MALAWI NETWORK FOR OLDER PERSONS’ ORGANISATIONS
(MANEPO)

ACCOUNTABILITY AND FULFILLMENT FOR OLDER PEOPLE IN ORDER TO RAISE THEIR DIGNITY (AFFORD) II
BASELINE REPORT
2017-2021
ABBREVIATIONS
AFFORD II : Accountability And Fulfilment For Older People In Order To Raise Their Dignity
FAO- Food and Agricultural Organization
UN- United Nations
WFP- World Food Programme
WSG- Working Sector Group
EU European Union
ILO International Labour Organization
SP Social Protection
OP Older Person
OPA Older Persons Association
OPMG Older Persons Monitoring Group
MAP OF MALAWI
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EXECUTIVE SUMMARY

Malawi network of older persons’ organizations (MANEPO) in collaboration with HelpAge international tend to implement a program called Accountability and Fulfilment for Older people in order to raise their Dignity (AFFORD II). Between the year 2017 and 2021, the proposed AFFORD II programme will pursue an ambitious but realistic change agenda to improve the dignity, income security and resilience of older women and men through improved social protection in old age, greater social accountability and stronger inter-linkages between relevant policy sectors. The program will focus much in cash transfers programming that will include older persons. This is the baseline survey report for the program

AFFORD II will be conducted in two districts: Balaka and Blantyre. These districts were chosen because cash transfer programs are been implemented at the moment. The information of the baseline was collected, using household questionnaire, key informant interview and secondary data.

Malawi Network for Older Persons’ organizations (MANEPO), has member organizations that are working in all districts in the country and these organizations have older persons’ associations. The questionnaires were administered through the older persons associations but to both members and non-members of the associations. Simple sampling method was used and a sample of 1199 respondent was collected. The baseline tools were developed in line with the indicators in the AFFORD log frame. The tool used for data collection was survey CTO collect through tablets.

Some of the issues that came out during baseline were; majority of the older men and women feel like their voice is not heard in the society with only 43.59% of sampled older women and main report to be satisfied that their voice is heard. A number of older men and women do not know their rights in which only 32% demonstrate the knowledge of their rights. These percentages show that knowledge of their rights only 0.9% have ever reported to the relevant authorities more than 80% of older men and women in the sampled districts do not know how they can report to the relevant authorities on issues concerning them or other older persons in their societies.

We also noticed that government budget allocation that targets older persons is very minimal since as a department of elderly has less than 0.2% of the entire ministry’s budget from the national budget. ILO targets partners at cash transfers and the levels of transfers. Missing in Malawi is the civil society organizations. Local and national authorities do not understand how to monitor age and gender sensitive complaints and grievance mechanisms. Most of them have limited knowledge on older persons or have a charity based approach rather than the rights based approach.
INTRODUCTION

Malawi has implemented a number of social protection programs and policies to date, although the persistently high level of vulnerability suggests there are gaps in the ability of the programs and policies to target effectively. The main current social protection strategies focus on (1) *productivity-enhancing safety nets* (e.g. public works programme, Farm Input Subsidy Programme (FISP), Malawi Social Action Fund [MASAF]) and (2) *direct welfare transfers* (e.g. emergency food aid, contributory pensions). For older people, many improvements were introduced in recent years: the expansion of the Social Cash Transfer Programme (SCTP) in 2006 for example provided a lifeline for a quarter of those aged 65+ who live in a recipient household. However, it is estimated that half of poor older people miss out on social transfers (*Realising income security in old age: a study into the feasibility of a universal old age pension in Malawi, June 2016*) due to ineffective targeting. In addition, older people only marginally benefit from other social assistance programmes such as food and cash for work, suggesting gaps in age instreaming in the social protection system. At *policy level*, the Draft National Policy for Older Persons (2012) is currently undergoing a comprehensive consultative process of review between Principal Secretaries, Cabinet and Parliament. One of the major strategic, transformative interventions recommended in the policy is an old age pension scheme. As a global network, HelpAge engages in advancing the rights and status of older Malawians exclusively through its affiliate, MANEPO (Malawi Network of Older Persons’ Organizations). Over time, MANEPO has developed positive and close relationships with a wide range of stakeholders and has secured some key gains including in 2015 the removal of barriers which were preventing access to social cash transfers to older persons, including, the commitment towards disaggregation of data of cash transfer recipients and more recently collaboration on a well-received feasibility study on universal social pensions.

MANEPO in collaboration with HelpAge international tend to implement a program called Accountability and Fulfilment For Older people in order to Raise their Dignity (*AFFORD*). This program will focus much on issues to deal with social protection\(^1\). This will be done in four countries namely; Malawi, Mozambique, Ethiopia and Tanzania.

\(^1\) *Social protection* is the system of social transfers—usually provided by the state—that offer income security to people in case of poverty, unemployment, sickness, disability, old age and loss of the breadwinner
The scope and focus of social protection in AFFORD II is limited to income security, should specifically mention older women and men, and the element of vulnerability to reiterate some of the key aspects of the program as a whole.

This is the baseline report conducted in two districts; Balaka and Blantyre on the social protection gap for older persons.

1.1 Project background
Accountability And Fulfilment for Older People In Order To Raise Their Dignity (AFFORD II) is a five-year program being implemented in Ethiopia, Malawi, Mozambique & Tanzania to connect community based actions with policy influencing so as to improve social protection services for older people. The program is also being implemented in Ireland to foster public engagement through education including on issues of ageing in the global south. The program’s aim is to ensure older women and older men in the targeted countries lead a more dignified, secure and resilient life, and that all their entitlements are reflected in national and international policies.

Practical and direct support to older women and men through programs can have the powerful effect to change their lives for the better. This calls for collective efforts needed to ensure that policy and public attitudes towards older people and ageing improve, and that program gains are sustained over the long term. One way of achieving this is through social protection programs. As programme implementers, our role is to work with older women and men in deprived environments for better services and policies, and for changes in the behaviors and attitudes of individuals and societies towards old age.

1.2 Aim of AFFORD II Programme
The aim of the programme is that by the end of 2021, older women and men in the targeted countries lead more dignified, secure and resilient lives. This resonates well with the mission and vision for MANEPO and HelpAge International and this would contribute furthering the realization of the Sustainable Development Goals (SDGs) on poverty eradication, gender equality, reduction of inequalities, and inclusion and accountability together with accompanying targets.
1.3 *Specific Objectives*

The programme is designed to deliver changes in four outcomes where outcome 1, 2 and 4 are for the four countries. Outcome 3 is for AAI in Ireland.

1. Older women and men in the targeted countries, including the most marginalized, benefit from increased access to nationally appropriate, inclusive and effective social protection systems.

2. National social and health protection policies, public governance systems and structures at all levels are more responsive and accountable to older women and men's rights and needs.

3. 

4. Societies, communities, individuals, demonstrate more supportive attitudes and actions towards older women and men in the targeted countries and the wider Global South.
METHODOLOGY

2.1 How information was gathered
This study was a baseline survey designed in a cross sectional manner. The primary respondents for the survey were basically potential programme beneficiaries aged 60 years and over across Balaka and Blantyre districts of Malawi. Key informants were also interviewed. They included government officials at both national and devolved, development partners, bilateral donors and the ILO. There were no FGDs conducted.

2.1.1 Source of information/ population
Data was gathered using surveys conducted household questionnaire. The respondent was strictly the older person in the household. The household questionnaire was administered in two districts, Blantyre and Balaka, which according to ILO are on cash transfers program so far in the country. Malawi Network for Older Persons’ organizations (MANEPO), has member organizations that are working in all districts in the country and these organizations have older persons’ associations (OPAs). The administration of the questionnaires was through member organizations that are working with older persons in the two districts. During the survey all older persons in communities either a member or not a member were called at one place and have a one on one interview with the enumerators with regards to their households. The reason for having them gather at one point was to ensure that we maximize on time and also cut on the costs for movements. Similarly, some of the older persons came from very hard to reach locations by vehicles. This made it possible to allocate the older persons easily and avoid loss of time.

2.1.2 Sampling Procedure and Sample Size
The survey employed a stepwise sampling method. All older persons are in different OPAs. So OPAs were first sampled and from each of the sampled OPA, a second sample was randomly drawn to get respondents. Each of the respondents was from a household and no two older persons were from the same household. The member organizations have a number of OPA’s in the districts. To select the OPA to conduct the survey from a systematic random sampling was used per district. Then a simple random sampling was adopted to select interviewee. This was
done at the center where the older persons gathered. The sample size of the baseline survey for Malawi was 1199 respondents.

2.2 Data collection tools

The baseline data collection tools were developed in line with the indicators in the AFFORD II log frame needs. The tools were established based on the inception meeting held with project teams from all the four countries. The purpose was to standardize them and align them to the project objective, expected results and activities in the four countries. The individual questionnaire was uploaded into SurveyCTO to facilitate digital data collection via tablets. A standardized key informant interview guide was also used to collect data from government, partners and other bilateral partners on their understanding on the social protection platform in Malawi.

2.3 Reliability and Validity

Most of the older persons in the area had no idea of existence of older persons’ association groups.

The baseline standardized all tools that were used internally in Malawi. All English tools were translated and back transplanted to ensure no meaning is lost. Before using the tools in the field, they were piloted with older persons who were not sampled.

RESULTS AND DISCUSSION

3.1. Percentage of surveyed older women and men who as a result of programme activities report adequate, improved and sustainable income security

At baseline the percentage of older women and men who showed that there were sustainable income security was as the table below:
Table XX: Title of table

<table>
<thead>
<tr>
<th>Attribute</th>
<th>Income sustenance</th>
<th>Below 2 months</th>
<th>Between 2-4Months</th>
<th>Between 4-6 Months</th>
<th>More than 6 months</th>
<th>Percentage N (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>60-69</td>
<td>623</td>
<td>46</td>
<td>12</td>
<td>7</td>
<td>688 (57.67)</td>
<td></td>
</tr>
<tr>
<td>70-79</td>
<td>308</td>
<td>21</td>
<td>7</td>
<td>7</td>
<td>343 (28.75)</td>
<td></td>
</tr>
<tr>
<td>80-89</td>
<td>127</td>
<td>6</td>
<td>3</td>
<td>1</td>
<td>137 (11.48)</td>
<td></td>
</tr>
<tr>
<td>90 and above</td>
<td>22</td>
<td>2</td>
<td>0</td>
<td>1</td>
<td>25 (2.10)</td>
<td></td>
</tr>
<tr>
<td>Gender</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>335</td>
<td>32</td>
<td>16</td>
<td>6</td>
<td>389 (32.61)</td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>744</td>
<td>43</td>
<td>7</td>
<td>10</td>
<td>804 (67.39)</td>
<td></td>
</tr>
<tr>
<td>Village Type</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural</td>
<td>382</td>
<td>48</td>
<td>15</td>
<td>8</td>
<td>453 (37.97)</td>
<td></td>
</tr>
<tr>
<td>Peri-urban</td>
<td>386</td>
<td>18</td>
<td>5</td>
<td>7</td>
<td>416 (34.87)</td>
<td></td>
</tr>
<tr>
<td>Urban</td>
<td>311</td>
<td>9</td>
<td>3</td>
<td>1</td>
<td>324 (27.16)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td><strong>1,079</strong></td>
<td><strong>75</strong></td>
<td><strong>23</strong></td>
<td><strong>16</strong></td>
<td><strong>1193 (100)</strong></td>
<td></td>
</tr>
</tbody>
</table>

The table shows that people’s age is inversely proportional to the sustainability of their income security. Those aged between 60-69 years old (57.67%) reported adequate, improved and sustainable income security. This indicated a decreasing proportion with advancing age such that only 2.1% of those above 90 years old reported adequate sustained income security. This might be they are being taken care of their relatives or they have no idea of what income security was. Out of the respondents who showed improved income security across all ages, females aged 60-69 years old presented improved and sustainable income security (67.39%) and village type (location where older person came from) shows that, both male and female older person are living in rural areas reported more sustainable in income security.

1.1.1. According to Chief Programmes Officer of the Department of Elderly Affairs in the Ministry of Gender, Children, Disability and Social Welfare, the Ministry of Gender gets approximately 0.7% of the National budget. The department of Disability & Elderly Affairs gets around 0.2% of the ministry’s budget. This shows that money allocated to elderly affairs through its department is very minimal.

1.1.2. The European Union successfully supported the age and gender-mainstreaming accountability infra-structure (policies, mechanisms, processes) in Malawi. These included:

1. Systems Audit for social protection (SP) which is recent and the policy dialogue.
2. Financial audit for the financial component of the social protection implementation.
3. A steering committee, which the EU doesn’t sit in.

3.2: National social and health protection policies, public governance systems and structures at all levels are more responsive and accountable to older women and men's rights and needs.

<table>
<thead>
<tr>
<th>VOICE_HEARD</th>
<th>NOT SATISFIED</th>
<th>SATISFIED</th>
<th>VERY SATISFIED</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>GENDER</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MALE</td>
<td>207</td>
<td>150</td>
<td>32</td>
<td>389</td>
</tr>
<tr>
<td>FEMALE</td>
<td>412</td>
<td>321</td>
<td>71</td>
<td>804</td>
</tr>
<tr>
<td>AGE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>60-69</td>
<td>365</td>
<td>266</td>
<td>57</td>
<td>688</td>
</tr>
<tr>
<td>70-79</td>
<td>169</td>
<td>138</td>
<td>36</td>
<td>343</td>
</tr>
<tr>
<td>80-89</td>
<td>72</td>
<td>60</td>
<td>5</td>
<td>137</td>
</tr>
<tr>
<td>ABOVE 90</td>
<td>13</td>
<td>7</td>
<td>5</td>
<td>25</td>
</tr>
<tr>
<td>VILLAGE TYPE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RURAL</td>
<td>257</td>
<td>167</td>
<td>29</td>
<td>453</td>
</tr>
<tr>
<td>PERI URBAN</td>
<td>235</td>
<td>129</td>
<td>52</td>
<td>416</td>
</tr>
<tr>
<td>URBAN</td>
<td>127</td>
<td>175</td>
<td>22</td>
<td>324</td>
</tr>
<tr>
<td>DISABILITY TYPE</td>
<td>Visual Impairment</td>
<td>210</td>
<td>182</td>
<td>38</td>
</tr>
<tr>
<td>Hearing Impairment</td>
<td>17</td>
<td>18</td>
<td>5</td>
<td>40</td>
</tr>
<tr>
<td>Mental Impairment</td>
<td>1</td>
<td>11</td>
<td>3</td>
<td>15</td>
</tr>
<tr>
<td>Physical Impairment</td>
<td>153</td>
<td>104</td>
<td>25</td>
<td>282</td>
</tr>
</tbody>
</table>
2.1. The survey result in line with the indicator tracker showed that only 43.59% of target older male and female beneficiaries reported being satisfied that their voice was adequately heard. A number of females (412) said their voice is not heard and among these a large number came from rural area (257). We also note that most (210) of the sampled with visual impaired older persons think that their concerns are not put into consideration. This might cause these groups of people not to open up in the community. If older persons are not voicing out there concerns they cannot contribute to any development of the society.
2.1.1. Frequency in which older men and women in Malawi raise issues affecting themselves or any other older persons near them shows that only 0.9% of older women in the sampled districts find it a great deal to report to relevant authorities if themselves or someone else rights are been violated. Despite 45.26% (540 out of 1193) who said they recall some of the fundamental older person’s rights and they were able to mention some of these rights 83.64% has never raised a concern or a complaint to any relevant authority. More than half (54.10%) of those who said they know the rights of older person, had no idea on how they could raise their concerns to the relevant authorities. They said they were intimidated or threatened by the relevant authority and some said there was precedence of unresponsive reporting mechanisms.
Very few older persons in sampled districts in Malawi were trained in financial and asset management. Among the trained males of age group between 60-69 years old and also age group above 90 shows to be slightly able in financial and asset management. Although males from age group 70 to 90 above said they were effectively managing their finances while women of the same group said they couldn’t be sure if they are able since they don’t have or they don’t keep the family finances. For the age group of 60-69 both male and female said they are able to keep their finances according to their findings.

At baseline no OPAs/OPCMs met minimum monitoring standards (indication of group activeness), this is because most of the OPA’s were newly formed and those which have been there for a while has not been active for a long time. And also the OPA’s don’t have not been trained on minimum monitoring standards. In such a way that no advocacy activities has been done by the OPA/OCMS’ to hold relevant duty bearers to account.

3.3. Older women and men, including the most marginalised, are more aware of their rights and entitlements and the roles and responsibilities of duty bearers
### REPORTING

<table>
<thead>
<tr>
<th>AGE</th>
<th>NO</th>
<th>YES</th>
<th>PERCENT</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>60-69</td>
<td>308</td>
<td>381</td>
<td>57.75</td>
<td>689</td>
</tr>
<tr>
<td>70-79</td>
<td>147</td>
<td>196</td>
<td>28.75</td>
<td>343</td>
</tr>
<tr>
<td>80-89</td>
<td>80</td>
<td>57</td>
<td>11.48</td>
<td>137</td>
</tr>
<tr>
<td>Above 90</td>
<td>13</td>
<td>12</td>
<td>2.10</td>
<td>25</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>GENDER</th>
<th>NO</th>
<th>YES</th>
<th>PERCENT</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>130</td>
<td>257</td>
<td>32.61</td>
<td>389</td>
</tr>
<tr>
<td>Female</td>
<td>418</td>
<td>386</td>
<td>67.39</td>
<td>804</td>
</tr>
</tbody>
</table>

TOTAL 548 646 100 1193

About 54.15% of targeted older people demonstrated knowledge of how to raise an issue of concern with relevant authorities, where majority (67.39%) were women. This is associated with the fact that females do not feel ashamed to raise any form of complaints to relevant authority. While men don’t like voicing out their views. We also see that as people are growing older the percentage of them to raise their issues to relevant authorities reduce. This can be caused by the decrease in number of older persons in the society or mobility restrictions they develop or they just don’t like voicing out their concerns.

2.2. Malawi has three relevant accountability infrastructure that show improved age and gender-mainstreaming. These are, Malawi Growth and Development Strategy III, National Policy for Older Persons and the National Social Support Policy. Malawi has a sector working group on Vulnerability and Disaster Risk Management where matters relating to older persons are deliberated. Complaints and grievance raised are considered by or on behalf of older persons during mandated timeframe. Such complaints include matters of exclusion from national social transfer programmes such as social cash transfer (SCTs), Decent Housing Programmes, Public works programmes\(^2\), farm input subsidy programmes. However local and national authorities do not understand how to monitor age and gender sensitive complaints and grievance mechanisms.

\(^2\) Public work programmes is the provision of employment by the creation of predominately public goods at a prescribed wage for those unable to find employments.
Most (67%) of the respondents showed limited knowledge on older persons or have a charity based approach rather than the rights based approach. Asked to describe the level of increase in knowledge of key national social protection policy makers having received support, regarding linkages to wider regional policy environment and development processes (including, health and livelihoods) the department of elderly said ‘They do not understand well. However, only officers in the relevant ministries take their time to understand these policy documents on their own initiative’.

So far the government of Malawi through its ministry of gender, disability and elderly has successfully and effectively mainstream gender and ageing into their work through awareness campaigns, active participation of OPs and involvement of other officers across the department, Desk officers in each ministry that handles issues of disability and the elderly with respect to if they are getting services.

DISCUSSION

The International Labour Organization (ILO) targets partners at cash transfers and the levels of transfers. Missing in Malawi is the civil society organizations-This needs to be completed. The ILO’s opinion regarding national authorities’ understanding on the design and implementation of age and gender sensitive programming was that the design was very complicated and there was slow government assessment support for the Social Protection system. It also emphasize that ‘participatory monitoring of projects is very important’. As on how to recognize and establish linkages between older persons and accountability infrastructure; EU have done enough support in Malawi. The main challenge is arrangement of SP in the country. EU said that government structures is partitioned in many different areas and has sections with different approaches. ‘There are many ministries involved and hence creating confusion everywhere’ they explained further. Coordination of SP is scattered. Accountability is unstable because of the lack of civil society to advocate for civil change. There is low expectation to government role and no one holds the government accountable. Community structures are weak. If only those accountabilities can be enhanced to make it a rights based system. Some of the EU member countries policy frameworks that have stronger linkages/coherence between SP, health & care and livelihoods policies and development plans that can benefit Malawi is Zambia. Zambia have
a great policy assistance framework. Malawi can learn a great deal at the regional level to invest more on social assistance.
CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

4.1 Conclusions
A lot of older persons in the communities do not know how to handle their finances and asserts. They also don’t know their rights. Cultural standards influence these older persons to suffer in silence. Older persons don’t knows channels in which they can raise their issues. Many feel that their voice cannot be heard, therefore they kept silent.

People in Malawi do not mostly understand the meaning of social protection. Cash transfer is seen as very nice but is mostly conceptualized as hand out. Donor community in Malawi thinks that the SP system is complicated. It’s not tied to observable characteristics

4.2 Lesson learnt
Communication to the community has to be explicit before time. During the data collection a large of older persons showed up for the exercise. Since the sampling was random and time to finish one interview was bit long, many waited long and end up not be part of the sample.

4.3 Recommendations
Most countries in the world have some form of contribution-based social insurance system. However, only a minority of countries have comprehensive social security systems (ILO, 2010). The best way Malawi national institutions can improve effectiveness in mainstreaming ageing in their work is to look at cash transfers as a right based not as handouts.

There is need to improve social protection systems and give it observable characteristics. Informality is of course not the only obstacle in extending social protection. Financing is a key obstacle. However, ILO (2008) estimates show that basic social protection packages are affordable for all but the poorest countries in the world and would cost between 2 and 6 per cent of GDP. Each ministry and department need to mainstream the issues about older persons.

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3 The International Labour Organization defines ten elements of social security coverage: medical care, sickness benefits, and protection of disability, old age, survivor, maternity, children, unemployment, employment injury and general protection against poverty and social exclusion (ILO, 2010).

4 SADC Code on Social Security contains general principles and minimum standards of social protection as well as a framework for monitoring at national and regional levels. It also provides member states with strategic direction in the development and improvement of social security schemes.
Older persons are citizens of Malawi and we need to do the process of developing a mainstreaming strategy for OPs. Thereafter, the ministries can be assessed in delivery of services to OPs where they work.
## Annex 3: Interview Schedule used

<table>
<thead>
<tr>
<th>DATE</th>
<th>ACTIVITY</th>
<th>PLACE</th>
</tr>
</thead>
<tbody>
<tr>
<td>17/06/2017</td>
<td>Training of enumerators and test of tools</td>
<td>Blantyre</td>
</tr>
<tr>
<td>18/06/2017</td>
<td>Data collection</td>
<td>Balaka</td>
</tr>
</tbody>
</table>
| 19/06/2017 | Data collection; KII                          | Blantyre (Widows, elderly and orphans OPAs)
|            |                                               | Lilongwe: MoGDE, EU and ILO          |
| 20/06/2017 | Data collection                               | Blantyre (CODOLA OPAs)               |
| 21/06/2017 | Data collection                               | Blantyre (SAPOF OPAs)                |
Annex 4: Project team

1. Andrew Kavala
2. Enos Omondi
3. Lydia Bisani
4. Wilfred Dambuleni
5. Robins Harawa
6. Levuwa Kachapila
7. Hawa Mbale
8. Rodgers Philip
9. Hannah Mavutula
10. Alice Chiwaya
11. Khumbolane Nyirenda
12. Emmanuel Mtuwana
13. Tisungane Dzekedzeke