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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Malawi

Support for a comprehensive population programme

Proposed UNFPA assistance: \$3 million of which \$2.2 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$800,000 will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources

Estimated value of the Government's contribution: To be determined

Duration: Four years

Estimated starting date: January 1987

Executing agencies: United Nations  
International Labour Organisation (ILO)  
United Nations Educational, Scientific and Cultural Organization (UNESCO)  
World Health Organization (WHO)  
United Nations Children's Fund (UNICEF)  
International Planned Parenthood Federation (IPPF)

Government co-ordinating agency: Ministry of Finance

## MALAWI

Demographic facts

Population by sex		Population density (/sq. km.) .	59
Total (in 1000) .....	6,944	Average annual change	
Male (in 1000) .....	3,398	Population increase (in 1000)	251
Female (in 1000) .....	3,546	Births (in 1000) .....	402
Sex ratio (/100 females) .....	95.8	Deaths (in 1000) .....	151
Population in year 2000 (in 1000)	11,387	Net migration (in 1000) .....	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000) .....	3,193	Population change total (%) .	3.32
Age 15-64 (in 1000) .....	3,573	Urban (%) .....	7.4
Age 65 + (in 1000) .....	178	Rural (%) .....	2.7
Age 0-14 (percentage) .....	46.0	Crude birth rate (/1000) ....	53.1
Age 15-64 (percentage) .....	51.5	Crude death rate (/1000) ....	20.0
Age 65 + (percentage) .....	2.6	Natural increase (/1000) ....	33.1
Age indicators		Net migration (/1000) .....	0.0
Median age .....	16.9	Fertility and mortality	
Dependency: age 0-14 .....	89.4	Total fertility rate .....	7.00
Dependency: age 65 + .....	5.0	Completed family size .....	n/a
Dependency: total .....	94.4	Gross reproduction rate .....	3.45
Youth: 15-24 (in 1000) .....	1,339	Net reproduction rate .....	2.28
Women: 15-49 (in 1000) .....	1,611	General fertility rate (/1000)	230
Urban-rural population		Child-woman ratio .....	n/a
Urban population (in 1000) ....	836	Infant mortality rate (/1000)	150
Rural population (in 1000) ....	6,108	Life expectancy: male .....	46.4
Per cent urban (%) .....	12.0	Life expectancy: female ....	47.7
Per cent rural (%) .....	88.0	Life expectancy: total .....	47.0
Agricultural population density		GNP per capita	
(/hectare of arable land) .....	2.21	(U.S. dollars, 1984) .....	180

Sources: Area and population density on arable land: derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1986; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17, (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3) - "population by sex" through "life expectancy: total" as of 1985-1990.

## I. SUMMARY

1. The United Nations Fund for Population Activities (UNFPA) proposes to support a comprehensive population programme in the amount of \$3 million, over a four-year period, starting January 1987, to assist the Government of Malawi, a priority country for UNFPA assistance, to achieve its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit \$2.2 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$800,000 will be provided by UNFPA. If and to the extent this is not possible, UNFPA will cover the shortfall from other sources, including multi-bilateral sources. The Government's objectives in the population sector are to broaden the base and scope of its new child-spacing programme; update and strengthen its population data base; institutionalize demographic training; and undertake activities designed to create awareness of population issues in the country. The proposed programme would be UNFPA's second programme of assistance and reflects a major shift in the policy of the Government allowing for a broader interpretation of population issues.

2. The proposed programme is based on the findings and recommendations of a population needs assessment mission; a population sector review, undertaken in November 1984 with the assistance of the World Bank; and the experience gained from monitoring project activities included in the first country programme. The programme will focus in particular on (a) expanding child-spacing services, establishing a service statistics system and improving service delivery; (b) introducing and strengthening population educational programmes aimed at increasing awareness of the implications of rapid population growth and numerous and unspaced births; (c) increasing better national analytical capability through higher training in demography and updating base-line data; (d) promoting the formulation of population policy and assisting the Government to develop the capacity to achieve this objective; and (e) ensuring the integration of women in population-related activities.

3. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)), respect for human life is basic to all human societies (para. 14 (e)) and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

## II. BACKGROUND

4. Malawi is the fourth most densely populated country in sub-Saharan Africa and faces high rates of maternal and child morbidity and mortality. The Government has only just begun to recognize the socio-economic aspects of rapid population growth as well as the linkage between child-spacing and maternal and child health (MCH). Although the Government decided, in 1982, to include child-spacing services in the

national MCH programme, it was only in 1985 that the actual integration of child-spacing in MCH commenced. The overall goal of the programme was to reduce maternal morbidity and mortality. The Government further stated that the introduction of child-spacing services should not interfere with the right of the family to have as many children as desired and that child-spacing programmes were not intended as coercive measures which would affect the country's population growth rate. These statements reflect deeply rooted attitudes in Malawian society favouring large numbers of children.

5. The health care delivery system suffers from inadequate facilities and supplies, logistical problems as well as from lack of service statistics and a shortage of adequately trained human resources. Information about available services is scanty at best and coverage seems to be far from adequate. Some 40 per cent of all pregnant women deliver at home and over 50 per cent of children under four years of age are not being reached by MCH services.

6. The major constraints that have affected the implementation of UNFPA's first programme are (a) the lack of adequately trained nationals in all areas of the UNFPA mandate, especially in MCH and child-spacing and data collection and analysis; (b) limited and weak statistical support; (c) budgetary constraints on the part of the Government which limited its hiring capacity; and (d) lack of population-related information and education.

### III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

7. UNFPA support to Malawi began in the mid-1970s with preparatory assistance for the national population census undertaken in 1977. In 1978, UNFPA started to support the Government's MCH programme and, in 1980, the Governing Council approved a large-scale three-year project in the amount of \$1,038,460 to strengthen, upgrade and increase MCH delivery points. In view of UNFPA's financial constraints, this project received its allocations with some delay. At the end of 1985, total expenditure under this project amounted to \$1.1 million. In 1983, the Council, at its thirtieth session, approved the first UNFPA country programme in the amount of \$1,040,000. Expenditures from 1983 to 1985 amounted to \$0.5 million and the 1986 allocation was \$0.7 million making a total of \$1.2 million, \$100,000 more than was originally intended under the first country programme. This is another indication of the favourable change the country is making towards population programmes. This first programme provided continued support to the Government's MCH programme as well as assistance for basic data collection and analysis and population dynamics. Outlined below are some of the major activities undertaken under the first country programme, many of which are to be continued or expanded during the proposed second country programme.

#### Maternal and child health and family planning

8. Child-spacing and maternal and child health. This project allowed for staff training, locally and abroad; advisory services in the area of child-spacing; health education; and MCH and child-spacing statistics. The introduction of the child-spacing programme, despite limited availability of services, has generated

interest in child-spacing among the public. In January 1986, the Margaret Sanger Center evaluated the impact of a UNFPA-funded, in-country master trainers' course which was organized by the Center the previous year. It was concluded that the curriculum modules prepared during the training programme were widely used by the trainees when organizing follow-up courses. The newly trained service providers have been successful in establishing and expanding well organized clinical services. Health education talks in most hospitals now include child-spacing sessions which are well received by the medical hierarchy. Although no systematic surveys have yet been undertaken, random record checks at MCH clinics show that an increasing proportion of clients come from outside the service delivery areas, suggesting that people are willing to travel long distances to obtain contraceptives. This phenomenon has been observed in both urban and rural areas. In 1985, the demand for child-spacing services inspired the Government to develop a plan for a nation-wide child-spacing programme for the period 1985-1987. The results of a family formation survey will be used in the preparation of the national child-spacing programme for the four-year period 1987-1990, and will be an integral part of the national five-year health plan. The Government and WHO executed the project.

#### Basic data collection and analysis

9. Two projects were undertaken in this area under the first country programme. The first provided assistance in support of technical expertise for the analysis and publication of data from the 1977 population census as well as the organization of a seminar to disseminate the results. The second supported a labour force survey undertaken in 1983. Assistance for training the staff of the National Statistics Office has been an important component of both these projects executed by the United Nations.

#### Population dynamics

10. Establishment of a demographic training unit. Under this project, a demographic training unit was established in the Faculty of Geography of the University of Malawi. An initial group of 50 students (14 of whom are women) from varied disciplines were enrolled in courses during the 1985/1986 academic year. Staff members of the Demographic Unit assisted the Ministry of Health in developing research proposals related to the child-spacing policy. In addition, these staff members were actively involved in paving the way for the introduction of population issues into the curriculum of the country's agricultural training college. The United Nations assisted the Government in the execution of this project.

11. Other projects in this area have included a workshop addressing the negative impact of population growth on the Malawian economy and its implications for government policies; a seminar for government officials on the incorporation of population issues into national development strategies; and a family formation survey to assist in the formulation of a comprehensive national health plan.

12. The impact of UNFPA assistance to date is already clear. The dissemination of the results of the 1977 census has triggered significant changes in attitude, including a growing awareness of population issues. The Government has now expressed its interest in undertaking a comprehensive population programme and supports taking demographic variables into account in the country's development planning process.

Other external assistance

13. Malawi receives development assistance from various agencies of the United Nations system such as the Food and Agriculture Organization of the United Nations (FAO), UNESCO, UNICEF, United Nations Development Programme (UNDP) and the World Food Programme (WFP). The World Bank and the International Fund for Agricultural Development (IFAD) are also large contributors. Contraceptives and training for contraceptive logistics are provided by Family Planning International Assistance, while the World Bank is financing the renovation and equipment of existing clinics to accommodate child-spacing services. The training of nurses as service providers is being undertaken by Howard University under contract to the United States Agency for International Development (USAID). Denmark, the European Economic Community (EEC), the Federal Republic of Germany, Italy, the Netherlands and USAID are among the bilateral donors assisting the country. The agriculture, forestry and fishery sectors receive the largest sum of technical assistance. The country receives capital investment funds from, among others, the World Bank, the Federal Republic of Germany and the United Kingdom. Non-governmental organizations active in Malawi include the Program for the Introduction and Adaptation of Contraceptive Technology (PIACT) and the Pathfinder Fund which has assisted the child-spacing programme since 1983.

## IV. PROPOSED PROGRAMME 1987-1991

14. At the request of the Government, a sectoral review was carried out by the World Bank in October 1984 out of which two major recommendations emerged. The first was that the Government should create a formal capability for population policy formulation and planning and the second that the MCH programme and its child-spacing component be further developed and strengthened. The four-year programme has also taken into account the 1980 needs assessment mission.

Maternal and child health and family planning

15. Child-spacing and maternal and child health. The population needs assessment mission found that inadequate staffing and lack of statistical support were the major constraints in the planning and delivery of health services. The mission also recommended that training of traditional birth attendants be broadened to equip them not only to deliver primary health care but also to carry out health education, motivation and follow-up. In order to address these constraints and assist in implementing the recommendations, this project would support the second phase of the child-spacing component of the national MCH/FP programme. UNFPA support for this project would cover (a) international advisory personnel to assist in the design, implementation and evaluation of training programmes for health staff in MCH, health education and information material development, MCH statistics and an improved system for recording and feedback of MCH and child-spacing data; (b) support for the organization of local training courses, fellowships and study tours, in particular for traditional birth attendants, community leaders, health educators and medical staff; (c) medical equipment, teaching aids and child-spacing support materials; and (d) programme evaluation and research activities.

16. The second phase of the MCH/FP programme is intended to reach out to a large number of service points while more emphasis will be given to motivational and educational activities. Training of health community personnel at all levels would form the most significant aspect of the proposed programme activities, while child-spacing concepts would be introduced into the curricula of all health training institutions. Community involvement would be emphasized and traditional birth attendants, traditional healers, primary health-care workers and volunteers would play a role in the motivation and referral of clients. Family life education would be an indispensable part of all health education activities for which appropriate information materials are to be developed. Research would be carried out to assess attitudes towards the programme and its acceptance by the community. Phased child-spacing services are to be provided in hospitals at the regional and district level. Contraceptives would be made available while surgical contraception would be introduced in selected hospitals. WHO would execute the project to which UNFPA proposes \$1,120,000 in assistance.

#### Population education, information and communication

17. During the first UNFPA country programme, planned activities in this area could not be undertaken because the Ministry of Health deemed it necessary to give priority to the establishment of child-spacing services. Thus, information on child-spacing was provided only within the framework of the Ministry's health education activities. Now that progress has been made in the establishment of services, the Government has agreed that IEC activities be carried out in other sectors as was suggested by the World Bank's population sector review. A total amount of \$900,000 is proposed for the following projects in IEC.

18. Introduction of population elements in functional literacy training. UNFPA proposes an amount of \$200,000 to support the integration of population education into literacy programmes. The Government has set itself the target of achieving 2 million literates by 1990. Project strategy largely involves adult literacy classes to be held at functional literacy centres. UNFPA support would introduce written and pictorial materials relating to family health into functional literacy and women's programmes. These materials include family health booklets, posters and flip-charts. UNESCO would be the implementing agency.

19. Family life education for out-of-school youth. Those under 19 years of age constitute 51 per cent of the total population of whom an estimated 57 per cent are girls. The Malawi Young Pioneers programme trains youth in a number of activities and a wide range of subject-matters covering technical and non-technical areas. However, issues related to family health education have not been included. Malawi youngsters in the childbearing age group are not adequately provided with information needed to make decisions regarding fertility regulation. This has contributed to unplanned pregnancies and very often an increase in the school drop-out rate. The objectives of this project are to train trainers in family life and health education and responsible parenthood and to incorporate family life education in training programmes for youth. It is envisaged that this instruction would equip Pioneer graduates with sufficient knowledge and skills to enable them to educate families informally and influence the young in their respective communities. The project would also provide graduates with technical skills that will help them

to meet the needs of their communities. The project would be executed by the Government, with technical backstopping by UNESCO regional advisers. UNFPA proposes \$150,000 in assistance.

20. Introduction of family life education in primary and secondary schools. The programme, which would be executed by UNESCO, would begin with a study of experience gained in the region with similar projects for the introduction of family life education in schools, followed by adaptation to the Malawian context, curriculum development workshops, teacher training courses and development and printing of teaching materials. After initial activities in a few pilot schools and careful assessment of the results, project activities would be expanded to cover all primary and secondary schools in the country. UNFPA proposes an amount of \$400,000 for this project.

21. Information, education and communication on responsible parenthood and family health. The objectives of this project are to enhance receptivity among the people of Malawi to the concept of family health and, in particular, to provide parents with the knowledge, skills and self-confidence needed to assume the task of educating their children about sexuality and reproductive health within the context of the family and to update knowledge regarding family health among actual service providers. The target audience includes men, women and youth in both urban and rural areas, local leaders and traditional authorities, health service providers and community service professionals. The IEC project would primarily involve expanding the use of mass media in support of family health activities and organizing training and refresher workshops to make known to health service providers and others the significance of media messages for family health issues. Training manuals may also need to be developed for the various categories of field workers from different ministries. UNFPA assistance in the amount of \$150,000 is proposed for this project which would be executed by the Government.

#### Basic data collection and analysis

22. Support to the 1987 population and housing census. The census planned for 1987 will provide up-to-date information on housing, fertility and population growth for purposes of planning and longitudinal analysis. Most of the cost of the census would be met directly by the Government. UNFPA has already allocated \$170,000 which would be used for technical backstopping services, training of national staff and equipment. An additional \$200,000 is required for the purchase of a main-frame computer, related consultancy services and local costs. UNFPA proposes that this requirement be met through multi-bilateral funding. The United Nations would implement the project.

#### Population dynamics

23. Establishment of a demographic unit at the University of Malawi. It is of crucial importance that demographic characteristics and their implications for planning be fully understood. There is a serious shortage of trained personnel and resources to undertake the necessary research and to inform decision makers in both the public and private sectors of the planning implications of demographic factors. Only a limited number of decision makers have had sufficient exposure to population



studies to be able to consider demographic factors meaningfully in their policy formulation and day-to-day decision-making. To help to rectify this state of affairs, the University of Malawi, with technical and financial assistance from UNFPA and executing assistance from the United Nations, established a demographic unit. Attached to the Department of Geography and Earth Sciences, this unit began to function in November 1984 and was officially opened in June 1986.

24. The primary aim of this project is to institutionalize training and research in demography in three colleges of the University of Malawi as well as foster national analytical capability of demographic variables. Efforts would be made as well to train middle-level technicians in basic demographic analysis in both the public service and concerned volunteer organizations. The major activities would include organizing and teaching courses in demography within the three colleges of the University, research in Malawian demography, in-service training for middle-level technicians and organizing seminars/workshops for policy makers and members of the general public. An amount of \$300,000 is proposed for this project to be executed by ILO.

#### Population policy formulation

25. This project would establish a population planning unit within the Economic Planning and Development Division of the Office of the President and Cabinet. UNFPA assistance would support short-term advisory services to assist national planners in developing population planning capability, establish a documentation centre and carry out research studies. Furthermore, in-service training, long- and short-term fellowships in population planning and office equipment would be provided. As its capability develops, the Division would also co-ordinate multisectoral population activities. The project would be executed by ILO. UNFPA proposes \$235,000 in assistance.

#### Women, population and development

26. In conformity with UNFPA's overall strategy of integrating women in the development process and making them beneficiaries of the Fund's assistance, the second country programme would ensure women's participation in project activities and enhance the status of women through programmes aimed at increasing literacy, population IEC and enrolment of girls in schools. Special attention would be given to women's concerns during formulation, appraisals and evaluation of programme components. Furthermore, special efforts will be made to promote understanding of women's concerns through leaders of the Women's League of the Malawi Congress Party.

#### Monitoring and evaluation

27. Individual projects within the programme as well as the programme as a whole will be monitored and evaluated through various mechanisms established for this purpose. Progress reports, annual tripartite reviews, internal and possibly in-depth evaluations as well as final reviews will be carried out for each project. The country programme will be reviewed in its mid-course and final phases. In addition, since the first major recommendation from the population sector review of 1984 was to increase national institutional capacity in population matters, monitoring and

evaluation will pay special attention to the contribution of individual projects to this goal. Executing agencies, UNFPA and independent consultants may participate in assessing the management of projects and programmes.

#### Financial summary

28. As indicated in paragraph 1, a programme of \$3 million is proposed, of which \$2.2 million will be committed from UNFPA's regular resources. This commitment of \$2.2 million would cover all projects but at a lower level, as shown in the table below. If UNFPA's funding situation permits, the balance of up to \$800,000 will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources. The following table shows how the programme areas will accommodate these two levels of funding:

	<u>UNFPA regular resources</u> \$	<u>Other sources including multi- bilateral sources</u> \$	<u>Total</u> \$
Maternal and child health and family planning	880 000	240 000	1 120 000
Information, education and communication	600 000	300 000	900 000
Basic data collection and analysis	170 000	200 000	370 000
Population dynamics	300 000	-	300 000
Population policy formulation	175 000	60 000	235 000
Unprogrammed	75 000	-	75 000
<b>Total</b>	<u><u>2 200 000</u></u>	<u><u>800 000</u></u>	<u><u>3 000 000</u></u>

V. RECOMMENDATION

29. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Malawi in the amount of \$3 million for four years;

(b) Authorize the Executive Director to commit an amount of \$2.2 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance up to \$0.8 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds indicated and make appropriate arrangements with the Government of Malawi and the executing agencies.

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