elevated status, clear goals and objectives and an identifiable profile and signature.
- c. Recruitment of qualified staff and continuous improvement of the technical and functional capacity of staff through training and programme support with specific reference to policy development and analysis; data collection and management; technical cooperation, project proposal writing, WID studies, with emphasis on the conceptual bases, gender planning and analysis (as it relates to policy and programme formulation, implementation and evaluation and strategies to integrate women's aspects into relevant sector programmes and projects, as well as recommending special women's projects, when circumstances dictate); administrative management; and IEC.

- d. Provision of permanent and functional physical accommodation and facilities, administrative support, including accounting, budgetary, management and general services, to establish its operations on a sustainable basis.
- e. Development of the capacity to interact with policy makers in order to have an impact on creating and supporting policies and structures to promote radical changes for women.
- f. Development of effective methodologies, policies and strategies for ensuring an integrated approach to women by government and other agencies.

3. Coordination

13. Forging effective institutional linkages between the NCWID and women's organizations, NGO's, and Government departments, particularly EP&D and the planning departments of ministries, is of paramount importance. The advantages are:

- (i) the pooling and sharing of technical, financial and human resources to analyze, monitor and evaluate policies and programmes for their specific WID impact;
- (ii) information-sharing on new approaches to accelerate women's participation in every sector of development according to national priorities;
- (iii) greater expertise and confidence in addressing women's issues and better interface with policy-makers.

4. Policy-Making and Advocacy

14. An important consideration is that policy makers, planners and administrators in both public and private sectors must be sufficiently sensitive to women's needs and so that they will incorporate these issues into their programming processes. However, the extent to which they incorporate gender issues into their policy and programming will depend on enhanced status of the NCWID. If it is not relocated at an appropriate administrative level with access to the central policy-making mechanism, it will have limited effectiveness in pressuring for systemic change in attitudes, social, political and legal institutions, as well as a reorientation of policies, programmes and projects in both public and private sectors.

15. Fig.1 (Annex 8) is an organogram of the existing organizational structure of the NCWID showing the relationship of the Secretariat to the Board and Committees. Fig.2 shows its current location and status within the MOCS administrative structure; Fig. 3 shows the suggested management and support structure and Fig. 4, the proposed scheme for relocation and administrative reorganization within the MOCS.

16. The NCWID is currently located within the technical wing of the MOCS, six levels beneath Principal Secretary and within a Secretariat (currently non-existent) falling under the Senior Planning and Coordinating Officer (P8) in the Department of Planning headed by the Chief Social Planning Officer (P5). The incumbent of the P8 post is on study leave. To enhance the functional effectiveness of the NCWID and create a viable structure for expansion of its coordinating role, the following strategy for its reorganization within MOCS is recommended:

- a. Upgrade the status of the NCWID to a Department, with a National Secretariat for Women headed by an officer at Under-Secretary or Controller level (P4) who would be named Director. As a department, the NCWID would be part of the centralized policy-making process, with the authority to initiate and administer policies and programmes, be consulted, and provide guidance and direction on, policy issues concerning women, monitor Cabinet and Budget material for its impact on women and prepare policy reports, reviews of legislation, cabinet papers and ministerial correspondence relating to government policy and action on women.
- b. The Deputy Director would be at the Chief Officer level (P5) and the Programme Officer at Principal Officer level (P7). These are established posts, but while a Coordinator has been appointed, the remaining two posts are still vacant. We recommend that consideration be given to placing them at the proposed levels, where the incumbents would have optimum impact and influence in the ministerial structure. As services expand and more funding made available, the staffing structure in the Secretariat should be reviewed to determine the exact nature of additional officers needed to enable the NCWID carry out its functions more effectively. For example, specific responsibilities could be assigned to each of the officers in the Secretariat to manage sub-units such as Policy Planning, Monitoring and Evaluation; Administration, Management and Coordination; and Research, Information and Communication.
- c. To function as a Department, the NCWID will require additional posts as follows:
 - 1 Professional Officer (P O)
 - 1 Accountant
 - 2 Secretaries (CTO)
 - 1 Typist (TO)
 - 1 Cleaner
 - 1 Chauffeur (TO)
 - 1 Messenger
- d. Strengthen the existing relationship with ministries, department, parastatals and NGOs through a process involving the revision of the of existing lines of authority, channels of communication and operational linkages, as follows:

- (i) Revise membership, powers and functions of the Executive Board. The existing Chairperson (PS-MOCS) should remain; members should be PSs from all ministries and departments; the PS-DSB (to represent parastatals); Executive Secretary of the CSWS (to represent NGOs) and Vice-Chancellor of UNIMA (to represent colleges and departments of the University).
- (ii) Expand and revise the committees, merging related areas of emphasis where necessary, and widening the scope so as to facilitate a broader multisectoral focus. An example of a possible merger is the existing Education & Culture Committee with Small Enterprise Development, also with the new Personnel Management and Training components which would emerge upon representation of new PSs on the Executive Board. The committee resulting from this merger could be called "Human Resources Development". The committees should be chaired by Principal Secretaries or Deputies of ministries corresponding to the subject areas.
- (iii) Designate Desk Officers in each ministry, or key government department, parastatal and NGO. The location of Desk Officers in the departmental structure is crucial: access is needed to the department's central decision-making machinery, hence the incumbent appointed should occupy a high-level post, in a unit such as Planning. Adequate resources, both financial and material, should also be provided for the efficient discharge of this function. The NCWID should convene regular meetings of the desk officers and work closely with them on a day-to-day basis.

17. It cannot be too strongly emphasized that the Desk Officers selected should also be at senior level in their department/section, in both public and private sectors. At this level, the incumbent would have direct access to policy making and planning and be able to influence and monitor policy decisions. Desk Officers would report to their appropriate PSs who sit on the Executive Board, with regard to ministerial, departmental or agency/section actions. Day-to-day contact would be maintained with the Director of the NCWID, to provide guidance and direction, planning and information-sharing.

5. Training

18. The effective implementation of the plan of action for women will depend on trained and more technically-proficient staff, effective institutional linkages, functional techniques, procedures and support mechanisms, and the generation and management of useful information to improve the quality and relevance and development decisions in support of women.

19. The recently established Master's degree course on WID was appraised with a view to determining its value for providing a pool of trained personnel to occupy key posts in the WID machinery. The main weakness identified was the lack of provision for employment of the students, upon completion of training, in the kinds of posts in which they could wield decisive

influence on policies, attitudes and programmes, to ensure a stronger focus on women. The team observed that the students would have limited impact on decision-making and programmes affecting women, unless the nature of their substantive positions (such as Social Welfare Officer) gave them this authority. The team further noted that, to maintain the momentum the students had gathered during the course would depend on their motivation and commitment, as well as support from the receiving institutions.

20. It was recognized that the course would be the ideal training-ground for staff of the NCWID, as well as future Desk Officers who would be assigned to government departments and NGOs. In addition, proposals for future candidates and requests to donors for funding should be made by the NCWID. The NCWID should also determine those posts in ministries/NGOs which should be accountable for gender issues, and recommend, to parent bodies, potential course candidates. Ministries should be requested to fund their candidates' training and ensure that graduates will function in capacities offering maximum scope for using the skills gained in a constructive manner.

V. NATIONAL POLICY STATEMENT ON WOMEN

A. Preamble

1. The Government of Malawi recognizes that sustained progress in the economic and social development of the country, including improved productivity, sustainable growth, and the equitable distribution of income, as well as educational, health, nutritional and social benefits, requires the full participation of women as well as men.
2. Statistics on women in Malawi have shown that women do not benefit equally from the development process. Their participation is thus, also inequitable, resulting in unfavourable consequences, not only for the women themselves, but also to the country as a whole, in terms of major economic and human resource implications.
3. The Government recognizes that the resourcefulness, creativity and economic potential of Malawian women has yet to be fully tapped for national development. If women are to be effective agents of human capital development, particular attention should be given to the constraints experienced in the course of performing their multiple roles, while acknowledging their resourcefulness and potential as producers, instead of mere recipients of development benefits. Investment in the skills and productive capacity of women will be a critical contribution to efforts to achieve self-sustaining development.
4. To achieve this goal, The Government, therefore, will endeavour to support strategies and programmes that are designed to facilitate access of women in Malawi to a sustainable income, credit, education, training and extension services, as well as technical cooperation financing activities. In the implementation of such strategies, a major shift must be made away from associating women primarily with social-welfare-oriented projects towards a direct focus on addressing their long-term, economic and special education and training needs.
5. The Government notes with satisfaction that many of its efforts towards raising the status and improving conditions of women in Malawi have borne significant fruit. Legislative and policy reforms are underway to ensure more equality between women and men and to enhance their participation in society. Women are being integrated into key sectors of the economy at a previously unheard-of rate. However, recognizing the critical situation of the majority of women in the country, particularly poor, rural women, many of whom are the sole providers for their families, Government is committed to efforts which seek to address their specific needs, in both rural and urban areas.
6. The Government of Malawi, therefore, adopts this policy statement to reaffirm its commitment to the advancement of women in the country and directs all ministries and agencies of Government and well as non-governmental organizations, to implement this commitment.

B. Principles

1. The Government considers the following principles as essential to policy development in all sectors:

- Policy makers should regard women as an important variable affecting the country's current and future development and integrate policies for women with national development plans and strategies.
- All national development policies must reflect a full recognition of the equal and complementary partnership of women and men and provide for equal access to resources by both.
- In policy planning, special consideration must be given to women's multiple responsibilities, in particular, their needs for income, adequate housing and resources and services, including basic services such as water, fuel, health, nutrition and child care.
- Special measures must be taken to eradicate traditional, cultural and social attitudes which disadvantage women.

C. Overall Goal

1. The fields of action proposed in this policy are formulated with a view to facilitating and supporting national development efforts aimed at the full and equal participation of Malawian women.

D. Objectives

1. The Government will endorse and support activities aimed at :
 - a. Planning, developing and analyzing policies and programmes which reflect full recognition of the equal and complementary partnership of men and women and of their joint contribution to economic growth, and provide for equality of access to resources by both women and men.
 - b. Acknowledging and improving women's role in economically productive activities and their contribution to the national economy.
 - c. Facilitating women's access to productive resources, services and opportunities.
 - d. Reducing social, legal, educational and economic constraints that deny women the opportunity and right to participate in, and benefit from, social and economic development programs.

e. Improving the capabilities and effectiveness of institutions responsible for fostering the incorporation of women in the development process.

E. Immediate Goals

1. Ministries and agencies of Government will develop policies and programmes to implement the following immediate goals. In this process, the need for sensitization and public information about the issues identified will be addressed:

1. Policy and Programme Support

2. *Recognizing that policies for women must be formulated against the background of accurate and current information about women's multiple roles and responsibilities, and that policy makers, planners and implementors of women's programmes, in particular, must have access to this information,*

3. Government will seek to ensure that specific steps are taken to make policy makers aware of women's productive role and capabilities so that they will increase the effectiveness of their current policies for economic adjustment, employment, income-earning and improved living standards of women.

4. Government will support all initiatives aimed at developing strategies for policy dialogue on women's issues between women in development practitioners and planners, administrators and managers, in both public and private sectors, as well as planners of major development activities, to promote a better understanding of gender-related issues and increase financial and administrative support to women's programmes.

5. *Recognizing that the accurate definition of problems, planning, follow-up and evaluation in relation to women is a prerequisite to effective policy formulation in respect of women,*

6. Government will encourage the collection of gender-specific information and data in administrative records of ministries and NGOs and in national statistics, and support the conduct of empirical and applied research on women in Malawi.

2. Women's Contribution to the National Economy

7. *Recognizing women's multiple roles as income-earner in both formal and informal sectors and as agricultural worker (mlimi) and the number of women who endure particular disadvantages as heads of households, widows and single mothers, who may have inadequate land holdings, low income and large families or be employed under adverse conditions,*

8. Government will revise and redefine current statistical concepts, definitions, indicators, classification systems, instruments and methodologies, to identify, accurately and precisely, the roles women perform and their contributions to the national economy, and provide training in the use of appropriate statistics and indicators for women.

9. Government will provide special policy measures to improve the pay and conditions of women's work and to promote the diversification of women's employment opportunities.

10. Government will enforce equal pay registration to avoid the possibility of circumvention through the use of different titles for essentially the same job when performed by men and women, for example, *groundsmen vs cleaners, District Inspector of Schools (DIS) vs District Home Economic Organizer (DHEO)*.

11. Government will encourage the planning and implementation of viable, sustainable, replicable and economically feasible projects for women and maintain a balance between those projects and those which emphasize domestic skills.

3. Women's Access to Productive Resources and Services

12. Recognizing that women's economic advancement is critical to sustainable improvements in their situation and impacts on the security of their families,

13. Government will seek to ensure that economic, trade and employment policies promote and increase women's access to employment and income.

14. Government will develop measures which enhance women's access to financial services by addressing constraints such as access to formal credit, markets, and the need for support services, including expansion of traditional, informal credit facilities and services.

15. Government will increase and support efforts to facilitate the provision of technical assistance to women in entrepreneurial enterprises.

4. Elimination of Women's Social, Legal, Educational and Economic Constraints

a. Information and Communication for Attitude Change in Gender Issues

16. Recognizing that the nature of the nation's traditional, social and cultural heritage has caused several inconsistencies and contradictions between development goals and current practices, which have disadvantaged women,

17. The Government will support widespread sensitization to gender issues, specifically as they affect some of our cultural beliefs and attitudes concerning the value of women.

b. Legal Provisions

18. *Recognizing that legal and administrative reforms are necessary to achieve recognition of the rights, and adequate protection and treatment of women under the law,*

19. Government will identify where reforms are required in the law to eliminate discrimination against women in accordance with the CEDAW and will implement all reforms necessary for the protection and advancement of women.

20. *In respect of women's rights to reproductive decisions, inheritance, property and land, succession, custody of children, joint care of children and support by husbands, and protection of the estate of husband on death and before probate, Government will review legislation and make constitutional amendments where necessary.*

c. Education and Training

21. *Recognizing that many areas of employment in which women predominate are also those which receive low remuneration and have poor working conditions,*

22. Government will take special policy measures to promote girls' educational opportunities so that their employment opportunities may be diversified and improved.

23. Government will also support measures which encourage girls to enroll and stay in school and provide opportunities within the curricula to widen career options for girls, with specific reference to technological and non-traditional areas.

d. Social Support Mechanisms

24. *Recognizing that gaps in the provision to women of basic services and needs increase women's labour, and reduce their access to and use of time, as well as the overall quality of life,*

25. Government will support incentives aimed at eliminating obstacles to women's participation in the economic sector, such as the provision and financing of child care arrangements and the support of special employment programmes which offer flexible schedules.

26. Government will endorse policies and programmes which extend information on child spacing, health, nutrition and shared household management responsibilities to men as well as women, with particular emphasis on intra-household food distribution arrangements and other cultural practices which affect women differentially.

27. Government will support policies and programmes which examine alternative sources of fuel energy and provide safe, reliable and easily accessible water supply and sanitation systems for households, particularly those which provide adequate training in the use and maintenance of technologies for and by women and involve women in management and decision making.

28. *Recognizing women's unique capacity to bear children and that many women, particularly young adolescent girls, are unaware of, or powerless in controlling conception, with detrimental effects on themselves, families and the nation at large,*

29. Government will pursue and devise measures to cater for the educational continuity of future adolescent mothers and expand the availability of vocational programmes.

5. Institutional Strengthening

30. *Recognizing that the development of approaches and measures to coordinate, monitor and evaluate the implementation of its policies and programmes concerning women will require an appropriate institutional mechanism which has been vested with the authority, powers and functions to formulate, analyze and direct policies,*

31. Government will officially designate a specific institution for carrying out these functions and promote its strategic location within an organization and at a level that will facilitate decisions on women in all sectors. Senior staff should be of a sufficiently senior rank to influence policy making and resource allocation.

F. Implementation

Principal Secretaries in all Ministries and Departments of Government will be responsible for implementation of the principles and immediate goals of this Policy Statement as they relate to plans and programmes of their own ministries. In addition, the Executive Board of the National Commission for Women in Development, which is an interministerial and intersectoral body of senior-level Governmental and Non-Governmental officers, will be responsible, in general, for pursuing its execution, in particular:

- the finalization of an initial Plan of Action for implementation of the Policy Statement by taking into consideration the recommendations made at national, regional and district levels.
- monitoring and evaluation of the Plan of Action;
- reporting annually to Cabinet on progress in implementation;
- developing the interministerial and intersectoral linkages necessary to address the issues outlined in the Policy.
- periodic review and evaluation of the Policy and Plan of Action to ensure currency and relevance of the issues to changing national development goals and priorities.

VI. THE NATIONAL PLAN OF ACTION ON WOMEN

A. Rationale and Approach

1. The National Plan of Action on Women (NPAW) identifies programmes for women in the priority areas outlined in the Policy, together with their objectives and corresponding activities which could be built into existing or anticipated programmes and projects of different sectors. Also included are accountability and support mechanisms, as well as arrangements for monitoring and evaluation.

2. The Plan adopts a holistic approach to women, so that their economic, political, legal, social, cultural and educational needs are orchestrated within a coherent set of activities. The methodology for developing the plan, and its corresponding policy, was as follows:

3. Based on the available data, the team identified the chief problems and constraints which affect women in Malawi. These were then grouped into broad policy areas, each broken down into discrete subsets of objectives and activities which should be given priority emphasis in the Plan. Specific responsibilities and tasks corresponding to the different activities and achievement indicators were assigned to lead and collaborating agencies.

B. Goals and Objectives

1. The Plan attempts to address the need which has been articulated for a strong, organized, consolidated force to promote and support women's development, buttressed by an explicit policy and strategy for improving, expanding and directing the delivery of services to women. The proposed NPAW which is presented in this chapter is aimed at identifying women's programmes and components which currently exist or are proposed, and at showing how they could be effectively welded together for maximum impact. As has been mentioned, many of these programmes are fragmented, there is little interaction among the agencies responsible and most have weak administrative and management systems, resulting in inadequate monitoring, supervision and communication flow and a lack of documented data on activities. The value of the policy and plan will lie in its ability to coordinate these programmes, in order to promote the more efficient and cost-effective use of resources, including technical cooperation.

2. The goals and objectives of the plan correspond to those of the Policy and relate to its broad principles. The Plan is the implementation mechanism for the Policy, but is not expected to be a hard-and-fast, definitive approach to incorporating women's issues into development programmes. It is, intended to be used as a flexible, objective-oriented planning tool which will serve to:

- provide a basis for developing, over time, a comprehensive national strategy on women which will amalgamate the plans of action on women of different sectors, institutions and departments.
- help establish linkages among all institutions involved in WID as well as those whose resources and special strengths could be tapped;
- provide information to donors and policy-makers to facilitate the disbursement and allocation of funding to the most appropriate agencies or programmes;
- eliminate the current duplication of activities and wastage of resources and effort among institutions engaged in WID-related activities;
- coordinate the delivery of services to women at national level among both public and private sector agencies and promote improved cooperation and collaboration among them.
- encourage and stimulate dialogue on matters of common interest regarding women, so that the capacity of newer or less experienced agencies might be expanded and enhanced and all can learn from, and build upon, the experiences and example of others;
- establish realistic performance indicators and targets for programmes in the women's sector;
- expand the absorptive capacity for technical assistance of agencies lacking a strong human resource and skill base by harnessing the resources and expertise available in other entities within the network of institutions, in order to complement existing efforts and use available resources to their fullest extent.
- complement and expand already existing plans of action such as the strategies for implementing the policies of the WPS of the MOA, by facilitating access to, and interaction with, a wide network of agencies not currently included in their narrow frames of reference.

C Activities and Linkages

1. Activities of the Plan will reflect existing or potential initiatives and efforts of all collaborating institutions. These include:
 - a. Discrete women's programmes established in government ministries or departments, or in NGOs, such as the WPS of the MOA, a UNDP funded project on income generation for female farmers and the Women's Programmes of the MOCS, including a GTZ project on the promotion of women in rural growth

centres. Projects and activities carried out by the CCAM, including a project on the training of women in managerial skills, also fall in this category.

- b. Programmes which are not exclusively targeted at women, but of which women's issues comprise an identifiable element, such as the MCH programme of the MOH and the women's component of multisectoral programmes under CSC, SCF and World Vision, which largely address projects in home economics.
- c. Initiatives and efforts carried out jointly by different sectors, aimed at incorporating women's components into overall planning processes. Examples are institutional strengthening of the NCWID which will span a broad spectrum of specific institution building activities to be carried out during the plan cycle, entrepreneurial development ventures, such as creation of a Malawi chapter of the Women's World Banking network and expansion of the NABW and Business Advisory Services thrust, and training programmes, including the development of the Master's degree WID course at UNIMA, as well as the anticipated areas of emphasis of the newly appointed Assistant Women's Registrar post.
- d. Policy initiatives, such as sensitization and public information efforts, which may be linked to existing IEC and social marketing programmes, such as the Health Social Marketing Project, production of training and IEC materials, and interagency meetings, seminars and workshops on WID topics.
- e. Research, monitoring and evaluation activities, both in relation to the implementation of the Plan per se and other activities.

2. The effective implementation and coordination of these activities will depend on trained and technically-proficient staff, effective institutional linkages, functional techniques, procedures and support mechanisms, and the generation and management of useful information to improve the quality and relevance and development decisions in support of women. Hence, strengthening the institutional framework for women is regarded as an important component of the plan.

D. Implementation, Monitoring and Evaluation

1. Approval of the Policy and Plan and their adoption at the highest level of the Government, is a prerequisite to the full-scale implementation of the Plan. This will require high-level support from policy-makers. It should be, however, borne in mind, that the bureaucracy will only be willing to address women's constraints when they dovetail with broader issues of Government policy and are made relevant to overall socioeconomic planning issues. To achieve the necessary support and commitment the following actions are recommended:

- a. The PS-MOCS should form a Review Committee consisting of PSs, heads of parastatals and NGOs and convene, at the earliest opportunity, a consultative meeting of this Committee, to launch the draft NPPA in order to elicit reactions.
 - b. Data summaries providing a background to issues covered and justify policy initiatives should be prepared and distributed with the NPPA to participants. The broader purpose of this consultation will be to:
 - (i) sensitize policy-makers to the relevance of a specific focus on women in development planning;
 - (ii) create allies within the bureaucracy, overcome resistance to WID initiatives and produce a critical mass of supporters responsive to women's practical gender needs.
2. A suggested forum for field-testing of the PPA at regional and district levels is the CCAM Annual Conference which is usually held in September. The PPA could be included as an agenda item for discussion and endorsement.
3. The core group of senior officials forming the Review Committee should remain as the Executive Board, with the initial responsibility of monitoring the approval process and adoption of the NPPA and its submission to Cabinet for adoption. During the life of the Plan the Board will exercise overall responsibility for making annual reports and recommendations to Cabinet on progress in implementation.

Implementation Schedule

4. The speed with which the suggested actions are carried out depends on the MOCS's desired time-frame. The following schedule of major activities assumes that it will be committed to the exercise and would like to start immediately:

Phase 1: June, 1991 - December, 1992:

- a. MOCS reviews the PPA and decides to proceed with field-testing, revision and finalization; Review Committee formed; PPA field-tested, revised, finalized and adopted.
- b. Executive Board operational; office space for NCWID acquired; Director installed; two other vacant officer's posts advertised; Technical Committees reconstituted; Desk Officers appointed.

Phase 2: January, 1992 - June, 1994

- a. Sensitization sessions for the Executive Board, Committee Members, mid-level ministry and NGO personnel.
- b. Sectoral reviews of policies and procedures, identification of problems and information gaps, planning of activities (both public and private sector institutions).
- c. Establishment of a documentation centre in NCWID. (The team was advised that funding has been secured for the establishment for a documentation centre.) This should include a computerized system for continuous monitoring and update of the situation of women, to support policy and programme formulation and implementation.)

Phase 3: July, 1994 - December, 1994

Conduct of baseline studies and implementation of activities planned in Phase 2; production of training/IEC materials to support sensitization and communication efforts; conduct of national social marketing campaign.

Phase 4: January, 1996 - June, 1996

- a. Evaluation, review and planning for next phase; presentation of evaluation report to Executive Board, committees, other senior ministerial and NGO personnel and donors.

Implementation Plan

5. Implementation of the NPAW would normally be the responsibility of the NCWID Secretariat, with overall responsibility assumed by the Executive Board. Until the Secretariat is appointed provision should be made for technical assistance to undertake this activity.

Monitoring and Evaluation

6. The monitoring and evaluation arrangements include continuous monitoring of plan elements (inputs, activities and outputs), with an evaluation conducted at the end of each 18-month phase, a mid-term evaluation and a final evaluation in the last six months of the final phase. The development of a management information system, comprising effective instruments and systems for monitoring and evaluation has already been noted as an important activity of the NCWID.

E. Financial Implications

1. The financial implications of the NPPA are in respect of the establishment of the NCWID on a sustainable basis, primarily the recruitment and training of staff and provision of offices.

2. To ensure sustainability of the NCWID and effective implementation of the NPPA will require the provision of Government funding on an annual basis, to meet fixed and recurrent costs. The NCWID will also be expected to solicit additional donor support, most importantly, for providing the technical assistance needed for adequate through-put of early stage activities. AED/HRID has shown keen interest in the institutional strengthening exercise and has financed training and technical assistance. However, no guarantees can be given that this funding will continue. Immediate steps should be taken to make a detailed assessment of resource requirements for both start-up and consolidation activities, as well as of recurrent costs to be sustained in the process of establishing the NCWID as a fully operational institution. Expenditures would include the following:

(a) Start-up Costs

- circulation, promotion, field-testing of the policy and plan, including high-level and national consultations involving regional and district representatives and revision/finalization;
- technical assistance for continuous oversight and follow-through of the above activities;
- establishment of the NCWID as a department in MOCS, involving the recruitment of key Secretariat and support personnel;
- rental or construction of office space, furniture and equipment, including premises for a documentation and resource centre;
- strategy planning meetings among institutions responsible for implementing, management and supervision of the NPPA.

(b) Intermediate Costs

- human resource development, including funding of training courses at national or external institutions; familiarization visits and study tours of Secretariat staff to observe activities of national machinery in other countries; on-the- j o b training and orientation of staff;
- recruitment of short-term technical expertise in fields such as policy analysis, project planning, fund-raising; WID and gender issues;
- research; communication/social marketing;

- purchase of a vehicle, together with operational and maintenance costs;
- operating costs, including salaries, office supplies, utilities and communication expenses;
- promotional and communication activities, including sensitization workshops at national, regional and district levels; media campaigns.

(c) Long-term Costs

- further development of human resource base, through training of staff in database creation and desktop publishing. During this phase the introduction of a cost recovery components could be explored, in terms of expanding the desktop publishing capability to include printing and publishing, specifically geared to the publication of data output, such as profiles of women, research reports and a technical journal which would be offered for sale/subscription. The revenue accumulated could be used to cover recurrent costs.
- recruitment of technical assistance to undertake specific types of training and assist the administrative staff with operational activities such as financial management, and development of a management information system.

VII. ANNEXES

ANNEX 1: TERMS OF REFERENCE FOR CONSULTANCY WORK ON THE DEVELOPMENT OF A STRATEGIC PLAN FOR THE NATIONAL COMMISSION ON WOMEN IN DEVELOPMENT

1.0 BRIEF BACKGROUND AND RATIONALE

The National Commission on Women in Development (NCWID), which is chaired by the Ministry of Community Services, was established in 1984 to:-

- (1) Promote and assist in the establishment of institutions which would formulate, implement and monitor women's programmes.
- (2) Co-ordinate women's programmes carried out by both Government and Non-Governmental Organizations including other institutions responsible for, inter alia, Agriculture, Health and Family Welfare, Education, Employment, Community and Social Development.
- (3) Promote greater awareness among women, especially in rural areas, of the opportunities which the Government provides.
- (4) Examine and evaluate the contributions of women to various aspects of development based on national needs and priorities.

To achieve the above goals, the National Commission needs, among other things, to have a strategic plan which will be the basis for implementing various sectoral programmes. In recognition of this, the HRID Project will fund several activities aimed at strengthening the institutional capacity of the NCWID which will include staff training. As part of the HRID support, short-term consultancy is required to develop a development/strategic plan for the NCWID for the next 5 years.

2.0 SPECIFIC TERMS OF REFERENCE

In order for the NCWID to properly perform its coordinating role, as well as for it to be able to achieve all the other objectives, a plan covering a period of about 5 years needed. Thus, the NCWID's plan will show all sectoral targets and strategies including proposed implementation mechanisms. Accordingly, the requested short-term consultancy will focus on:

- (i) A review of activities of each key sector in relation to problems faced by women.
- (ii) On the basis of (i) to outline objectives, targets, strategies and major programmes and projects for each sector to be implemented over the 5 year-period (these will constitute the plan).
- (iii) Stipulating guidelines for the implementation of the plan by various sectors.
- (iv) Preparation of a detailed plan document constituting (i) to (iii) ready for submission to Government through NCWID.

The plan will, among others, indicate the NCWID's main functions, priority actions needed, staff needs operational strategies (within the framework of a strengthened institutional capacity), and other required financial/material resources, including human resources development.

3.0 METHODOLOGY

To complete the above tasks, the consultant(s) will be required to review relevant documents on women's programmes/projects in key Ministries and NGOs, and all those related to the establishment and operations of the NCWID. Equally important will be extensive consultations/discussions with these institutions and/or donors.

It is proposed that the consultancy should last about 4 to 5 weeks including in-country travel and submission of the document, that is, the plan.

4.0 QUALIFICATIONS

It is expected that the consultant(s) will have relevant university education in the Social Sciences/Humanities. Post-graduate training in Women and Development, or Rural Development/ Development Administration will be an added advantage. Preference will be given to those who have a lot of knowledge in Malawi's socioeconomic and development programmes/projects (including those on women and development), or those with proven experience within the Eastern and Southern Africa region.

Those who have demonstrable experience in socioeconomic and development planning as well in plan formulation and target setting in development programmes will be given special preference.

ANNEX 2: PERSONS CONSULTED

Public Sector Organizations

Ministry of Community Services
P/Bag 330
Lilongwe 3

Ms E.J. Kalyati
Principal Secretary/Chairperson, NCWID

Mr D. M. Manda
Controller

Ms L.R. Kamtengeni
Chief Community Development Officer

Mr. A.I.Z. Nkunika
Chief Social Planning Officer

Ms C. Sinoya
Principal Community Development Officer

Chitukuko Cha Amayi M'Malawi
Office of the President and Cabinet
P/Bag 301
Lilongwe

Ms E. Mede
Senior Deputy Secretary

Ms D. Mateyo
Projects Officer

Ministry of Education & Culture
P/Bag 328
Lilongwe 3

Ms R. Semu
Deputy Secretary

Mrs L. Masi
Senior Inspector of Schools

Ms C.S. Chidaya
Acting Chief Regional Education Officer

Ms T. Chilambe
Distance Education Officer

Ms L. Kapira
Assistant District Education Officer

Ms S. Sakanda
Secondary Schools Officer

Ms G. Chibwana
Primary Schools Officer

Ms M.H. Wemzani
Examinations Officer

Ministry of Trade & Industry
P.O. Box 30366
Lilongwe 3

Mr. M.J.K. Tsilizani
Principal Industrial Development Officer
Head of Small-Scale Industries Unit
Mr. W.W. Moyo
Industrial Development Officer

Mr. D.E. Makako
Acting Senior Industrial Development Officer

Ministry of Justice
P/Bag 333
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Mrs M. Maluwa
State Advocate

Ministry of External Affairs
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Lilongwe 3

Mr. T. Chimimba
Treaties Officer

National Statistical Office
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Zomba

Mr. L.F. Golosi
Assistant Commissioner for Census & Statistics

Mr. J.S. Ndawala
Principal Statistician

Mr. L.R.S. Mpando
Senior Statistician

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Senior Women's Programme Officer

Department of Research & Environmental Affairs
P/Bag 301
Lilongwe 3

Mr. C.W.S. Chinthu-Phiri
Senior Administrative Officer

Department of Media Services & Public Affairs
P/Bag 301
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Mr. E. Kantchentche
Administrative Officer

Private Sector Organizations

Council for Social Welfare Services in Malawi
P.O. Box 480
Blantyre

Mr. J. Chakumodzi
Executive Secretary

National Association of Business Women
P/Bag 56
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Ms J. Banda
Chairperson

Banja La Mtsogolo
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Mr. T. Chibwana
Programmes Director

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Mr. S.Z. Maziya
Head of Programme

Parastatals

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Mr S.E. Mapunda
General Manager

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Ms F. Kantulu
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Mr. E.C. Konzakapanzi
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Ms Felicity Malewezi
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CREDES (French Health Research & Development Centre)
Second Rural Family Health Project
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Mr. G. Moutia
Training Adviser

GTZ (German Technical Cooperation Agency)
Promotion of Women in Rural Areas Project
c/o Ministry of Community Services

Ms A. Hitzman
Project Adviser

Ms T. Zingani
Senior Community Development Officer

Mr. N.R.A. Mjema
Monitoring & Evaluation Officer
GTZ/Tanzania

Project Hope
P/Bag 31124
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Mr. K. Asiedu
Country Director

ANNEX 3: DOCUMENTS CONSULTED

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ANNEX 4: PROGRAMMES FOR WOMEN IN MALAWI

1. Current Public Sector Women's Programmes

Ministry/Department	Women's Programme/Projects/Components	Funding Agencies
Ministry of Agriculture	Smallholder agricultural credit; Home Economics education; agricultural research & extension; IGA project "Helping Women Help Themselves".	USAID; World Bank; FAO; UNESCO
Ministry of Community Services	Home Economics, child spacing, parent education, family life education, appropriate technology, WID, functional literacy, IGA project: "Promotion of Women in Rural Areas", NCWID, creation of National Women's Policy/Plan, preschool playgroups.	UNICEF; World Bank; UNIFEM; GTZ;ADB; FAO; USAID;UNFPA; EEC;ODA
Department of Economic Planning & Development	Food and Nutrition Policy, data analysis	UNICEF; Cornell University.
Ministry of Education & Culture	Home Economics education & training.	World Bank; IDA; WVI; CSC
Ministry of Forestry & Natural Resources	Home Economics education & training, IGA, Energy, appropriate technology.	CIDA; World Bank; SADCC; UNDP
Ministry of Health	Maternal & Child Health, EPI, child spacing, PHC, TBAs, "Safe Motherhood Initiative".	UNICEF; UNFPA; WHO; USAID; SCF; World Bank; PHAM
Ministry of Local Government	Home Economics education. Homecraft workers training.	CSC; WVI
Ministry of Works (Water Dept.)	Water supply projects.	UNICEF; WVI; CSC; IFAD; DANIDA
Department of Youth	Family Life & Home Economics; IGA.	UNFPA; IPPF

2. Current Private Sector and Donor Activities

Institutions and Women's Programmes/Projects

Bahai Centre:

Functional literacy, and other non-formal education.

Cheshire Homes:

Non-formal training in care for the sick/disabled.

CCAM:

Empowerment of women, SSI projects, IGA, child spacing, training of women trainers in managerial skills.

CSC:

Home Economics skill training, IGAs, functional literacy, SSI projects.

DEMATT:

Free business advisory service to small and medium entrepreneurs.

EEC:

Smallholder agriculture, fisheries, coffee growing, water, sanitation, health, education and training, child spacing.

FAO:

Communication for child spacing project, documentation Centre for NCWID, smallholder agriculture, fisheries, forestry and education.

GTZ:

Promotion of women's economic activities through support of SSI and IGA projects, saving and credit.

IDA:

Agricultural extension, training/research and credit projects, Family Health Programme.

IFAD:

Family Health projects, agricultural extension, training, credit and research projects.

IPPF:

Training of women trainers in managerial skills in various IGAs.

Likoma Women's Club:

IGAs.

MACOHA:

Vocational training, promotion of IGAs, Home Economics, SSI projects.

MUSCO:

Loans to small entrepreneurs.

PHAM:

MCH, PHC, IGAs.

SCF:

Home Economics, Health, IGAs, other non-formal education; SSI projects, training, child survival action programmes, agricultural production.

SEDOM:

Provision of "min loans" to small and medium entrepreneurs.

UNDP:

Vocational training, SSI (food processing) IGAs, business advice, adult literacy, smallholder agriculture.

UNESCO:

Functional literacy, curriculum development, "Helping Women Help Themselves" Project; child care centres, smallholder credit for women, SSI.

UNFPA:

Child spacing, family life education, parent education.

UNICEF:

Education and training of Homecraft Workers and Community Development Assistants. Improvement of health, nutrition and education of women. Development of child care services, IGAs, provision of credit facilities, functional literacy.

UNIDO:

Establishment of Business Advisory Services for Women in DEMATT.

UNDP:

SSI projects, IGAs, smallholder agricultural production, SSI projects.

UNIFEM:

Increasing women's productivity through technical assistance in appropriate technology.

USAID:

Strengthening of NCWID, institutional development at University Office (Registrar for Women), women's education in non-traditional areas, women's basic education, SSI projects, health, nutrition, smallholder agricultural extension and research projects, agricultural production.

World Bank:

Smallholder agricultural extension and planning support, credit, safe motherhood, family life education, wood energy.

WFP:

Supplementary feeding (MCH).

World Vision:

Home Economics, IGA, SSI, health, forestry, water supply, functional literacy, other non-formal education, women's empowerment, access to credit.

3. Women's Organizations and Other Support Services

Association of Pre-School Playgroups

CCAM

Home Economics Association of Malawi

National Business Women's Association (NBWA)

Nurses and Midwives Council

Women's World Banking

DEMATT

MUSCO

SEDOM

ANNEX 5. MEMBERSHIP OF THE NCWID EXECUTIVE BOARD (PROPOSED)

CHAIRPERSON:	Ministry of Community Services
VICE CHAIRPERSON:	Ministry of Agriculture
SECRETARY:	Ministry of Justice
TREASURER:	Ministry of Forestry and Natural Resources
MEMBERS:	Dept. of Economic Planning and Development Ministry of Education and Culture Ministry of External Affairs Ministry of Health Ministry of Labour Ministry of Local Government Ministry of Transport and Communications Ministry of Trade and Industry Ministry of Works CCAM Council for Social Welfare Services Dept.of Lands and Valuation Dept.of Mass Media and Public Affairs Dept.of Water Dept.of Personnel Management and Training Dept.of Research and Environmental Affairs Dept.of Statutory Bodies Public Service Commission University of Malawi.