



The History of USAID/Malawi

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USAID/Malawi

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History of U.S. Foreign Assistance

In 1948, the U.S. Congress enacted the first Foreign Assistance Act (FAA) authorizing the 4-year Marshall Plan and the establishment of the Economic Cooperation Agency (ECA), an early predecessor agency to USAID. A year later, President Harry S. Truman launched the "Point Four" program, which began providing assistance to developing countries. Before this program, U.S. foreign assistance was limited to countries in Western Europe devastated by the destruction of World War II.

When the Marshall Plan ended on June 30, 1951, Congress began piecing together a new foreign aid proposal designed to unite military and economic programs with technical assistance. On October 31, 1951, this plan became a reality when Congress passed the first Mutual Security Act and created the Mutual Security Agency.

In 1953, the Foreign Operations Administration (FOA) was established as an independent government agency outside of the Department of State, to consolidate economic and technical assistance on a worldwide basis. The responsibilities of the FOA were merged into the International Cooperation Administration (ICA) one year later.

In terms of development assistance in Africa, early U.S. interest on the continent was shaped largely by the British colonial presence. As Sub-Saharan colonies gained their independence from the United Kingdom, the U.S. began providing development assistance to insure a peaceful transition to Western-friendly governments. During the early years, a Desk in the Europe Bureau of the ICA was set up to manage development assistance in Africa.

In 1961, a bill entitled "Act for International Development" was introduced in the U.S. Senate by Senator William Fulbright. On September 4, 1961, the Congress passed Senator Fulbright's modified FAA, which reorganized the U.S. foreign assistance programs including separating military and non-military aid.

As originally enacted, the 1961 bill contained very few restrictions on how assistance was to be provided, and only general prescriptions on the kinds of factors that were to be taken into consideration prior to the provision of assistance. Section 102(b) of the Act outlines the principles to govern U.S. bilateral development assistance:

- "(1) Development is primarily the responsibility of the people of the developing countries themselves. Maximum effort shall be made...to stimulate the involvement of the people in the development process through the encouragement of democratic participation in private and local governmental activities and institution building appropriate to the requirements of the recipient countries."
- "(2) United States assistance should be administered in a collaborative style to support the development goals chosen by each country receiving assistance."

Criteria used to assess the commitment and progress of recipient countries towards the FAA goals were straightforward: increase in agricultural productivity per unit of land through small-farm, labor-intensive agriculture; reduction of infant mortality; control of population growth; promotion of greater equality of income distribution, etc.

The Act also mandated the creation of an agency to administer economic assistance programs. Two development assistance programs were conceived under this new FAA: a Development Loan Fund whose primary purpose was to foster plans and programs to “develop economic resources and increase productive capacities” (i.e., a significant amount of capital infrastructure), and a Development Grant Fund, to focus on “assisting the development of human resources through such means as programs of technical cooperation and development” in less developed countries. Additionally, three other significant economic assistance programs were included in the FAA: (1) a guaranty program (now the Overseas Private Investment Corporation), (2) a supporting assistance program (now the Economic Support Fund), and (3) an appropriated contingency fund.

By an Executive Order signed on November 3, 1961, President John F. Kennedy established the United States Agency for International Development (USAID). USAID became the first U.S. foreign assistance organization whose primary emphasis was on long-range economic and social development assistance efforts. Freed from political and military functions that plagued its predecessor organizations, USAID was able to offer direct support to the developing nations of the world.

The agency unified already existing U.S. aid efforts, combining the economic and technical assistance operations of the International Cooperation Agency, the loan activities of the Development Loan Fund, the local currency functions of the Export-Import Bank, and the agricultural surplus distribution activities of the Food for Peace program of the Department of Agriculture.

Among other organizational changes, the new agency created four Regional Bureaus, including one for Africa, which replaced the large technical offices, such as the Food and Agriculture Office. Fowler Hamilton, USAID's first administrator, took on as his primary goal establishing the agency on good, strong organizational principles that would stand the test of time. At that time, USAID had a staff of 15,000 employees, of whom 13,000 were serving overseas and 2,000 in the U.S. In the early 1960's USAID's bilateral programs expanded significantly. By 1965, the Agency had field Missions and programs in the majority of the newly independent Sub-Saharan nations in Africa.

In the late 1960's, The Vietnam War became an increasing burden on the U.S. Government budget, and USAID felt the impact. In order to make foreign aid a more effective resources, USAID attempted to respond in two ways: (1) Agency-wide, by introducing program loans; (2) in Africa, by reducing the number of bilateral programs and shifting to regional and multilateral programs.

USAID Evaluation Special Study No. 54, “An Assessment of USAID Activities to Promote Agricultural and Rural Development in Sub-Saharan Africa,” explains the

reason for the implementation of loans. The introduction of program loans in 1965 was intended to increase the effectiveness of aid without increasing funding levels. Apparently, many donors preferred to finance specific large projects. This preference encouraged developing countries to over-emphasize large-scale public sector projects, and to neglect small investment and the private sector. Program loans would correct this tendency, it was hoped, by providing incentive for major improvement in self-help reforms and improved development policies. They would also provide the opportunity to review and agree on the countries' general economic policies, often in conjunction with the International Monetary Fund and International Bank for Reconstruction and Development. As of 1966, USAID's new orientation emphasized greater attention to policy formulation, promotion of the private sector, institution building, and technology.

U.S. assistance policy for Africa was profoundly affected by the recommendations of a report by Ambassador Edward M. Korry, which was one of 30 commissioned by President Johnson. The Korry report recommended a much broader and more central role for assistance in Africa and the realignment of bilateral U.S. aid programs to concentrate on regional development. Because of this report, only 10 of the 33 Missions and field offices were allowed to stay in operation. The remaining 22 were phased out as projects underway were completed.

In the early 1970's foreign aid fell on hard legislative times. In 1971, the Senate rejected a foreign assistance bill authorizing funds for fiscal years 1972 and 1973. The defeat of the 1971 bill represented the first time that either the House or the Senate had rejected a foreign aid authorization since the program was first initiated as the Marshall Plan after World War II. Several themes merged to cause the defeat of the bill: (1) opposition to the Vietnam War, (2) concern that aid was too concerned with short-term military considerations, and (3) concern that aid, particularly development aid, was a giveaway program producing few foreign policy results for the United States.

In 1973 Congress amended the Foreign Assistance Act of 1961; the amendment called for "New Directions" in development assistance to meet basic human needs. To extend assistance directly to the recipient nation's population, Congress replaced the old categories of technical assistance grants and development loans with new functional categories aimed at specific problems such as agriculture, family planning, and education.

The New Directions legislation of 1973 resulted in substantive changes in USAID's policies and approaches, among which greater emphasis on project aid directly targeted to low-income groups and greater participation of beneficiaries in the identification of their needs, the design of solutions, and evaluation of results.

Programs in Africa were also changing: the retrenchment that USAID had adopted in response to the Korry Report was being abandoned in the aftermath of the Sahelian drought of the early 1970s, and the regional approach was gradually replaced once again by a steadily increasing number of bilateral programs and Missions.

For U.S. foreign aid to Africa, the Reagan years saw a return to earlier approaches in assistance. According to the USAID Evaluation Special Study No. 54, there was renewed concern with the spread of communism, the role of private enterprise, and the development of trade and commercial links between the United States and the developing nations. Once again, USAID was giving program assistance in hopes that African governments would make policy reforms. Institution building, particularly in connection with agricultural education, was once again in favor.

Also, with personnel levels cut back still further, the Agency could not continue its labor-intensive targeted project approach. Focusing on policy reforms through non-project assistance would enable USAID to concentrate its remaining technical resources on the macroeconomic problems of developing countries. The expected policy improvements would create an environment more conducive to private-sector investments. Technology transfer and institution building would enable this process to proceed more rapidly and efficiently.

Money was shifted into the faster disbursing Economic Support Fund account to increase the flexibility of U.S. response to these needs. As for Africa, a separate economic assistance program was authorized by Congress in late 1987 to provide a one-account, flexible, source of development assistance: the Development Fund for Africa.

Beginning in late 1988, the House Foreign Affairs Committee began an examination of the foreign assistance program and the continued relevance of the Foreign Assistance Act. The product of the review was the Hamilton-Gilman Report; its findings restated many of the same themes that President Kennedy had attempted to address almost thirty years earlier:

The report's major recommendation was to repeal the FAA and start fresh with an act that was far more focused than current law. Attempts by the Committee to rewrite the legislation were unsuccessful.

At the beginning of the next decade, the Bush Administration made a more serious attempt to rewrite the FAA. In April 1991, the Administration transmitted to the Congress its comprehensive rewrite of the Foreign Assistance Act. The bill attempted to return the legislative framework of the program, to a considerable extent, to the early years of the Foreign Assistance Act. Some elements in Congress, however, criticized the effort for providing the Executive branch with too much discretion, and it was not seriously considered.

The final attempt to rewrite the FAA was offered by the Clinton Administration in February 1994. The bill would have repealed the FAA and substituted in its place a radical new account structure for foreign assistance programs. Based on program objectives, its authorizations would have merged previously separate programs into the same account. Thus, development assistance and those international organizations with a development focus would have been funded from the same account. Considerable flexibility was provided in the way in which assistance could be provided and legislative

limitations overcome. The bill was never introduced in the Senate and never reported out of committee in the House.

In 1998, the Foreign Affairs Reform and Restructuring Act, enacted as part of P.L. 105-277, made USAID a full statutory agency with the Administrator reporting to and under the direct authority and foreign policy guidance of the Secretary of State. The Act abolished the Arms Control and Disarmament Agency and the U.S. Information Agency, with their functions being consolidated into the Department of State. The organizational changes directed by the Act were implemented through amendments to E.O. 12163 (dealing with the administration of foreign assistance) and State Department Delegation of Authority No. 145.

History of USAID/Malawi

A. Brief Synopsis of USAID/Malawi

Although early information about U.S. Foreign Assistance to Malawi is unclear, the best documentation indicates that initial funding began as early as 1960 with funding from the Sub-Saharan Africa Desk of the International Cooperation Administration (ICA, predecessor agency of USAID). Since that time, the U.S. Government has provided nearly \$664 million of development assistance to Malawi almost entirely in the form of grants. After the creation of the Agency for International Development in 1961, funding levels and project direction for Malawi were coordinated out of the Office of Southern Africa Regional Cooperation (OSARC) based in Mbabane, Swaziland.

In its initial years, funding from USAID/OSARC was directed at the development of education facilities and the construction of transportation infrastructure. The first documented USAID funded project for assistance to Malawi began in 1962 with a grant to the Education Development Center in Mombasa, Kenya. The grant was designed to improve math education in ten English-speaking African countries including Malawi. The project targeted development at the elementary and secondary school level by producing mathematics textbooks and training teachers in classroom instruction techniques. Funding for this project concluded in 1974.

The largest USAID funded project during the regional assistance period was the construction on the Malawi-Lake Shore Road (LSR), with a total financial obligation of over \$30 million dollars (according to best available sources). Work on the LSR began in 1966 with a loan to the GOM to construct two major road links along the western shore of Lake Malawi. This project laid the groundwork for a larger scheme to link Zomba in the South with Northern Malawi via a lakeshore route. Funding for the LSR was implemented in two phases and concluded in 1974.

OSARC continued to coordinate the USAID assistance program in Malawi throughout the 1970's. Because of the response by Congress to the Korry Report and the Vietnam War, funding levels for African USAID programs, including Malawi, began to significantly decrease. In fiscal years 1977 and 1978, Malawi saw the lowest levels of U.S. Foreign Assistance in its history with only a \$200,000 grant split between the two years. It was not until FY 1979 that USAID began to reenergize the Malawi development assistance program.

In his May 23, 1979 transmittal letter of the FY 1981 Annual Budget Submission for USAID funding, Ambassador Harold E. Horan requested funding for two U.S. Direct Hire (USDH) personnel to administer USAID activities in Malawi from the American Embassy in Lilongwe. In September 1979, Vivian L.C. Anderson was named head of the Office of the USAID Representative to Malawi. By January of the next year, Ms. Anderson had drafted and signed the first USAID/Malawi Country Development Strategy Statement (CDSS).

After the creation of the resident mission in 1979, U.S. development assistance to Malawi began to accelerate. Since that time, the program has expanded to include agricultural development, private sector expansion, strengthening health and family planning services, improving transport infrastructure, and human resource development. On January 8, 1987, The Economic, Technical and Related Assistance Agreement was officially reached between the United States of America and the Government of the Republic of Malawi. This agreement, signed by USAID/Malawi Mission Director John F. Hicks and U.S. Embassy Charge d'Affaires Dennis C. Jett for the Government of the United States and The Honorable Dalton Katopola, Minister of Finance for the Government of the Republic of Malawi (GOM), established the framework for the United States development assistance program to Malawi. By FY 1991, the bilateral USAID program to Malawi had grown to over \$54 million in development assistance.

In mid FY 1992, because of concern over human rights issues, USAID deobligated \$15 million in non-project assistance and recommended further reductions in future assistance levels, pending improvements in human rights and political conditions. Following the June 1993 referendum creating a multiparty democracy, USAID disbursed \$30 million in bilateral assistance for FY 1994, while providing another \$17 million in regional assistance during the same fiscal year.

During the mid-1990's the mission followed a relatively consistent path in terms of funding as well as project direction. As of FY 2000, the Mission was pursuing four Strategic Objectives (SOs):

1. Sustainable increases in rural incomes
2. Increased civic involvement in the rule of law
3. Increase behaviors adopted that reduce fertility and risk of HIV/AIDS and improve child health
4. Improve quality and efficiency of basic education

During FY 2002 the mission obligated approximately \$23 million in bilateral assistance. Another \$5.6 million was disbursed to Malawi via USAID/W adding to a total package of \$28.6 million in development assistance to Malawi during FY 2002. At the start of FY 2002 USAID/Malawi staffed 76 employees: 8 U.S. Direct Hires, 61 Foreign Service Nationals, and 7 U.S. or third country Personal Service Contractors. In March of 2002, the mission requested \$37 million for program activities in FY 2003.

B. USAID Regional Program Years (1962 – 1978)

According to the 1966 Congressional Presentation, development assistance funding from the United States to Malawi began in 1960, while physical work actually began in 1961. The best available documentation from this time suggests that this funding was most likely obligated to technical support and assessments reports by the ICA. Funding allocated to specific development projects did not occur until the arrival of USAID's Office of Southern Africa Regional Cooperation (OSARC) into Malawi in 1962. The

following table displays the available information for overall USAID funding to Malawi during this period:

Fiscal Year	Total Funding
FY 1964	\$2,179,000
FY 1965	\$2,727,000
FY 1966	\$2,560,000
FY 1967	\$3,194,000
FY 1968	\$2,708,000
FY 1977	\$100,000
FY 1978	\$100,000

Note: Year-by-year figures are not available from FY 1969 to FY 1976; the approximate level of USAID funding for these years is \$30 million.

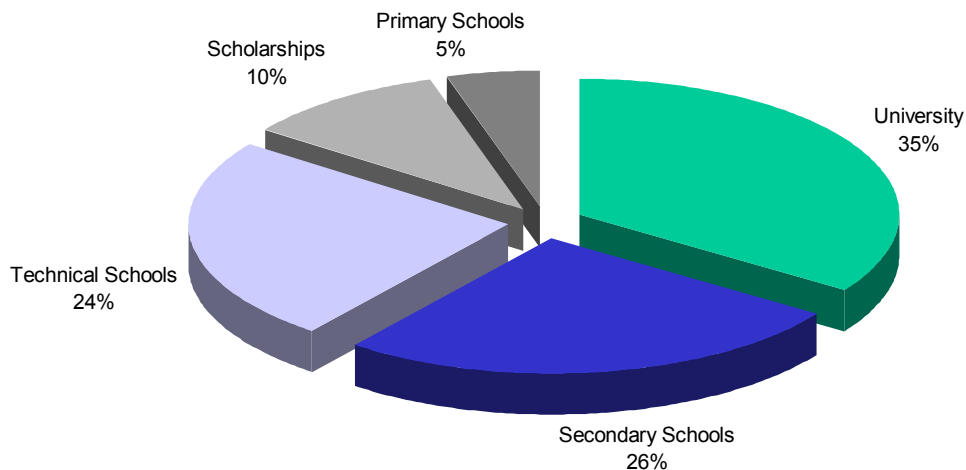
As a newly independent nation, OSARC believed that Malawi's chief developmental need during this period was the construction of transportation infrastructure. OSARC argued that Malawi's national development depended on its ability to exploit its key agricultural resources, which could not be done without first improving and expanding its national road system. Therefore a large percentage of USAID funding throughout the 1960's was dedicated to the development of the roads system. In the ten-year period between 1966 and 1976, USAID allocated 26% of its total investment in Malawi to transportation development, with nearly 94% of that devoted to the Lake Shore Road (LSR) program (6120153).

Construction on the LSR was designed to replace sub-standard, seasonal road with an all-weather, all-purposed paved road. OSARC believed that this project would: (1) provide access to important areas of arable but uncultivated land, (2) lower transportation cost to increase competitiveness of Malawi's predominantly agricultural exports, (3) accelerate movement of Malawians in the cash economy, and (4) contribute to a basis for industrial development in the future. The thinking was that the initial steps of the LSR project would provide the GOM with professional economic and engineering skills required for development of the road program while encouraging foreign capital assistance. In turn, USAID supplied 2 economists (1 agricultural, 1 transportation) and 6 highway planning engineers to advise the Ministry of Transport on rural transportation programs. About \$769,000 was obligated by USAID on these salaries for a total of four years of service. In coordination with the GOM, USAID funded construction of the LSR in conjunction with two other donors: the United Kingdom and the Federal Republic of Germany. The total level of USAID funding on LSR was \$30 million. This compares to \$31.2 million spent by the British and another \$28 million spent by the Germans.

In addition to transportation, the other dominant OSARC concern during this period was the development of education facilities and teacher training techniques. The goal was to

educate Malawians in sufficient numbers at appropriate levels to administer government services and contribute effectively to the private sector of the economy. OSARC concluded that in the initial stages of development for any newly independent country, priority should be given to developing facilities in secondary and higher education. Priority would be placed on primary education after development in these other areas had been realized. Therefore, during the earlier stages of Malawi's history, funding from USAID was targeted primarily at the secondary and post-secondary levels. The following graph displays percentages in spending for different levels of the education sector:

Allocations in Education Spending



As can be seen from the graph above, nearly 60% of all funding obligated to education during the early stages of development was allocated to university and technical school development. OSARC found that during this period, the bulk of the middle and high-level manpower in Malawi was composed of expatriate workers. To alleviate this condition, USAID heavily supported the construction of two major educational institutions:

- The University of Malawi – a liberal arts institution, which would offer post-secondary training through the Colleges of Arts and Science, Education and Natural Resources
- Malawi Polytechnic – an institution aimed at providing training in technical, vocational and general subjects

The University of Malawi opened with a class of about 200 students in October 1965. In the early years of the University, USAID obligated dollars largely to the development of the College of Education (612-11-660-133). The goal of this activity was to promote the number of Malawian secondary school teachers, thereby reducing Malawi's dependence on expatriate educators. OSARC subsequently ended its Teacher Training and Program Development project and began to direct funds to teacher education at the University.

In addition to the University, USAID obligated a large percentage of education funds to the development of the Polytechnic in Blantyre, which originally was an independent institution (612-11-610-137). OSARC found that on average, only 12% of Standard 8 graduates (U.S. Grade 8) continued to Form I (U.S. Grade 9). Dropouts between Form I and Form IV (U.S. Grades 9-12) were estimated to be around 75%. The Polytechnic was thought to help alleviate this problem. The chief goals of this funding activity were as follows:

1. To help former secondary school dropouts continue their education;
2. To increase Malawian vocational skills usable in commercial and industrial occupations; and
3. To add to Malawi's overall educational achievement and level of vocational competence.

It was thought that the Polytechnic would serve to demonstrate the methods of planning effective educational programs designed to meet the manpower needs of the country and the methods of making efficient utilization of human and technical resources. The University of California and the University of Southern California were contracting partners in this project (AID/afr-109). The United Kingdom was the other key donor.

In terms of secondary education, OSARC believed that the principal problem plaguing the Malawian educational system was its excessive waste of human resources beyond the primary school level. It was thought that the methods of selecting students for secondary school throughout the 1960's failed to identify the most promising and qualified individuals. OSARC concluded that with the shortage in educational opportunities of well-qualified teachers at the secondary levels, it was in the best interest of Malawi to train only those persons who had the potential or requisite skill and ability to profit from a secondary education. As a result, USAID disbursed nearly \$306,000 over three years to create an effective system of achievement and aptitude tests. These tests would be used to properly identify and place students into secondary school classes in relationship to their talents. Special attention in these tests was given to the selection of students for technical training and other non-academic forms of post-primary education.

Other projects during the regional assistance period included Community Development (612-11-810-132), Mass Communication Development (612-11-960-149), Economic and Statistical Service Development (612-11-790-139), and Agricultural Development (612-11-110-134). During the regional period, USAID/OSARC's strategy focused on the achievement of a few major goals and funding for large projects. The following is a brief list of some of the top grants and loans provided by USAID during the regional assistance period (1962-1978):

Education Sector:

- A \$529,300 grant was provided in 1965 to finance equipment and technical services of the University of Missouri to assist the GOM in expanding its mass communication capabilities. This primarily involved the expansion of

the Malawi Broadcasting Corporation and the establishment of an Extension Aids Unit within the Ministry of Agriculture.

- ❑ A \$1.0 million loan was provided in 1966 to construct main campus facilities and the cafeteria at the Polytechnic Institute in Blantyre.
- ❑ A \$1,200,000 loan was provided in 1972 to construct and equip student residence halls and faculty housing at the main campus of the University of Malawi in Zomba.
- ❑ A \$4,100,00 grant was provided in 1976 to increase the capacity of the Bunda College of Agriculture through the provision of technical assistance, overseas training of staff, provision of equipment, and expansion of the physical facilities.

Road Construction:

- ❑ A \$200,000 loan was provided in 1966 to help finance design engineering services for southern and western lakeshore roads.
- ❑ An \$8.3 million loan was provided in 1971 to construct the Chikwawa-Bangula Road (59 miles), which is the main transportation link to the Shire Valley.
- ❑ A \$7.0 million loan was provided in 1968 to finance 126 miles of lakeshore roads from Balaka to Salima from Mua to Monkey Bay. These roads are major links in the LSR scheme designed to provide market access for the smallholder subsector.
- ❑ An \$11.4 million loan was provided in 1974 for the construction of a 78-mile from Lilongwe to the Zambian border.

Food Assistance:

- ❑ PL-480 funding, including assistance to the World Food Programme totaled to about \$12 million during the regional assistance period.

C. USAID/Malawi: The Beginning of the Bilateral Program (1979 – 1983)

During the 1970's, in the wake of the failures of the "New Directions" initiative, USAID gradually began to abandon its regional approach to development in Africa and establish or reestablish bilateral assistance programs. Before FY 1979, USAID's physical presence in Malawi was limited to only one Foreign National Direct Hire (FNDH) secretary/assistant employed at the Embassy in Lilongwe. All USAID program activities in Malawi were coordinated by USAID/Swaziland, monitored by the DCM of the Embassy, and supported by technical experts from the REDSO/EA staff in Kenya. In

1979, Sheldon Cole, TDY from USAID/W, was assigned to initiate the establishment of USAID/Malawi. By September 1979, Vivian Anderson was named to head the office as the USAID Representative to Malawi. By the beginning of the next year, the USAID staff was composed of four full-time positions:

3 US Direct Hires

- ❑ AID Affairs Officer/AID Representative
- ❑ Assistant Program Officer
- ❑ General Development Officer

1 FN Direct Hire

- ❑ Financial-Management Liaison Assistant

The initial years of the bilateral USAID assistance program to Malawi were modest and aimed directly toward the development of Malawi’s basic human needs. During this period of assistance, development concentration in Malawi rested on the National Rural Development Program, which included agriculture, health, and education. Because of early concern expressed over Malawi’s human rights record, the decision was made to keep funding at relatively low levels during these early years. The following table displays funding levels during the first five years of the bilateral assistance program:

Fiscal Year	Total Funding
FY 1979	\$3.5 million
FY 1980	\$4.4 million
FY 1981	\$6.0 million
FY 1982	\$7.7 million
FY 1983	\$7.1 million

The priority of USAID/Malawi during the initial years of the bilateral program was to support agricultural development. One of the major USAID projects was the Agricultural Research Project (ARP, 612-0202), a project originally run out of Swaziland in early 1979. The ARP was USAID’s first attempt to aid agricultural development in Malawi and the first fully funded project under the bilateral program. It was thought that since Malawi had neither the mineral resources nor immediate industrial potential on which it could base a development strategy, attention should focus on developing the agricultural sector, which would increase both small farmer incomes and foreign exchange. Although the agricultural sector had led the Malawian economy to an average of about 7.5% per year growth over the 1970’s, much of this growth was the result of putting more land into production as opposed to actually increasing yields. The ARP was designed to provide a scientific basis for continued increases in small farmer food production as well as diversification into higher income generating cash crops. The project was to also help build the Ministry of Agriculture’s research capability to develop tested “packages” of

agricultural inputs. The University of Florida provided technical assistance in research organization and administration of field trails in the final leg of this project.

The other major agricultural project during this period was the Rural Sector Grant (612-0208). The goal of this project was to increase productivity and incomes in the agricultural sector and to help sustain growth in the smallholder section. Funding would be used to achieve the following four tasks:

1. Provide agricultural inputs, small equipment, and hand tools to smallholders;
2. Assist the extension service to broaden the application of appropriate technology tailored to smallholders;
3. Finance the maintenance of key farm-to-market roads; and
4. Assist in improving the system of distributing agricultural inputs and collecting outputs.

The Rural sector grant called for \$9.1 million over the 5-year life of the project. The management of this grant was handled by the National Rural Development Project and designed to reach the lowest 20% of the population.

This period was also the first time in the history of USAID's presence in Malawi that funding was obligated to support initiatives in population control and energy conservation. After much persuasion by USAID and others in the donor community, fiscal year 1983 was the first time that the GOM requested examinations on the effects of unchecked population growth on the future of development in Malawi. At the then-growth rate of 2.9%, Malawi was predicted to need well over 6 million additional acres of arable land by the year 2010. In response to this fact, USAID/Malawi began to institute a number of projects designed to examine and control population growth. The first such project was the Family Health and Spacing project (612-0211), which was designed to encourage Malawians, specifically rural Malawians, to have fewer children and at greater intervals. With the abandonment of traditional methods of child spacing after the arrival of western influence to Malawi, many mothers would conceive while still in their post-natal state. Due to the sensitivity of this subject as well as concern about mother and child well being, the Ministry of Health administered this project with careful oversight by the Office of the President. Since the implementation of this program in 1983, the U.S. has been the principle supplier of contraceptives and short-term assistance in planning and logistics management.

Bringing GOM attention to the development of a national comprehensive energy policy was another USAID achievement during this period. In 1979, firewood provided approximately 94% of Malawian energy requirements; petroleum provided 4%, coal 1%, and electricity 1%. Although petroleum products provided only 4% of Malawi's energy needs, it took nearly 23% of all export earnings to import these products. This was largely due to the difficulty of importing oil because of expensive transport cost, congestion at ports of entry, and rising foreign exchange costs. In order to reduce Malawi's dependence on these foreign inputs for oil, USAID instituted the Renewable Energy project (612-0210) in fiscal year 1983. The project had for four objectives:

1. Assist Malawians in identifying local sources of renewable energy;
2. Help Malawi make the transition to a mix of energy sources that will sustain the agriculture sector;
3. Identify means of using each source of energy so as to increase the value of energy output from a given volume of resources; and
4. Promote policies designed to increase the efficiency of management of energy consumption.

Renewable Energy was administered by the Department of Energy located in the Office of the President and intended to address the energy concerns of the entire nation and not just the small farmer and poor households. Funding for this project was about \$10 million.

At the start of the bilateral program USAID/Malawi was responsible for managing only a small portfolio of projects. As previously mentioned agricultural development was the bulk of this portfolio. Other early projects in this period not mentioned above include: Health Education (612-0203); Rural Water (612-0207); Malawi Polytechnic (612-0201); and Manpower Development and Training (612-0206). After the arrival of the resident mission in 1979, USAID assistance to Malawi was provided solely in the form of grants. The following is a brief list of some of the top grants provided by USAID during the beginning of the bilateral assistance program (1979-1983):

Agriculture/Rural Development:

- ❑ A \$9 million grant was provided in 1979 to assist the Ministry of Agriculture in developing scientific ways to increase small farmer food production
- ❑ A \$9.1 million grant was provided in 1982 to ease the burden of implementation and recurrent cost associated with maintaining the National Rural Development Program.
- ❑ An \$8.2 million grant was provided in 1982 to improve and expand smallholder, small animal production practices in rural Malawi.

Population and Health

- ❑ A \$6 million grant was provided in 1980 to provide equipment required for gravity-fed water systems in rural Malawian Village locations. The Malawi Rural Water Grant was one of the more successful projects during this period.
- ❑ A \$6 million grant was provided in 1983 to assist in changing the social environment to provide a favorable ratio between population growth rate and development accomplishments.

Education:

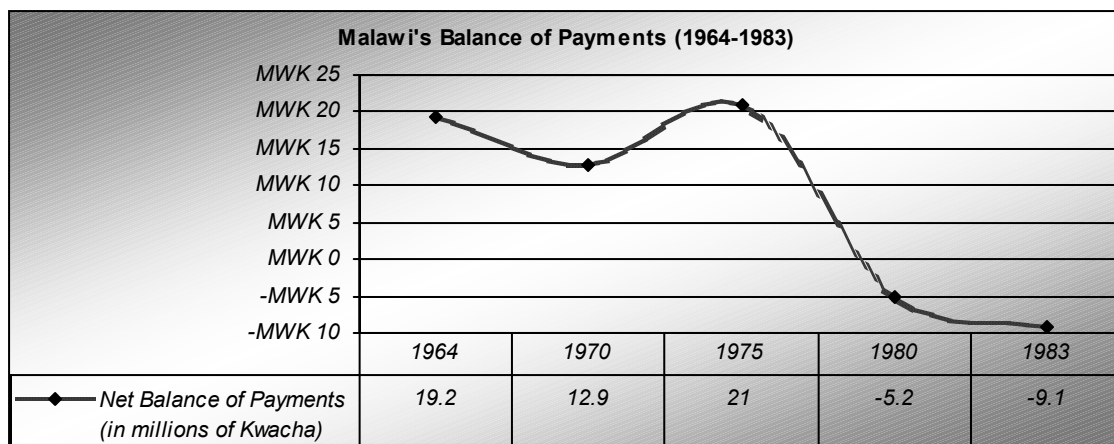
- A \$7.9 million grant was provided in 1980 provided to the Polytechnic to expand its engineering program.

Food Assistance:

- PL-480 funding totaled to about \$20 million after the set-in a severe drought in the early 1980's.

D. USAID/Malawi Program Strategy (1984 – 1989)

From Independence to 1979, Malawi successfully pursued a policy of rapid economic expansion and structural change allowing it to achieve one of the best overall economic performance records in Africa. However, during the 1980's a combination of events led to a deterioration in Malawi's economic performance. Droughts in two successive years led to the temporary importation of maize in 1981. Additionally, insurgent activity and poor maintenance of the rail routes through Mozambique impeded the movement of imports and exports. Subsequently, Malawians found themselves with increased transportation costs, leading to shortages of fuel, fertilizer, and other imports. Increased petroleum costs in 1979, coupled with declining international prices for Malawian exports, resulted in a substantial decline in the economy's balance of payments. The following chart displays the decline in Malawi's balance of payments from 1964 to 1983:



In early 1983, a report by the USAID/REDSO staff in Nairobi underscored the importance of the U.S. providing balance of payments support to Malawi. The report concluded: “with an extremely low level of foreign exchange reserves, a large debt service burden, and an uncertain future with respect to export prices and import cost, Malawi faces a difficult balance of payments picture over the next few years.” The report estimated that about \$1.64 billion in external assistance would be required over the remainder of the decade. However, the report stressed that Malawi's negative balance of payments and overall economic decline was not the case of “chronic economic mismanagement” nor did it “ever reach a stage of economic distortion.” In light of this,

USAID/Malawi designed its 1984-1989 five-year strategy plan to focus on expanding Malawi's foreign exchange earning capacity. It believed that in order to increase stability in Malawi's foreign exchange earnings, the agriculture sector must continue to grow and be increasingly diversified. This plan would mark the most ambitious assistance program undertaken in Malawi since USAID funding first began in 1962. The following table displays bilateral funding levels for during this five-year strategy plan:

Fiscal Year	Total Funding
FY 1984	\$7.58 million
FY 1985	\$ 9.6 million
FY 1986	\$24 million
FY 1987	\$10.8 million
FY 1988	\$10 million
FY 1989	\$9.9 million

When the USAID Mission began preparing the five-year assistance plan in 1982, the goal of the U.S. economic assistance program to Malawi was "to contribute to the national economic growth in a manner which enhances the social and economic well-being of the average Malawian." This goal was aimed at producing direct impacts on people and provided the conceptual framework for traditional interventions in agriculture, small and medium scale enterprise development, and health and family planning services. In 1987, the mission realized the limitations of the initial goal and implemented second complementary goal, which focused on macroeconomic growth. This goal provided the strategic basis for policy-based cash transfer programs and transport sector assistance, which would improve the environment of broad-based, sustainable growth and more indirectly impact on the lives of people. From these goals, five sectors of concentration were developed.

Agriculture Sector:

The main sector of concentration during the 1984-1989 strategy plan was on agriculture. Within this sector the main objective of development assistance was to increase smallholder productivity in way that would be sustainable into the future. The USAID strategy in agriculture was composed of five interrelated activities:

1. Improve the ability of the agricultural extension services to assimilate and transmit information to smallholders in order to increase the productivity of their land and labor;
2. Improve the Agricultural Development Divisions' (ADD) capabilities to manage and promote increases in smallholder productivity;
3. Provide assistance in the GOM's ability to analyze large amounts of data to assist in policy planning;

4. Expand credit primarily for use by smallholders and small-scale entrepreneurs; and
5. Provide an annual program sector grant for agriculture.

Private Sector:

The second area of concentration during the 1984-1989 five-year plan was on the private sector. With respect to the private sector, the USAID strategy during this period had three objectives:

1. Accelerate expansion and development of small to medium-scale, indigenous, Malawian enterprises;
2. Increase the number of new Malawian entrepreneurs who are entering the market; and
3. Increase the rate of American private investment in the Malawian private sector.

Manpower:

USAID/Malawi concluded that development in the agriculture and private sectors could not take place without the necessary skills to support it. Accordingly, the third area of concentration under the 1984-1989 five-year plan was in manpower development. The objective of USAID's program in this area was to increase Malawi's capacity to provide the skilled manpower necessary for the achievement of Malawian agriculture development programs. Additionally, manpower development would allow private enterprise to increase its ability to expand and handle more complex, technical tasks. There were two groups primarily targeted for this objective: (1) government entities, which use skilled manpower and (2) agriculture and private enterprises, which require low to mid-level skilled manpower.

Family Health and Spacing:

The fourth area of concentration under this five-year plan was in population growth control. The overriding objective of USAID/Malawi's strategy in this area was to reduce the population growth rate in way that would accelerate economic growth and development. The strategy was implemented using three different means under this five-year plan:

1. Lead the role in helping the GOM develop a family health and spacing policy;
2. Motivate others in the donor community to support this policy; and
3. Encourage the importation of contraceptives.

Energy and Environment:

The final sector of concentration under this five-year plan was in assisting Malawi develop forms of renewable energy. The importance of forestry and firewood in

Malawi's energy scheme and the close link between forest and agriculture made energy a subject of major concern. The objective of this concentration under the five-year plan was twofold: 1) to improve long-range energy analysis and planning capability, and 2) to help Malawi conserve its renewable energy resources.

Projects implemented under the 1984-1989 strategy plan:

The Agricultural Research and Extension project (612-0215) was considered one of the top priorities during the 1984-1989 five-year plan. The project's initial start date was originally in FY 1983. However, the GOM asked USAID to defer this project allowing it time to complete its 20-year master plan for research and extension. After completion of this plan in FY 1984, funding for the Agricultural and Research and Extension project was obligated in FY 1985. This project was a follow up to the Agricultural Research Project (612-0202) implemented in Malawi by USAID/Swaziland in 1979. 612-0215 aimed to increase the institutional capacity and improve the effectiveness of the Ministry of Agricultural in terms of developing, testing and transferring improved agricultural technologies to smallholders. Cumulative funding for this project was \$10 million.

Another key project under this plan was the Commercial Transportation project (612-0218). To stimulate growth in the private sector Malawi needed to insure a steady flow of agriculturally related imports and exports. The objective of the Commercial Transportation project was to develop a sufficiently large fleet of heavy duty, long haul trucks to decrease Malawi's dependence on Zambian, Zimbabwean, Botswanan, and South African truckers. Total funding for this project was \$12.5 million

The Commercial Fisheries Development project (612-0217) also took a high priority during this period. In 1985, fish provided about 70% of the animal protein in the Malawian diet and SADCC had designated Malawi as the lead country for the development of fisheries. In order to help Malawi meet the needs of its domestic market as well as maintain its role as the leading supplier of fish it would need to upgrade its fisheries research, planning, and extension systems. The Commercial Fisheries Development project was implemented in FY 1985 with the following three objectives:

1. Strengthen Malawi's fisheries research and planning capabilities;
2. Increase the supply of fresh fish to markets throughout the country; and
3. Increase the incomes of small fisherman and encourage expanded private sector participation in the chilling, processing, and marketing of fish.

The objectives of this grant were consistent with goals of both private sector development as well as agricultural and rural development. The total amount for this project was \$5,000,000.

USAID took major steps to encourage competition in Malawi when it implemented its Parastatal Divestiture Program (612-0227) in 1986. The Agricultural Development and Marketing Corporation (ADMARC) played a major role in encouraging smallholder agriculture and associated industries throughout the 1970's and 80's. Over time,

ADMARC became an inefficient monopoly, dominating export marketing and domestic prices. In 1986, the GOM embarked on a divestiture of ADMARC's assets and activities. Under 612-0227, USAID/Malawi agreed to support this endeavor with a combined program of budgetary and technical assistance. A U.S.-based CPA firm was contracted for three years (\$750,000) to help the GOM and ADMARC devise a divestiture strategy. A total of \$15.5 million was allocated for this program.

The single largest USAID funded project implemented during this period was the CIP For Private Enterprise Development (612-0229). Funding for this project totaled to \$16 million beginning in 1989 over a four-year period. This program was designed to (1) increase the availability of foreign exchange resources to the private sector to stimulate investment and economic growth, (2) promote the development and expansion of small enterprises to generate income and employment opportunities in rural and urban areas, and (3) stimulate intra-regional trade to establish a better basis for sustained growth in Malawi. Project implementation carried into the next five-year plan.

Other USAID projects implemented during this period included: Health Institutions Development (612-0211); Indigenous Private Enterprise (612-0214); Energy Resources Development (612-0216); Rural Entrepreneurial Training (612-0219); and Rural Development Linkage (612-0220). No PL 480 funds were obligated during this period.

Under the 1984-1989 five-year plan total funds obligated by the bilateral program were \$71.88 million. During the early 1980's, the United States was still not considered a "major" donor in Malawi. In 1981, for example, USAID just barely edged ahead of India for eighth place in a ranking of donors (ABS 1986). However by FY 1989, the United States actually contributed more bilateral assistance funds during five years between 1984 and 1989 than any other country (GOM Department of Economic Planning and Development, 1989). Additionally, the USAID/Malawi staff grew to include 9 USDH, 33 FSN's and 2 PSC's by the end of FY 1989.

E. USAID/Malawi Program Strategy (1990 – 1995)

Despite a persistent program of stabilization and structural adjustment pursued by the GOM, Malawi continued to face severe developmental challenges throughout the 1980's. In response to these challenges, USAID and other donors began to focus on achieving broad-based, sustainable economic growth for the 1990's. The USAID/Malawi development strategy for 1990-1995 was presented in December 1989 with the goal of "enhancing the economic well being of the Malawian people through raising incomes and improving health services." However, due to concern over human rights violations by the GOM, the donor community agreed to dramatically reduce bilateral assistance to Malawi at the May 1992 Malawi Consultative Group (CG) meeting in Paris.

Following the announcement of the June 1993 referendum to hold multi-party elections, USAID/Malawi formulated an interim program strategy, which was presented in March 1993. This new strategy would serve as a bridge from the previous five-year plan developed in 1989 to the next five-year plan to be developed in FY 1994. In this strategy

the Mission noted that political progress in Malawi since the May '92 CG had been significant. It concluded that these changes warranted, at a minimum, \$15 – \$20 million in project assistance for FY 1994 and FY 1995. This level would keep Malawi on USAID's 'watch list' while supporting the country for the progress made and encouraging future change.

Actual assistance levels were even higher. USAID/Malawi obligated \$30 million in FY 1994 and nearly \$35 million in assistance in FY 1995. The following table displays the bilateral funding levels for this period:

Fiscal Year	Total Funding
FY 1990	\$22.2 million
FY 1991	\$ 54.3 million
FY 1992	\$19.7 million
FY 1993	\$15.2 million
FY 1994	\$30 million
FY 1995	\$34.5 million

Program Strategy 1990-1992

The USAID/Malawi program strategy for FY 1990-1995 was first outlined in the 1989 CDSS. USAID/Washington Bureau for Africa approved the program in December 1989. As approved in 1989, the five-year strategy consisted of a goal, two sub-goals, and five strategic objectives.

As previously stated, the initial goal for the FY 90-95 program period was to enhance the well being of the average Malawian household. Reflecting the need to simultaneously stimulate growth while improving the quality of life, the Mission developed two sub-goals for this period:

- Raise per capita income and improve food security; and
- Improve health status and increase workforce productivity.

For the first time in 1989, the Mission outlined five strategic objectives (SO's) for the development period. These SO's would be used to achieve the goal and sub-goals outlined for the five-year plan:

1. Increase agricultural productivity and production;
2. Increase off-farm employment;

3. Reduce fertility;
4. Reduce infant and child mortality and morbidity; and
5. Control the spread of AIDS.

In an analysis of the five-year strategy plan, USAID/Malawi concluded that the five proposed SO's were highly interdependent in order to achieve the common goal. For example, the Mission found a high degree of interdependence between the smallholder sector and off-farm enterprises. Small farmers were dependent on estate or other seasonal forms of employment to meet household food and cash requirements in order to buy the inputs necessary to increase agricultural productivity. Likewise, small and medium scale enterprises were dependent on higher agricultural incomes in order to increase demand for their goods and services. The Mission noted additional relationships between health, population growth, and food productivity. For example, very poor health and high fertility would limit productivity and undermine financial gains. Additionally, rapid population growth undercut increases in food production and employment opportunities and directly contributed to higher rates of infant and child mortality.

Increase Agricultural Productivity and Production:

As in the previous five-year strategy, agricultural development comprised a major component of USAID/Malawi's initial FY 1990-1995 development strategy. During the first two years of the five-year plan USAID/Malawi focused its agricultural development efforts on intensifying production and exploiting underdeveloped lands. The Mission pursued methods of policy dialogue, institutional strengthening, local currency programming, and donor coordination to achieve this strategic objective.

Attempts to diversify production were no longer a major component of USAID/Malawi's agricultural portfolio despite Malawi's dependence on a handful of crops. The Mission made this change in strategy for a number of reasons. First, little had come from attempts in previous years to diversify production, and due to the constraints on the land from rapid population growth, the Mission believed that attempts were likely to be frivolous for at least the next five years. Second, the Mission wanted to focus more attention on the intensification of food crops given the serious household food insecurity problem plaguing the country. Third, because of land availability and more efficient marketing systems, the estates and not the smallholder were in a better position to diversify crop production. Finally, a study by the SRI International Policy Center concluded that Malawi's primary commodities would flourish if international trade were liberalized.

USAID/Malawi funded two major activities related to increasing agricultural productivity during this two-year period. The first, Services for Health, Agriculture, and Rural Enterprises Development (SHARED), was funded in part under all five SO's and was used only as a short-term intervention project. This project was an attempt to help meet the needs of resource deprived households through experimental food security activities conducted by American PVO's and local NGO's. Total USAID funding for SHARED was \$15 million.

The second major activity USAID/Malawi contributed funding to was the Agricultural Sector Adjustment Program (ASAP). In 1990, the estate sector held almost one quarter of all arable land, principally for production of non-food cash crops, which was seriously underutilized. Within the context of ASAP, USAID pursued reforms intended to halt additional land transfers that would adversely affect smallholders. These reforms would also have the effect of increasing estate land utilization. The ASAP also financed technical assistance and training. Total USAID funding for this project during this period was \$30 million.

Other principal donors assisting Malawi's agricultural sector during this period were the World Bank, IFAD, the EEC, ODA, the FRG and JICA. UNDP, FAO, and UNICEF also provided complementary assistance.

In conclusion, agricultural performance improved significantly during this period, leading to real improvements in the rural standard of living and mitigating the effects of 1992's devastating drought. Before the drought, maize productivity was increasing according to expectation, and overall food crop production also grew. Intensified production of smallholder maize was evident, with farmers planting hybrid seed, devoting a greater proportion of their maize land to hybrids, and expanding their use of credit and fertilizer. In each of these areas, performance met or exceeded the Mission's expectations. At the same time, smallholder cash crop production increased, providing the smallholders with income to buy hybrid seed and fertilizer.

Increase Off-Farm Employment Opportunities:

In 1989, the Mission noted that the severe shortage of arable land, exacerbated by low smallholder productivity constituted the primary constraint to national and household food security. Therefore in constructing the 1990-1995 development strategy, the Mission concluded that increased attention on developing the smallholder section was not a viable option. In the face of rapid population growth, which continued to diminish landholdings, the resource poor farmer could not maintain a future in agriculture. Instead, off-farm employment opportunities would need to be created. Furthermore, it was thought that the expansion of the industry and commercial agriculture should help ensure sustainable growth. During this five-year plan USAID/Malawi proposed to concentrate its off-farm development efforts the following five areas:

1. Expanding the number and sizes of SME's;
2. Enhancing estate and land utilization;
3. Increase medium and large enterprise production capacity;
4. Expanding self-employment; and
5. Financial market development.

In addition to SHARED, which was previously mentioned to fall under all five SO's, another USAID funded activity to increase off-farm employment was through the Malawi Enterprise Development (MED) Program. This activity was an effort to strengthen the GOM's ability to support private sector development through improved planning and

policy formulation. In achieving this goal, USAID/Malawi supported the efforts of the MED to provide the programming framework for local enterprises. These included: recurrent cost support for the service institutions; expansion of credit funds available to the Malawi Union of Savings and Credit Cooperatives (MUSCCO), Small Enterprise Development Organizations of Malawi (SEDOM), and INDEFUND; SME promotion program; site and service support; and credit guarantee programs to encourage commercial lending to higher risk enterprises. Under the MED program, USAID/Malawi pursued policy dialogue with the GOM on constraints to SME expansion. Total funding to the MED over this two-year period was \$22.1 million.

Funding for other activities under this SO included: Human Resources and Institutional Development (612-0230, \$18 million), WOCCU (\$3.5 million), and Human Resources Development Assistance (612-HRDA, \$600,000). Other donors active in SME development were The EEC, West Germany, and the U.N. The EEC provided extensive institutional and credit support to SEDOM. Germany provided lending capital for SME and industrial development through SEDOM (\$4.5 million) and INDEFUND/INDEBANK (\$3.5 million). UNDP provided technical assistance and equipment for the Malawi Entrepreneurs Development Institute (MEDI) as well as to the Ministry of Trade Industry and Tourism and to the Development of Malawian Traders Trust (DEMATT). UNCDF provided finance and revolving credit funds to expand SEDOM's operations. Total UN support to SME development in Malawi was \$15.4 million.

Reduce Fertility:

Throughout the 1980's, population growth outpaced economic growth. This rapid growth began to reduce the quality of life in Malawi, both in economic and in social terms. Despite attempts by USAID and the donor community during the 80's to implement family spacing polices and other growth control issues, the population continued to expand at 2.9% per year. The activities for this strategic objective built on the 1980's portfolio of assistance in family planning to both the public and private sector. The focus of the Mission efforts related to this strategic objective included (a) increased contraceptive prevalence rates, and (b) strengthen institutions and the policy environment. USAID/Malawi's programs under this SO during this two-year period included the following:

- ❑ Promoting Health Interventions for Child Survival: This activity supported the extension of child spacing services to the community level through health surveillance assistance (HSA's) including recurrent cost support.
- ❑ Health Institutions Development: This activity supported the training of HSA's and other health personnel in child spacing service delivery, and the institutionalization of this training capacity.

- Service for Health, Agricultural, and Rural Enterprises: SHARED was an activity funded under three other SO's. It provided support to the new Family Welfare Association and other NGO's.

Other activities included the Bilateral Family Planning Project and the Increased Female Access to Basic Education (IFABE) Project. USAID activities under this SO funded at the central level included FPIA, AVSC, SOMARC, and RAPID. In addition to USAID, UNFPA and the World Bank were the other principal supporters of Malawi's child spacing program. Support from UNFPA focused on policy development, service delivery, data collection, demography, and IEC. The World Bank supported the construction and renovation of health facilities, orientation of village health committee members, IEC materials, and support for clinical contraception.

Reduce Infant and Child Mortality and Morbidity:

In addition to rapid population growth, USAID/Malawi predicted that the poor health of the average Malawian would have a significant impact on sustainable economic growth and the quality of life. The Mission found that throughout the 1980's the threat to life and well being of infants and children was particularly acute. It was thought that the efforts to redress and resolve the causes of what were some of the highest infant and child mortality and morbidity rates in the world would have positive externalities on the population at large

During the 1985-1989 five-year plan, USAID had been successful in health manpower development activities as well as important research and services activities. For the 1990-1995 development strategy period, USAID/Malawi proposed to focus on five goals that would expand on achievements made during the previous five-year plan:

1. Strengthening institutions and the policy environment;
2. Reducing deaths due to malaria;
3. Reducing deaths due to diarrheal disease;
4. Improving immunization; and
5. Improving nutrition.

The Promoting Health Interventions for Child Survival (PHICS) Project designed to achieve the first of these goals and was largest USAID funded project during this two-year period. In 1990, the GOM had no functioning outreach system for the delivery of health care services. The Mission's primary concern would be the development of an integrated, community-based, family health services delivery system. The PHICS was designed to develop and test various service delivery schemes. The project would initially provide recurrent cost support for the health surveillance assistants and a new cadre of community health workers. Funding for PHICS during this period was \$23 million.

At the end of this period, the Mission reported significant accomplishments on its water and malaria activities. The supply of clean rural increased markedly since the

implementation of the PHICS. Access to potable water rose from 39% in 1984 to 70% in 1992. During this period, USAID was instrumental in focusing attention on potable water supplies for the rural area and in sustaining investments in this area over the long term. As of 1992, Malawi had one of the highest rates of access to potable water in sub-Saharan Africa.

The PHICS project has also been pivotal in the area of correct diagnosis and treatment of malaria. Research funded by USAID demonstrated convincingly the extent of chloroquine resistant malaria and the impact of this disease on infants and children. The research also demonstrated the effectiveness of treatment of malaria with sulfadoxine-pyrimethamine in Malawi. The result has been the official change in the prescribed treatment of the disease.

Other USAID interventions to reduce infant and child mortality were the Health Institutions Development (HID) project, SHARED, and HRID. Additionally, the bilateral mission provided grants to the CDC and the Ministry of Health to conduct Malaria Research. USAID also funded grants at the central level during this period to IEF, Save the Children, and ADRA.

Other donor activity includes funding from UNICEF, The World Bank, ADF, and WHO. UNICEF was the principal donor behind the Expanded Program in Immunization (EPI) and supported a wide range of child survival activities. The World Bank supported child survival activities in the context of Malawi's MCH program, and assisted in facilitated construction for health personnel training. The African Development Fund assisted in the facility construction of a number major health manpower training programs. Finally, the World Health Organization played a key role as an implementing agency. Its principle activities were in the area of malaria research and nutrition surveillance.

Control the Spread of AIDS:

In 1989, there was some debate among USAID/Malawi staff as to whether AIDS control should have been a strategic objective for the upcoming five-year plan. Originally it was suggested that the Mission would classify this effort as simply a target of necessity and not a strategic objective. This suggestion was overruled for a number of reasons:

1. AIDS is a severe problem which won't go away and long term assistance would be required;
2. Staff time commitments were likely to be substantial;
3. AIDS control activities complement other Mission activities;
4. The uncontrolled spread of AIDS would eventually undermine other strategic objectives and threatens the sustainability of economic growth.

For these reasons AIDS control became a strategic objective for the 1990-1995 five-year plan with modest financial resource commitments. In the 1989 CDSS, the Mission considered AIDS “the newest, and potentially most serious, health concern in Malawi.” At that time, Malawi’s HIV rate was already one of the highest in the world at about 12%. Since the United States had the predominate capability in AIDS control, this Mission modeled its efforts after U.S. health and family planning programs. USAID’s strategy to control the spread of AIDS focused on two efforts: 1) strengthening institutions and the policy environment, and 2) affecting behavior.

As the GOM was slow in responding to the AIDS crisis and at the beginning of the 1990’s, the Government lacked the institutions needed to forecast, plan, and manage its AIDS prevention programs. To fill this gap, USAID provided short-term and long-term advisors to develop this capacity within the Ministry of Health. During this period, the Mission also engaged the Government on the issues of budgetary and staff allocations, and the integration of AIDS training control services into existing health programs.

In terms of effecting behavior, USAID encouraged low risk behavior through education, training, and the provision of condoms. Short-term technical assistance was provided to develop IEC materials and design school education programs. Training of health workers in AIDS prevention and counseling was done in the context of manpower development activities. The Mission also funded NGO work with community and clerical leaders in an attempt to increase public awareness of the problem.

Activities funded by the Mission under this SO included:

- Buy-in’s to AIDSCOM, AIDSTECH and HAPA: provided long and short term technical assistance and training; and
- Health Institutions Development: an activity co-funded under other SO’s, used to train health workers in AIDS control and prevention, and the institutionalization of this training capacity;

In addition to these activities, USAID funded several activities at the central level including research by John Hopkins University and Project Hope’s work with PHAM and condom distribution. AIDS programs by donors during this period include funding from UNICEF to support the operation cost of the school education program and the EEC, which financed IEC activities for high-risk groups. The World Health Organization also provided technical assistance for AIDS programs and other commodities.

Increased Access to Basic Education:

While some within the Mission argued that AIDS control should not have been a strategic objective, others contended that increasing access to basic education should have been a strategic objective. The Mission concluded that funding from other donors was sufficient

and that the Mission would rethink this strategy when constructing its new five-year plan in 1994. However, USAID did continue funding for its program to increase female access to education. This program focused on (a) increasing female access to basic education, (b) encouraging women to pursue non-traditional fields of study at the university level, and (c) supporting private sector expansion of educational opportunities.

Food Aid:

During this period of assistance a total of 185,000 MT of yellow maize was donated to feed approximately 1,100,000 Mozambican refugees in Malawi. The table below summarizes USG food aid assistance to Malawi from 1990-1993:

Year	Commodity	Type	Amount (MT)	Beneficiary	Implementing Agency	Value (\$)
1990	Yellow Maize	Section 416	45,000	Mozambican Refugees	WFP	\$7,344,000
	Vegetable Oil		4,000			
1991	Yellow Maize	Section 416	45,000	Mozambican Refugees	WFP	\$20,000,000
	Vegetable Oil		3,000			
	Yellow Maize	Title II Emergency	20,000	Phalombe Flood Disaster	GOM	\$8,000,000
1992	Yellow Maize	Section 416	40,000	Mozambican Refugees	WFP	\$20,000,000
	Yellow Maize	Section 416	118,000	Malawi Drought Disaster	WFP	\$68,525,000
	Yellow Maize	Title II Emergency	45,000			
1993	Yellow Maize	Section 416	32,700	Malawi Drought Disaster	WFP	\$13,747,000
	Yellow Maize	Section 416	55,000	Mozambican Refugees	WFP	\$27,500,000
TOTAL FOOD AID FUNDING (1990 - 1993):						\$165,116,000

Additionally, in response to the 1991-1992 drought in Southern Africa, the U.S. Government contributed 196,000 metric tons of yellow maize to Malawi's Emergency Drought Relief Program to feed an estimated 6.1 million Malawians whose crops had failed. The U.S. Government contribution amounted to 66% of total food aid delivered to Malawi, and was almost twice the combined contributions of the other six major donors. The timely and substantial USG contribution to the relief effort assured that a famine did not occur. The overall success of Malawi's drought relief program is demonstrated in the fact that sufficient food was imported and distributed to prevent starvation, avoid displacement of the affected population, and harvest a record maize crop of 2,000,000 MT of maize in the 1992-93 cropping season.

Political Transition 1992 – 1994

In early 1992, the Mission concluded that major gains in the welfare of the average Malawian's life had come as a result of the portfolio of activities described above, specifically from the SHARED, ASAP, and GABLE programs. With these programs, USAID/Malawi had begun to touch individual families in Malawi with incomes and opportunity. Bilateral assistance levels in fiscal years 1990 and 1991 had been considerably higher than in previous years at \$22 million and \$54 million respectively. However, in mid-FY 1992, the application of a new democratization and governance criterion resulted in the deobligation \$30 million of outstanding non-project assistance resources for Malawi. Additionally, USAID/Malawi promised to reduced future obligations as well pending improvements in human rights.

In 1989, when the original five-year plan was developed, Malawi displayed solid economic growth and showed signs of increased economic growth for several reasons:

1. Peace in Mozambique carried the possibility of refugee repatriation as well as increasing use of the Tete and Nacala transport corridors;
2. Reasonable weather had provided relatively stable crop production throughout the late 1980; and
3. The government was viewed as stable and supportive of economic reform, private sector-led growth, and the West.

However, in terms of human rights, the government was quite autocratic and repressive. The following is a list of human rights violations committed by the GOM:

- ❑ Detention without trial was common;
- ❑ Malawi's jails held many political prisoners, some for 10 to 20 years;
- ❑ Prison conditions were extremely poor and reports of torture were not uncommon;
- ❑ There was no independent press, and the Daily Times and Malawi News, both owned by the President, reported only good news and praise of the President;
- ❑ There was little freedom of association – the MCP had a monopoly on political activity and discussion;
- ❑ MCP and Malawi Young Pioneers forced people to buy MCP cards and to contribute to MCP causes; and
- ❑ There was no freedom of expression and discussion of political issues or options.

Because of the Cold War and an appreciation of Malawi's commitment to free-market economic policy and structural adjustment, the U.S. and other donors often overlooked the political abuses that took place in Malawi during the 1970's and 1980's. Although the U.S. certainly urged Malawi to improve its human right performance, there was no direct linkage between development assistance levels and human rights or democratization.

That policy began to change in the fall of 1990 (early FY 1991) as USAID/Malawi began planning for \$55 million in major new program obligations for that fiscal year. Announced for the first time during the January 1991 delegation to Malawi by HHS Secretary Louis H. Sullivan and USAID Administrator Ronald Roskins, the Mission formally linked assistance levels to human rights performance. As a result of this announcement, the GOM made some early improvements in human rights:

- ❑ Some detainees were released in spring 1991;
- ❑ Regular reviews of detainee rolls were instituted; and
- ❑ Modest improvements in prison conditions were initiated.

However, these initiatives stalled and by the summer of 1991 the Mission noted that no substantial human rights improvements had taken place in Malawi over the past year. In the fall of that year, the U.S. and other donors formally advised the GOM that further improvements must take place before the May Consultative Group (CG) meeting in Paris or economic assistance would be reduced. When no significant steps were taken by the GOM, as promised, all donors agreed to reduce their pledges to Malawi at the May 1992 CG. The donor community called for a "sea change seeking tangible and irreversible evidence of a fundamental transformation in the GOM's approach to human rights in Malawi." At this meeting the donors also stressed that their concerns with governance and human rights are central to progress on poverty alleviation and essential for equitable development and long-term sustainability of the reform process.

Dependent on external assistance for 80% of its development budget, the GOM began to respond to donors concerns. On October 18, 1992, President-for-Life Dr. Hastings Kamuzu Banda announced that he would hold a national referendum, which would challenge the future of one-party politics in Malawi. Although this referendum was not a requirement by USAID or any other donor for the return to earlier assistance levels, it provided an opportunity for the GOM to demonstrate a firm commitment to the development of a political and legal framework that guarantees basic human rights and freedoms while demanding political accountability.

At the same time, changes in human rights swept across the country. Political detainees were released from prison, and the International Committee for the Red Cross was allowed to inspect Malawi's prisons. Additionally, there was an increasing freedom of the press. By spring 1993, there were some 18 independent newspapers and publications circulating across the country. At the same time, two political "pressure groups" emerged, the Alliance for Democracy (AFORD), and the United Democratic Front

(UDF). These two groups began holding mass public meetings critical of the GOM and the MCP.

In June 1993, Malawians voted 2-to-1 in favor of the referendum establishing a multi-party democracy. Following this vote, President Banda called for Malawi's first ever multiparty parliamentary and presidential election by the summer of 1993. As a result of this progress, the donor community called for the fifth Malawi CG meeting in Paris to discuss the improvements made in human rights and governance. In this meeting held, December 19-21, donors agreed to resume bilateral assistance to Malawi contingent upon continued progress toward political liberalization. Then on May 14, 1994, Dr. Bakili Muluzi, the leader of the United Democratic Front (UDF) and a former federal cabinet member, defeated Banda for the presidency and formed an UDF-dominated government. As promised, in FY 1994 and 1995 USAID development assistance to Malawi returned to higher levels.

Interim Program Strategy 1993 – 1995

The March 1993 paper "USAID/Malawi Strategy Revision and Programming Options" outlined the assistance strategy for the bilateral program during the interim period. The strategy as presented was intentionally modest in scope, and did not contain a full-blown rethinking of the strategy approved in 1989. The strategy presented a complementary picture of the existing program with the altered economic and political environments. This interim strategy was effective from spring 1993 until the submission of the 1995-2000 five-year plan was submitted in March 1995. The goal of the 1993-1995 interim program strategy remained the same as the 1989 CDSS: To enhance the economic well being of the average Malawian household. The two sub-goals approved in 1989 remained intact as well. However, for the interim program strategy, the Bureau for Africa approved the deletion of the second strategic objective. Therefore the strategic objectives for the interim period remained as follows:

1. To increase food crop production and productivity;
2. To reduce fertility;
3. To reduce infant and child mortality and morbidity; and
4. To control the spread of AIDS.

When the previous five-year strategy was submitted the Mission expected to invest increasing resources related to this objective. However in the March 1993 revision, the Mission found that small and micro business development was difficult in Malawi, given its low incomes, poor infrastructure, and uncertain government. At that time, the Mission struggled with these problems while searching for a way to express the U.S. Government's dissatisfaction with the political environment in Malawi. When the Mission announced its intention to deobligate bilateral funds at the May 1992 GG it choose to discontinue pursuing off-farm employment as a strategic objective.

It was thought that the removal of this strategic objective would not diminish the Mission’s capacity to meet its overall goal, since others were encouraging the development off-farm employment opportunities. In 1992, the U.N. developed an ambitious new program for expanding its involvement in the SME sector, an expansion unanticipated in 1989. Therefore, the Mission concluded that it could withdraw from this strategic objective without undue negative consequence for achieving the program goal.

This left the Mission with four strategic objectives to achieve its program goal. These SO’s were implemented with a concentration in the agricultural and the health/population sectors. In the March 1993 revision, the Mission added a target of opportunity, “to improve the democratic environment. This was in addition to the Mission’s other target of opportunity in improving regional transportation. It was also involved throughout the strategy period in humanitarian assistance and drought rehabilitation efforts. USAID also implemented successful primary education and training programs, NGO development activities, and women in development initiatives, which cut across and supported all objectives. Other leading donors with whom USAID coordinated development activities during this period included the following: the United Kingdom, the World Bank, the European Community, Germany and Japan. The following table displays the sector emphasis of these donors during this period:

Sector	Bilateral	Multilateral
Agriculture and Natural Resources	US, UK, Canada, Germany	World Bank, United Nations, European Community, African Development Bank
Health, Water, Sanitation & Child Spacing	US, UK, Canada, Germany, Taiwan	World Bank, United Nations, European Community
Education and Culture	US, UK, Germany, France	World Bank, United Nations, European Community, African Development Bank
Democracy and Governance	US, UK, Germany	United Nations, European Community
Industrial & Enterprise Development	US, Germany	European Community, World Bank, United Nations, African Development Bank
Structural Adjustment and General Commodity Aid	UK, Japan	World Bank, International Monetary Fund, African Development Bank, European Community
Energy, Communication, and Infrastructure	Germany, Japan	World Bank, European Community, African Development Bank
Transport	US, UK, Germany	World Bank, European Community, African Development Bank

Increase Agricultural Productivity and Production:

The March 1993 revision marked a shift back to the focus on smallholder sector. The Mission concluded that agriculture was the lifeline of most Malawians and low smallholder productivity was the major constraint to national and household food security. USAID used policy dialogue and project assistance to achieve the following efforts:

- ❑ Intensify agricultural production while promoting environmentally sound polices and practices;
- ❑ Reduce discrepancies in input and output prices;
- ❑ Increase marketing opportunities; and
- ❑ Increase crop diversification.

This marked a change in agricultural strategy from the original five-year strategy developed in the 1989 CDSS. The strategic objective was now designed to contribute more to USAID's goals in the environment and democracy areas. The major activity in this sector remained the Agricultural Sector Assistance Program (ASAP, 612-0235). The design of this program was to increase smallholder production and incomes by allowing smallholders to grow and market crops of their choice. This program was intended to increase the production of cash crops. Funding for ASAP/PA (project assistance) was \$30 million over the interim period and funding for ASAP/NPA (non-project assistance) totaled to nearly \$60 million.

As a result of this ASAP, smallholder farmers began growing more cash crops of their choice, marketing those crops more freely, and retaining a higher proportion of the selling price. In addition, the number of women farmers selling export crops directly to the international market increased by almost 30%. The program also resulted in employment benefits and income increases to rural labor as well as to those producing goods and services for farmers with higher disposable incomes.

Reduce Fertility:

By the submission of the March 1993 strategy revision, the total fertility rate had declined from 7.2 in 1984 to 6.7 in 1992. This was the first indication that Malawi had begun to make the transition to lower fertility. For the interim period, the Mission's decided to continue the strategy outlined in the previous five-year plan:

- ❑ Increase the contraceptive prevalence rate;
- ❑ Increase the supply of child spacing services; and
- ❑ Increase girl's access to education.

According to the 1993 revision, the majority of married women (61%) were either practicing "child spacing" or ending childbearing altogether. The increase in the number of women with a basic education further enhanced the demand for smaller families and slower population growth. By 1995, knowledge of modern contraceptive methods increased to 92% among married women, and Knowledge, Attitudes, and Practices (KAP) surveys indicated a large unmet demand for contraceptives.

Reduce Infant and Child Mortality and Morbidity:

As a result of USAID's and other donors' efforts child mortality rates had dropped, but only slightly. At the time of the submission of the 1993 revision, Malawi still had on of the highest infant and child mortality rates in the world. The infant mortality rate (IRM) had dropped down from 138 deaths per 1,000 live births at the beginning of the original five-year plan to 134/1,000 at the time of the 1993 submission. The under five mortality rate was reported at 234/1000 1993 as compared to 246/1000 in 1989. The Mission program in increasing child survival was aimed at the following three efforts:

1. Improve child survival against malaria;
2. Increase access to safe drinking water; and
3. Strengthen the institutional capacity of public and private health delivery.

Evidence indicated that fluid and food supplementation became wide practice during this period. Additionally, an increasing portion of the population had access to safe drinking water. USAID's assistance during this period set the stage for the Ministry of Health and Population (MHOP) to deliver child survival services to underserved rural areas through training, technical assistance and provision of equipment and financial support.

USAID/Malawi's efforts have contributed directly to the following achievements:

- A revised family planning policy;
- The training of over 600 community health workers;
- Provision of potable water for some 40,000 persons; and
- Improved quality of health care at the community level, especially ORS and immunization services.

Control the Spread of AIDS:

In the 1993 strategy revision, the Mission noted that the prevalence of AIDS has increased rapidly in Malawi, largely because lack of knowledge and unavailability of protective measures. USAID efforts to control the spread of AIDS focused on the following two areas:

1. Increasing condom use
2. Reducing incidence of related sexually transmitted diseases; and
3. Increasing access to education, counseling, and AIDS prevention materials.

Noticeable accomplishments include increased use of condoms, improved treatment of sexually transmitted diseases, and increased access to AIDS education. However, in the mid-1990's, the Mission acknowledged that the spread of HIV/AIDS had "proven to be beyond its manageable interest." The best available indicators at that time suggested that HIV continued to spread throughout Malawi at an alarming rate. For example, blood testing of women attending pre-natal clinics at a major hospital indicated that 32% of women were HIV positive in the January-March 1994 period. The national AIDS Control Program estimated that as January 1994, 12-14% of the adult population was HIV-infected, with over 30% of the urban adult population infected.

There was however, some progress in the fight against AIDS over this period. For example, the Mission noticed an increased number of condoms marketed to over two million units in the first seven months of a major new campaign. There was also an improvement in the treatment of sexually transmitted diseases through revised STD management guidelines and training in those guidelines. Finally, the country experienced and increased access to AIDS education through promotion of textbooks and training of teachers in primary schools.

The five-year period also revealed an important lesson learned in terms of AIDS prevention. Based on data from HIV/AIDS surveillance in an urban hospital, it became known that HIV was spreading most rapidly among young women 15-23 years of age, with infection rates for girls 20-24 twice that of boys. The Mission has since made a point to target young women for AIDS control.

Democratization:

Because of the interrelation between political democracy and increased participation by average Malawian in the economy, USAID incorporated throughout its portfolio activities aimed at the development of indigenous organizations to promote human rights, civic education, services to smallholders' agricultural families, primary education, and basic health services. One of USAID's key activities in this sector included the Democratic and Civic Institution Development (DECIDE) project. This project provided assistance for election activities, development of a new constitutional and legal framework, and resources for civic institution building activities in the non-governmental sector.

The period between the referendum and the election was politically charged. Political parties were organized, an electoral commission was formed, and interim institutions to parallel the parliament and the cabinet were established. USAID/Malawi's ability to identify a niche early on and to develop a democracy project was key to the success of its program. The Mission was thus able to respond quickly to unforeseen crises, such as the need for a crash voter education program and election night radio coverage. It also enabled the Mission to work with emerging NGO's and political parties, which later proved vital during this pre-election period.

Non-Project Assistance:

Hybrid project and non-project assistance (NPA) activities proved highly effective in Malawi during this period. In all its sector and sub-sector program activities, the Mission was able to successfully obligate and manage funds at the strategic objective level. This gave USAID/Malawi the leverage required to get high-level government action on institutional and structural reforms, while preserving control over U.S. financial resources if agreed upon results were not obtained.

In designing NPA sector programs, USAID emphasized that joint USAID-host country agreements should focus on results to be achieved while maintaining flexibility in actual program implementation. This flexibility allowed program managers to concentrate on end results while adjusting implementation as necessary to respond to changing, dynamic circumstances.

Additionally, USAID/Malawi utilized NPA to address and increased attention to gender issues. Under the education and agricultural programs, gender considerations were strategically included as part of the agreed upon actions targeted for budget support. In the transport sector, the Mission utilized the combined project/NPA approach to forge much needed public-private sector cooperation on privatization, economic restructuring and policy issues. This approach allowed the Mission to look for additional ways to involve private sector entities more directly in designing and implementing policy programs in the future.

F. USAID/Malawi Program Strategy (1995 – 2000)

In developing the 1995 – 2000 Country Strategic Plan (CSP), USAID/Malawi formulated its strategy around these six specific questions:

1. What are USAID's strategic choices in Malawi?
2. Are these consistent with the Development Fund for Africa (DFA), other U.S. priorities, and Malawi's development needs?
3. Are there clear linkages between and among strategic elements?
4. Can the key constraints be adequately addressed by USAID, the GOM, and other development partners?
5. What impact is within USAID's manageable interest to achieve over the next five years in each strategic area?
6. Is the impact sufficient to justify the investment?

In formulating this plan, USAID believed that the open democratic and pluralistic culture that emerged in Malawi beginning in 1992 provided a great opportunity for the development progress. Since 1994, when the first democratically elected government took office, the GOM has recognized that economic stability and growth are essential for its survival. This understanding was stated in many forms, most articulately in the Strategy for Growth and Poverty Alleviation statement presented at the December 1994

CG meeting. It was believed that this fundamental change in Malawian politics created new opportunities for USAID.

In the March 1995 CSP, the 1995-2000 five-year plan was entitled “Malawi 2000.” The overall goal of Malawi 2000 was to achieve broad-based sustainable economic growth. USAID/Malawi believed that based on the political mandate of the administration, in addition to GOM priorities, donor commitments, and various assessments and consultations, Malawi was in as good of position as it had ever been to make significant strides toward this goal by FY 2000. Funding levels from USAID/Malawi can be found in the table below:

Fiscal Year	Total Funding
FY 1995	\$34.5 million
FY 1996	\$29.4 million
FY 1997	\$35.5 million
FY 1998	\$34.4 million
FY 1999	\$26.3 million
FY 2000	\$29.2 million

The 1995-2000 development assistance strategy focused on five strategic objectives. All which were in the Mission’s manageable interest. The strategic objectives were as follows:

1. Increased agricultural incomes on a per capita basis;
2. Increased sustainable use, conservation and management of renewable natural resources;
3. Increased adoption of measures that reduce fertility and risk of HIV/AIDS transmission, including improved child health practices;
4. Increased access to, and quality and efficiency of basic education, especially for girls;
5. Institutional base for democratic participation strengthened and broadened.

The Mission concluded that these five strategic objectives were consistent with the Agency’s global objectives. They were also complementary and mutually reinforcing. For example, an increase in adoption measures that reduce fertility would have a positive impact on per capita incomes, food security, and natural resource base. Improvement in basic education, especially for girls, would help reduce fertility, improve child survival,

and enhance productivity and per capita incomes in rural areas, where at the time nearly 30% of all households were female-headed. There was a further mutual dependence between food security and the protection of the natural resource base.

Increased agricultural incomes on a per capita basis:

In 1995, agriculture continued to be the backbone of the Malawian economy. It employed 85% of the economically active population, accounted for about 38% of the GDP, involved 91% of the labor force (80% in the smallholder and 11% in the estate sector), and produced over 90% of Malawi's foreign exchange earnings. Malawi continued to have a dualistic agricultural economy with separate policies and public support institutions for estates and smallholders. The majority of Malawi's 1.8 million smallholder farmer families were restricted from direct access to competitive commercial cash markets and market prices due to government regulations, monopolistic practices, price controls, and indirect taxes. Since independence, government policy had induced smallholders to produce maize at artificially low prices, while siphoning off smallholder value-added in the production of tobacco. Export earnings had benefited only the few large estate owners.

Therefore, in order to achieve this objective, USAID/Malawi believed that the policies and institutions that discriminated against smallholders and the production of foodstuffs had to be revised. The approach USAID employed to bring about address these issues was a proactive policy dialogue with policy makers at all levels combined with supporting project activities and government actions targeted at specific policy analyses. The approach built upon the experience and comparative advantage of USAID, its hybrid non-project and project assistance modality, and the success of ASAP.

USAID's fundamental approach to agricultural development was to facilitate the continuation of market liberalization policies and the restructuring of public statutory bodies with a special emphasis on ADMARC. Throughout the 1980's and early 1990's ADMARC continued to be the single most pervasive institution in limiting smallholder access to competitive markets and market determined prices. At the end of this five-year plan, USAID had been successful in chipping away at the economic control of ADMARC and gained legal access for smallholders to market cash crops. In doing so, it began to weaken the dualistic agricultural in Malawi.

Throughout this period, the USAID/Malawi agricultural program had helped to increase smallholder production and incomes without adversely affecting domestic food production. Smallholder farmers had begun to grow more cash crops of their own choice, marketing those crops, and retaining a higher proportion of the selling price. The five-year period also witnessed the growth of a reasonable strong business association, the National Smallholder Farmer Association of Malawi (NASFAM), which had begun to provide technical and market assistance to Malawian farmers in their efforts to increase productivity through crop diversification.

The two other major donors major donors working in this sector were the World Bank and the European Union. The World Bank's Agricultural Services Project (ASP) was a five-year \$46 million project directed at improving agricultural research and extension services. The EU's key activity during this period, was a five-year \$48 million project to improve household food security. This was achieved through the use of fertilizers, agro forestry, and other land husbandry techniques. While other donors were also active in this sector, their contributions were limited and geographically focused.

Increased sustainable use, conservation, and management of renewable resources:

In the 1995 CSP, USAID/Malawi concluded that food security and income increases would only be assured if Malawi began protecting its inherited resource base. During the 1960's and 1970's Malawi experienced a relatively significant amount of growth and stability in the agricultural sector. However, this growth was confined largely to the expanding estate sector, which also began to slow during the 1980's and 1990's. Economic policies combined with the country's escalating population growth created unprecedented pressures on land, water resources, and farming conditions. By 1995, soil erosion and deforestation had reached alarming proportions. At the beginning of the five-year plan, soil loss was estimated to average 20 tons per hectare per year with disastrous consequences on food security, soil fertility, and crop productivity. Forest cover declined by 41% and smallholders increasingly face shortages of wood for fuel and shelter.

In order to achieve this strategic objective, the Mission established a policy framework and enabling an environment that allowed Malawians to attack and reverse the current destruction the nation's natural resource base. At the same time, project activities targeted institutional restructuring and people-oriented action programs in cooperation with local and international NGO's in environmental education, agro forestry, and wildlife management and conservation.

After considerable delay, due in large part to the design of the NPA component of this objective, the Mission had begun to see considerable progress under this SO by the end of the five-year plan.

Increased adoption of measures that reduce fertility and risk of HIV/AIDS transmission, including improved child health practices:

In 1995, Malawi's fertility, HIV infection, and mortality rates were still among the highest in the world. Fertility reduction supports the Agency goal to assist countries in achieving more sustainable population growth rates and to promote better health. The Mission concluded that Malawi's high fertility and mortality are closely interlinked and are both a cause and effect of poverty, illiteracy, and poor health, educational attainment and socio-economic status of women.

In terms of AIDS, a 1991 USAID-financed study of the economic impact of AIDS concluded that AIDS will reduce Malawi's GDP by 14-21% by the year 2000.

According to the study, AIDS afflicts those in their most productive years and disproportionately debilitates those who are above average in education and income.

To achieve this strategic objective, USAID/Malawi took steps on a number of fronts. Most importantly, supply-side measures to increase the availability of modern contraceptives, counseling and information services were implemented. USAID assistance resulted in increased access to oral contraceptives, barrier methods, injectable contraceptives, and voluntary sterilization methods through health facilities. USAID's health sector program also sought to expand the institutional capacity of the public and private health deliver system, especially at the community level. To reduce infant and child mortality and morbidity, which was linked to reducing women's fertility, USAID's program supported the following activities:

1. Improve access to water supply and basic sanitation in rural areas;
2. Improve the accuracy of diagnosis and effectiveness of treatment of malaria; and
3. Expand delivery and quality of child survival services to rural areas.

Near the end of the five-year plan, there was some indication that Malawi's fertility, HIV infection, and infant mortality rates had begun to decline. Based on the distribution records of family planning commodities, Malawi had reached at least a 20% contraceptive prevalence rate in 2000. The acceptability, distribution, and use of condoms continued to rise. In the targeted villages, the percentage of women and men who said they had used a condom during their last sexual act with a non-regular partner increased from 24% in 1996 to 60% in 1998 for women and from 60% to 84% in men.

Additionally, maternal and child health services had improved in both quantity and quality. Advertising and sales of insecticide-treated bednets and oral rehydration salts increased in both knowledge and correct use of these products. The strengthening of six district health offices to improve management and services delivery resulted in improved health services for children and mothers and increased participation of community health committees and volunteers to manage drug revolving funds and organizing construction of water systems and latrines.

In terms of work by other donors in the health sector, the UNFPA supported a number of training and communication initiatives, primarily through the Ministry of Women and Children Affairs, Community Development and Social Welfare. The ODA worked with NGO's to expand the number of subsidized family planning clinics in urban and semi-urban areas. The World Bank supported the National Family Welfare Council (NFWC) and the Ministry of Health and Population (MOHP) in training health workers and improving clinic facilities. Other donors included the EU, UNICEF, WHO, UNDP, and the Dutch.

Improved quality and efficiency of basic education, especially for girls:

Increasing access to basic education was still an area where Malawi had made few improvements. Most Malawians have been denied a basic education (defined as eight years of primary school) and are illiterate. The Ministry of Education estimated that in 1992, only 35% of the population over ten was literate. There was even large discrepancy between the genders. While about 65% of the adult male population had completed primary level five or higher, only about 35% of the women had.

Under this five-year plan, USAID provided a mix of project and non-project resources to support government and NGO activities to achieve needed institutional, policy, and social changes. USAID continued the successful approach the Girls Access to Basic Literacy and Education (GABLE) program during the previous five-year plan, where an agreement was reached with the GOM on specific results to be achieved. Under this program, USAID encouraged greater participation of communities in their schools through school committees and parent-teacher associations. The Mission supported the GOM in teaming up with the NGO's to encourage the private sector for competitive procurement and distribution of learning materials.

At the end of the five-year plan, Malawi had made significant progress in terms of educational access. The net enrollment rate in primary school for both boys and girls was 98%. This reflects the quality of access, which had been attained across gender lines. The primary repetition rate improved from 20% in 1991 to 13% in 2000. Primary education spending has increased rapidly between 1994 and 1999. However, per pupil expenditures remained low and educational attainment remains weak. This was largely due to GOM budgetary constraints and the massive influx of students into the system after the GOM introduced free universal access to primary school education.

An important lesson learned during this period within the education sector is that local participation is essential. While central Ministry support is important, children learn best when they attend to schools that have active parents, teachers, and community participation. The impact of GABLE has been significant and taken root in all regions of Malawi.

Throughout the five-year development period, USAID was the largest active donor in the primary education sector. However, several other donors did provide significant assistance. The World Bank supported the GOM's free primary education program through its Emergency Primary Education project. It also began providing its third sector credit in 1996. UNICEF was involved in several small projects supporting adult literacy, pre-school and out-of-school youth. UNDP and UNESCO supported the Malawi Institute of Education in curriculum development and the Ministry of Education in decentralizing planning and management. The EU supported school construction, equipment, and teacher training.

Institutional base for democratic participation strengthen and broadened:

Since the May 1994 elections, Malawi made impressive strides in implementing its new democracy. However, most Malawians agreed that a successful election is just one step in the challenge of building a stable democracy. Democratic institutions still remained weak and the large majority of Malawians (rural, poor, illiterate, or otherwise) had little understanding of democracy and were barely participating in it. Additionally, only one cabinet Minister was female. After 30 years of autocratic rule, representative democracy must be built from the ground up. To achieve this goal USAID used a three-pronged approach: program integration, targeted intervention, and increased attention to process.

During this period, USAID sought to promote a greater transparency of government. It did this in part by making its own programs more transparent by providing more information on them to the widest possible audience and by encouraging participation in overseeing activities, such as encouraging membership on policy, programs, and implementation committees, particularly the Mission's strategic objective team for the democracy objective. USAID advocated such approaches with other donors.

Clear gains were made over the first five years of the democracy strategic objective. USAID/Malawi was essential in strengthening some of the key institutions of democracy:

- ❑ Growth of civil society;
- ❑ Improved capacity and independence of Parliament;
- ❑ Liberalization of the printed press; and
- ❑ Producing a climate where various ideas can be expressed without fear of losing a job or being imprisoned.

The police state has been dismantled, and former proponents maintain that Malawi would never revert to such a system. On June 15, 1999, Malawi observed its first national election since the political transition of 1994. International observers agreed that these elections were "free and substantially fair."

Other donors in the D/G sector include UNDP, the IMF, the EU, ODA, and the Germans.

Non-Project Assistance:

Under the 1995-2000 CSP and following the commitment demonstrated by the democratically elected government in 1994, USAID/Malawi has made use of NPA in three key sectors, corresponding to three of the five strategic objectives: agriculture, natural resources and environment, and primary education. NPA was to support policy and institutional reforms. There are three types of benefits expected of policy and institutional reforms supported by NPA programs in Malawi:

1. Redressing inequalities resulting from past policies and development strategies that were biased against women, smallholder farmers, and rural workers;
2. Improving the efficiency of investment, markets, and social service delivery;

3. Reorienting sectoral development priorities consistent with broad-based, pro-poor economic growth and longer-term sustainability through changes in budgetary allocations and private sector led development.

Throughout the development strategy, USAID's NPA programs have achieved the first type of three benefits mentioned above, but the results in general, with respect to the other two types of benefits were mixed. This was in large measure due to the fact that in order to achieve the other benefits, there must be accompanying institutional change and development. The institutional reform and development to sustain the implementation of policy reform in a consistent manner proved to be harder over the five-year period. The longer-term commitment and vision on reforms were distracted arguably by non-economic objectives and by differences among donors in their approaches to respond to the daunting challenge of rural poverty.

G. USAID/Malawi Lessons Learned

Throughout the 40-year history of USAID's presence in Malawi there have been many lessons learned while implementing the Mission's program strategy. Although this section by no means provides an exhaustive list of the lessons learned by the Mission, it does provide a basic understanding of some of the more prominent lessons learned in development assistance to Malawi.

A key lesson learned by the Mission is one in terms of smallholder production and crop diversification. In the late 1980's, and early 1990's the Mission believed that funding, which sought to encourage crop diversification would not be a viable option for the future. It was thought that little would come of attempts to diversify production due to the constraints on the land from population growth. Instead, it was agreed that funding should be directed at increasing the production of staple food crops. However, as income for the smallholder began to significantly decline, the Mission learned that food production must be increasingly diversified if sustainability was to ever be achieved. Today, one of USAID/Malawi's heavily supported activities, NASFAM, seeks to increase agricultural productivity through crop diversification.

USAID/Malawi has also learned that funding for education at the primary school level is an important component of human resource development. In the 1960's and 1970's, the Mission believed that priority should be given to developing institutions at the secondary and post-secondary school levels. However throughout the 1980's and early 1990's, most Malawians had been denied a basic education. In examining its approach to education, the Mission learned from examples in other rapidly expanding economies, specifically the countries in Southeast Asia. It found that a basic education was key for a country's economic and social development. Starting with literacy, education helps people to accept new ideas and to question old ones, whether they concern agriculture, technology, family planning, or politics. Since that time, USAID/Malawi has not neglected funding for primary school education.

Another key lesson learned by the Mission has been on in terms of procurement. USAID/Malawi has learned from experience to avoid designing activities where the main purpose is to compensate for commodity shortages. Most of USAID's lessons come from its efforts in the transport sector in the 1980's and 1990's. First, commodity provision or "infrastructure capacity expansion" has proven unsustainable without concurrent provisions or compensation for associated recurrent cost. This is because the GOM has had difficulty using the commodities without recurrent cost financing. Additionally, a complex procurement procedure draws attention the Mission staff toward providing inputs and away from the actual development it is trying to achieve.

Finally, USAID/Malawi has also become increasingly aware that broad-based, market-led growth is a requisite for the realization of the GOM's goal of poverty reduction. In the past, there was some tendency to provide general relief via input and output subsidies within the agricultural sector. However, these actions resulted in non-productive GOM expenditures and undermined the development of markets and price incentives. This untargeted assistance translated into subsidies for those who are not the poorest of the poor.

In conclusion, the USAID program in Malawi has witness both success and failure in varying degrees. It is therefore not the attempt of this paper to paint a picture of success or failure of the program in Malawi, nor champion one approach in favor for another. The simple goal of this paper is to provide a basic understanding of what the Mission thought were the greatest developmental challenges facing Malawi and what was proposed by USAID/Malawi as a solution.

List of USAID/Malawi Mission Directors

1979 – 1982	Vivian L.C. Anderson	A.I.D. Representative
1983 – 1985	Sheldon Cole (*)	Mission Director
1985	Richard Shortlidge	Acting Director
1985 – 1988	John F. Hicks	Mission Director
1988 – 1992	Carol Peasley	Mission Director
1993 – 1997	Cynthia F. Rozell	Mission Director
1997 – 2001	Kiertisak Toh	Mission Director
2001 –	Roger Yochelson	Mission Director

(*) First US Direct Hire in Malawi to work on AID assistance program. Later became the first USAID/Malawi Mission director in 1983

USAID/Malawi Past Project Descriptions

Regional Railway Restructuring Program (PA)

Project Dates: 1994 – 1997

Project to support a nonproject assistance program (6900276) to help member countries of the Southern Africa Development Community (SADC) to restructure and commercialize regional railway systems, and make them more efficient, reliable, competitive, and economical.

Democratic / Civic Institution Development (DECIDE)

Project Dates: 1993 – 1996

Project to establish and consolidate democratic and civic institutions in Malawi (DECIDE project).

Southern Africa Root Crops Research Network (SARRNET)

Project Dates: 1993 – 1995

Project to develop improved sweet potato and cassava varieties and practices and strengthen national root crop research capabilities in southern Africa by establishing the Southern Africa Root Crops Research Network (SARRNET).

Malawi Family Health Services (NPA)

Project Dates: 1992 – 1994

Originally conceived as a nonproject assistance complement to the Support to AIDS and Family Health (STAFH) Project (6120238), this program was never authorized (See PD-ABG-288).

Support to AIDS and Family Health (STAFH)

Project Dates: 1992 – 1998

Project to increase the contraceptive prevalence rate and reduce the prevalence of HIV/AIDS/STDs (sexually transmitted diseases) in Malawi through educational and communication programs aimed at behavioral change such as reducing high risk behavior in target groups, promoting the use of condoms, improvements in STD treatment and counseling services, and popularizing modern methods of contraception.

H. Regional Drought Emergency Relief

Project Dates: 1992 – 1993

Project to improve the delivery of drought relief food in countries in the Southern Africa Development Coordination Conference (SADCC) region.

I. Emergency Water Supply

Project Dates: 1992 - 1992

Project to provide water, particularly for human consumption, in drought-stricken Zambia, Malawi, and Zimbabwe by constructing 720 new wells and 50 new boreholes and by creating approximately 35 water catchment and allied irrigation systems.

Agricultural Sector Assistance Program (ASAP) (NPA)

Project Dates: 1991 - 1993

Program to improve the productivity and income of the Malawian small farm sector, including smallholders on customary land and agricultural laborers and tenants.

Girls' Attainment in Basic Literacy and Education (GABLE)

Project Dates: 1991 - 1997

Project to provide TA, training, and commodities in support of the Girls' Attainment in Basic Literacy and Education (GABLE) program (6120240).

J. World Council of Credit Unions

Project Dates: 1991 - 1992

Grant to Credit Union National Association/World Council of Credit Unions (CUNA/WOCCU) to continue its efforts to strengthen the institutional capacity of the Malawi Union of Savings and Credit Cooperatives (MUSCCO) and its member Saving and Credit Cooperatives (SACCOs).

Girls' Attainment in Basic Literacy and Education (GABLE)

Project Dates: 1991 - 1993

Program to increase girls' participation rates and performance in an improved basic education system in Malawi (GABLE program).

Agricultural Sector Assistance Program (ASAP) (TA)

Project Dates: 1991 - 1996

Project in Malawi to finance TA, training, commodities, and research in support of the Agricultural Sector Assistance Program (ASAP, 6120239), which encourages policy reforms to increase smallholder access to agricultural inputs, markets, cash crop production alternatives, and labor market information.

K. Natural Resources Management

Project Dates: 1989 - 1997

Subproject to provide regional-level coordination to the country-level subprojects in Zimbabwe, Zambia, and Botswana and to disseminate information on the project throughout the region.

L. Promoting Health Interventions - Child Survival

Project Dates: 1989 - 1996

Project to increase the capacity of Malawi's Ministries of Health (MOH) and Works (MOW) to deliver child survival (CS) services in rural areas.

M. Natural Resource Management

Project Dates: 1989 - 1997

Project to improve community-based natural resource management in Botswana, Zambia, and Zimbabwe in a manner which sustains wildlife and provides income for local populations, and to improve national and local level capabilities in wildlife resource conservation.

N. Assistance for Traumatized Orphans

Project Dates: 1989 - 1990

Grant to Save The Children Federation (SCF) to establish a nationwide documentation, tracing, and reunification program for displaced and unaccompanied children in Mozambique.

Services for Health, Agriculture, Rural and Enterprise Development (SHARED)

Project Dates: 1989 - 1993

Project to expand the development activities of PVO's and NGO's in Malawi in the areas of agriculture, health, and off-farm employment and to strengthen selected Malawian NGO's.

O. Economic Policy Reform Program III

Project Dates: 1988 - 1992

Program to provide a cash transfer to the Government of Malawi (GOM) to support policies directed at reducing economic, institutional, and fiscal constraints to development of a more open, competitive private sector.

P. Regional Rail Systems Support

Project Dates: 1988 - 1992

Project to upgrade the railway system in the Southern Africa Development Coordination Conference (SADCC) region by helping railway authorities in Malawi, Mozambique, and Swaziland to improve operational efficiency and freight carrying capacity.

Q. Program Development and Support

Project Dates: 1988 - NA

Project to finance program development and support activities of USAID/Malawi.

R. World Vision Relief Organization

Project Dates: 1987 - 1989

Matching grant to World Vision Relief Organization (WVRO) to strengthen its capacity to design and implement water development projects in Africa.

S. Human Resources and Institutional Development

Project Dates: 1987 - 1992

Project to improve Malawi's postsecondary and nondegree training capacities in technical, managerial, and professional fields and to provide training to public and private personnel currently in such fields.

T. Human Resources Development for Africa

Project Dates: 1987 - 1995

Subproject to provide technical training to public and private sector individuals in areas crucial to Malawi's development and economic growth.

U. Israeli African Support

Project Dates: 1986 - 1986

Project to help the Government of Israel (GOI) carry out a training program for Africans and provide agricultural TA to Malawi, Swaziland, and Lesotho.

V. Save the Children

Project Dates: 1986 - 1986

Grant to Save the Children Federation (SCF) to help communities in Sudan, Cameroon, and Malawi to implement community child survival (CS) activities.

W. Regional Transport Development

Project Dates: 1986 - 1991

Project, part of the larger, multi-donor Northern Transport Corridor project, to improve Malawi's access to the coastal port of Dar es Salaam.

X. African Economic Policy Reform

Project Dates: 1986 - 1991

Cash grant of \$15 million to help the Agricultural Development and Marketing Board (ADMARC), a Malawian parastatal, improve its liquidity situation and its capacity to manage agricultural marketing operations by divesting itself of its estate and non-marketing assets.

Y. Transport Sector Technical Assistance

Project Dates: 1986 - 1986

Project to support an ongoing project.

Z. Adventist Development Relief Agency

Project Dates: 1985 - 1985

Grant to the Adventist Development Relief Agency (ADRA) to support child survival (CS) activities in Malawi, Rwanda, and Haiti.

AA. Malawi Agricultural Research and Extension

Project Dates: 1985 - 1989

Project, follow-on to projects 6120054/0202 to upgrade the Malawian Ministry of Agriculture's (MOA) ability to increase and diversify small farm production.

BB. Cash Transfer

Project Dates: 1985 - 1988

Cash grant of \$15 million to the Government of Malawi (GOM) to support the diversification of smallholder agriculture within the GOM's overall structural adjustment program.

CC. International Eye Foundation

Project Dates: 1985 - 1985

Grant to the International Eye Foundation (IEF) to increase local capacity to prevent and treat eye diseases and other childhood diseases in the Lower Shire Valley of eastern Malawi.

DD. Malawi Health Institutions Development

Project Dates: 1984 - 1989

Project to upgrade the Malawian Ministry of Health's capacity to provide mid-level maternal child health (MCH) and other primary health care (PHC) workers, mainly by institutionalizing training programs for three categories of workers.

EE. Commercial Transportation

Project Dates: 1984 - 1986

Project to enable Malawi to engage freely in international commerce despite the near shutdown of the Beira-Malawi railroad by developing the country's international trucking industry, related training institutions, and Ministry of Transport and Communications (MOTC) programs.

FF. Rural Enterprises and Agribusiness Development Institutions

Project Dates: 1984 - 1989

Project to expand small and medium-sized rural and agribusiness enterprises in Malawi by strengthening the lending and service capability of two key Malawian financial institutions and by providing TA and training to their clients.

GG. Improvement of the Blantyre-Tete-Harare Road

Project Dates: 1984 - 1984

Subproject to reduce the cost and time of transporting goods (specifically maize and fertilizers) over the Blantyre-Tete-Harare Road between Malawi, Mozambique, and Zimbabwe by upgrading an 80-km section of the Blantyre-Mwanza segment of the Road.

HH. Rural Development Linkages

Project Dates: 1983 - 1989

OPG to Save the Children Federation/USA and its Malawian counterpart to support the Government of Malawi's (GOM) National Rural Development Program by promoting community participation in development and by coordinating GOM community development services.

II. Management Assistance to Rural Traders

Project Dates: 1983 - 1983

Project to fund Phase II of a Partnership for Productivity (PfP) program to establish the Development of Malawi Traders' Trust (DEMATT).

JJ. Small Project Assistance / Peace Corps

Project Dates: 1983 - 1990

Subproject to finance small, village-level activities by Peace Corps Volunteers and selected by the PC Principal Country Representative in Malawi.

KK. Regional Sorghum / Millet Research

Project Dates: 1983 - 1999

Project to support efforts of the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) to create a regional sorghum and millet research and training program for the nine member states of the Southern Africa Development Coordination Conference (SADCC), namely, Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia, and Zimbabwe.

LL. Energy Initiatives for Africa

Project Dates: 1982 - 1987

Subproject (SP) to strengthen the capability of the Investment and Development Fund (INDEFUND) and, to a lesser extent, other intermediate credit institutions (ICI's) in Malawi to promote energy improvements in, and energy investments by, small and medium-sized businesses.

MM. CIMMYT - Farming Systems Research

Project Dates: 1982 - 1982

Project to support an International Maize and Wheat Improvement Center (CIMMYT) project to promote farming systems research (FSR) methodology among national agricultural research and extension institutions and AID-supported agricultural programs in ten countries of Eastern and Southern Africa.

NN. Strengthening African Agricultural Research

Project Dates: 1982 - 1993

Subproject (SP), follow-on to 6980445, to train agricultural research managers in Southern Africa and to reinforce networking among regional research systems.

OO. Family Health Initiatives

Project Dates: 1980 - 1986

Subproject to expand family planning (FP) information, education, and communication (IEC) activities in Africa by the Population Communication Service (PCS) of Johns Hopkins University.

PP. Malawi Union Savings and Cooperative Development

Project Dates: 1980 - 1981

Grant is provided to the World Organization of Cooperative Credit Unions (WOCCU)/Credit Union National Association (CUNA) to develop a national cooperative savings and credit union system serving Malawi's poor, especially those in rural areas.

QQ. Malawi Polytechnic

Project Dates: 1980 - 1983

Grant is provided to the Government of Malawi (GOM) to improve and expand the institutional capability of the University of Malawi's Polytechnic College to provide engineering personnel for the public and private sector.

RR. Self-Help Rural Water Supply

Project Dates: 1980 - 1983

Grant is provided to Government of Malawi (GOM) to expand its water system to provide piped water to rural areas.

SS. Malamulo Hospital and Leprosarium - Malawi

Project Dates: 1979 - 1984

Grant to the General Conference of Seventh-Day Adventists to renovate existing facilities at the Malamulo Hospital and Leprosarium, in Makwasi, Malawi, and to construct and equip new pediatric and isolation wards.

TT. Agricultural Research

Project Dates: 1979 - 1982

Grant is provided to the Government of Malawi (GOM) to improve and expand Department of Agricultural Research (DAR) efforts to provide quality research programs in smallholder crop and livestock production.

UU. Special Self-Help Development

Project Dates: 1979 - 1984

Project to support self-help development efforts undertaken by local communities in Malawi.

VV. African Child Survival Initiative

Project Dates: 1978 - 1993

Subproject (SP) to reduce morbidity and mortality of Malawian children under age 5 due to communicable diseases and diarrhea by supporting immunization, oral rehydration therapy (ORT), and anti-malarial activities.

WW. Bunda Agricultural College

Project Dates: 1976 - 1979

Equivalent to Project 6900054.

XX. Bunda College Of Agriculture

Project Dates: 1976 - 1980

Cooperative project develops a modern agricultural training institution (Bunda College of Agriculture).

YY. Malawi Roads Phase I

Project Dates: 1973 - 1978

Loan to Government of Malawi supports final engineering, supervision, and construction costs for renovation of the 59 mile Chikwawa-Bangula (C-D) Road by a US firm.

ZZ. Malawi University Dormitories

Project Dates: 1972 - 1977

Loan to the Government of Malawi funds construction and equipment of seven student residence halls (56 student spaces in each) and 5 warden's flats/sick bays at the new (main) campus of the University of Malawi.

AAA. Malawi Roads Phase II

Project Dates: 1972 - 1979

Loan & tech assistance are provided to the Government of Malawi for construction of a 78-mile long Lilongwe-Mchinji, Zambia border road to improve nation's transportation network.

BBB. Bunda Agricultural College

Project Dates: 1971 - 1979

Grant helps fund 4-year program to establish agricultural engineering department in Bunda Agricultural College.

CCC. Regional Technician Training

Project Dates: 1970 - 1973

Pilot project tests regional approach to training agricultural technicians by funding 4 in-service training courses for participants Botswana, Lesotho, Malawi, and Swaziland in FY70.

DDD. Regional Testing Resource & Training Center

Project Dates: 1969 - 1978

Grant provides technical assistance, commodities, and participant training to the Governments of Botswana, Lesotho, Malawi, and Swaziland to create a Regional Testing Resource and Training Center.

EEE. Malawi-Lake Shore Road-Phase I

Project Dates: 1966 - 1974

A US engineering firm will prepare final designs, plans, specifications, and contract documents for the two roads.

Malawi Lake Shore Road, Phase II (Construction)

Project Dates: 1966 - 1974

Loan to Government of Malawi will support foreign exchange costs of materials and services and a portion of the local costs involved in construction of two major road links (126 miles) along the western shore of Lake Malawi.

FFF. Special Self-Help and Development

Project Dates: 1965 - 1979

Project to support social and economic development projects in Malawi which are undertaken with the voluntary participation of local people.

G.G.G.

H.H.H.

III. Math Development

Project Dates: 1962 - 1974

Project to produce and test modern mathematics textbooks and conduct teacher training activities in ten English-speaking African countries - Sierra Leone, Liberia, Ghana, Nigeria, Uganda, Kenya, Tanzania, Zambia, Ethiopia, and Malawi.

JJJ.

KKK.

LLL. Regional Railway Systems Support

Project Dates: NA - NA

Country subproject of regional project 690247.

Regional Railway Restructuring Program (NPA)

Project Dates: NA - NA

Malawi program of the Regional Railways Restructuring Program, funded under the Southern Africa Regional Program (SARP).

MMM. Human Rights Fund - Malawi

Project Dates: NA - NA

Grant funds from AID/W's Human Rights Fund will finance indigenous activities promoting the observance of human rights in Malawi.

Natural Resources Management and the Environment Support (NATURE) Program (NPA)

Project Dates: NA - NA

Program to increase the sustainable use of Malawi's renewable natural resources (NATURE program).

Community-Based Options for Protection and Empowerment (COPE)

Project Dates: NA - NA

Project to develop community-based interventions for the care and healthy development of children and adolescents affected by AIDS in three peri-urban communities (Mangochi Boma, Namwera, and Monkey Bay) in Mangochi District, Malawi.

Regional Railway Restructuring Program (PA)

Project Dates: NA - NA

Project to support a nonproject assistance program (690027612) to restructure Malawi Railways (MR) as part of a regional railways restructuring effort.

Natural Resources Management and Environmental Support (NATURE) Program (PA)

Project Dates: NA - NA

Project to support Natural Resources Management (NRM) and Environmental Support (NATURE), a nonproject assistance program (6120247) to increase the sustainable use, conservation, and management of Malawi's renewable natural resources.

Community Health Partnerships (CHAPS)

Project Dates: NA - NA

Project to strengthen the delivery of maternal child health (MCH) services at the district health center and community levels in target areas of Malawi through public/private partnerships for health (CHAPS project).