END OF TERM EVALUATION FOR STRENGTHENING POLITICAL PARTIES PROJECT IN MALAWI

PROJECT ID: 00071927

FINAL REPORT

Submitted by

Cliff Bernard Nuwakora (International Consultant)
          C/o
CASE International Consultants Ltd
P.O Box 6916
Mukwasi hse, 1ˢᵗ floor, suite W1.5,
Lumumba av, Nakasero
Tel. +256 772 525 661, Kampala Uganda
Email: cliff.nuwakora@gmail.com, cliff@caseconsultug.com
Website: www.caseconsultug.com

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ACRONYMS AND ACRONYMS

AWP	Annual Work Plan
CMD	Centre for Multiparty Democracy
CSO	Civil Society Organizations
DFID	United Kingdom Department for International Development
DSA	Daily Subsistence Allowance
FACE	Funding Authorization and certificate of expenditures
GoM	Government of Malawi
HACT	Harmonized Approach to Cash Transfers
ISS	Implementation Support Services
MALGA	Malawi Local Government Association
MEC	Malawi Electoral Commission
MESN	Malawi Electoral Support Network
MGDS	Malawi Government Development Strategy
MHRC	Malawi Human Rights Commission
MoGCSW	Ministry of Gender, Children and Social Welfare
MoJA	Ministry of Justice and Constitutional Affairs
MoLGRD	Ministry of Local Government and Rural Development
NAO	National Audit Office
NDI	National Democratic Institute
NICE	National Initiative for Civic Education
NIMD	Netherlands Institute for Multiparty Democracy
PAC	Public Affairs Committee
PEW	Political Empowerment of Women
PPRRA	Political Parties Regulations and Regulations Act
PSC	Project Steering Committee
QPPR	Quarterly Project Progress Reports
RRF	Results and Resources Framework
UNDP	United Nations Development Program

EXECUTIVE SUMMARY

Introduction: This Report presents the findings of the terminal evaluation of **"Strengthening Political Parties Project- ID: 00071927"** that has been implemented by CMD with financial and technical support from UNDP and DFID. This independent assessment was undertaken between October and December, 2016.

The design and implementation of the project was informed by a number of studies that consistently revealed dire gaps in the multi-party political dispensation in Malawi due to economic meltdown evidenced by fuel shortages, rising unemployment, budgetary and foreign exchange constraints as well as failing social services and the food crisis.

The project was intended to contribute to the realization of UNDAF output 4.1.4 "The national electoral processes and capacities in Malawi Electoral Commission, Civil Society and different arms of government strengthened to ensure peaceful, free and credible national and by-elections" hence contributing to the achievement of UNDAF outcome 4.1 "National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all especially women and youth by 2016".

Five key outputs intended to support the realization of the UNDAF output and outcome indicated above were targeted in the four-year project duration.

Methodology: The evaluation adopted more qualitative leaning methods in order to facilitate learning. A number of key informant interviews and focus group discussions as well as application of a self-assessment tool were utilized to elicit primary and secondary data. A case study was also done in the districts of Thyolo and Nsanje to elicit anecdotal evidence on the level of performance of MPLCs and District Local government authorities.
OECD/DAC evaluation criteria with emphasis on relevance, effectiveness, efficiency, impact and sustainability formed the overall evaluation framework on which the derived conclusions, lessons learnt and recommendations hinge.

Findings

The evaluation noted that the project was largely relevant the development goals of Malawi as enshrined in MGDS II as well as the needs and aspirations of political parties. Project beneficiaries were much appreciative of the project on the account of its impact in the country's road to democratic governance. The enhance project relevance was achieved through the use empirical evidence to inform the design and implementation of the project. However, a critical look at project indicators revealed that their setting did not adhere to the SMART criteria as some outputs and outcomes did not have measurable indicators.

The was able to satisfactorily achieve four out of five outputs putting the overall project performance much high on the scale. The evaluation noted that much the revision of Political Parties Registration and Regulation Act has not been achieved holistically, the activities that have been engaged in in this respect indicate that the achievement of this out is on course. As a result of the project interventions, a number of changes in the operational environment of multi-party politics in Malawi are more evident. They include inter alia;

- Political parties are steadily shifting from sentimental politics towards embracing issues based politics as evidenced during the 2014 general elections in which political parties made significant attempts tailoring their manifestos to their party policies
- The inter-party dialogues have not only created a platform for discuss key national development issues but have also cultivated seed of unity and working together among the political parties for the betterment of the Malawi as the country.
- Capacity of multi-party structures have been built and there is evidence of enhance capacity in policy review and formulation among various multi-party structures.
- There is a strong association between the project implementation successes and the elaborate management structure put up for the project. The evaluation noted that the project ably put up adequate monitoring framework that ensured timely activity implementation as well as ensuring that implementation variances are timely detected and accordingly addressed.

Project implementation costs were well kept within the budgets although some activity expenditure overshot their budgets. While this signified poor financial forecasts, project spending was notably flexible to allow reallocation of activity budgets. In effect, the evaluation made the following observations:

- There was positive variance between the budgeted funding and expenditure incurred in the four out of five outputs, an indicator of prudence in financial management;
- Effective use of resources to produce results and value for money observed   in effective use of the resources to ensure that the resources at the project disposal yielded most outputs. For instance, the radio program offered wide coverage as the radio station selected had wide spectrum coverage and the interactive nature of program evoked discussions, attracted wide audience because its scheduled broadcast was prime time;
- Value-for-Money was ensured by prudent financial management and auditing practices undertaken by the implementing agency with guidance of UNDP the funding agency. As result, only minor queries were raised in the Audit Report of 2015;
- Suitability of selected technologies- the radio was very suitable as it attracted wide, interactive audience that could not be as tenable if the alternative methods like workshops were adopted.

Sustainability of the project activities is anchored on the following:

- The CMD 2016-2020 strategy clearly spells out that the principle focus of the five-year plan is to ensure that it makes critical inroads in areas of research, institutional capacity development, financial sustainability and strengthening partnerships all geared towards strengthen multiparty democracy in   Malawi, which itself is an opportunity   for sustainability.

- Capacity building initiatives conducted by the project have multiplier effect for the project activities as political parties demonstrated willingness to practice what they   had learnt during the capacity building activities especially on advocacy   and inter party dialoguing

Women and   Youth issues:

- The project also initiated capacity building initiatives for the women and youth leagues/cadets of political parties and there are to work with key stakeholders to strengthen legislation and policy on

political party registration and electoral processes and mainstreaming issues to do with youth participation in politics.

Lessons learned- the critical lessons learnt are presented here below:

1. Evidence based planning is key in ensuring enhanced project relevancy in terms of design and implementation arrangements;
2. Mainstreaming results based management is key;
3. Documentation of events and activities very key to monitoring and evaluation of project activities;
4. Media is critical and most efficient tool for social transformation whose effects transcends geographical boundaries;
5. Guidance of project steering committee was handy and critical toward end of project life.

The evaluation concludes that the project has done the following:

- Made significant in loads towards the realization of the outcome despite the challenging environment in which it was implemented.

- The project addressed the problem for which it was designed. It was able to build the capacity of political parties to meaningfully participate in the democratic processes of the country through interparty dialogue platforms and issues based campaigns as well as the trainings and awareness raising.

- The intended objectives and outputs of the strengthening the political project as outlined in the project document were achieved, both by way of meeting targets and intended results/effects with an exception of the PPRRA act

- The project was in line with defined needs of the political parties and other stakeholders. It can thus be said that it was justified and relevant in both the country context as well as the context of the executing agency (UNDP), implementing partner (CMD) and political parties.

- The implementation of the project generated good lessons that not only inform improvement of the project in the remaining period but also for future programming to support politically sensitive projects of this stature.

- Key sustainable aspects of the project are capacity built for political parties and its membership especially the women, youth; CMD itself as the implementing agency through competent staff recruitment as well as knowledge gained by the target beneficiaries.

4.2. Recommendations

The evaluation thus recommends the following:

<u>Design and Relevancy</u>

To ensure better designs and relevance of projects in the future, implementing partners and funding agencies need focus on SMART verifiable indicators

- Future project designs should tailor indicators to verifiable SMART indicators for better measurement of project results. UNDP /DFID and CMD should consider adopting designs that tailor indicators clearly refined in both qualitative and quantitative measurements that correspond well with SMART indicators criteria for ease monitoring and evaluation of the project results.

Implementation/Efficiency

There is need for concerted and coordinated efforts between implementing partner and stakeholders for continued capacity building that goes hand in hand with mentoring in the remaining project period and beyond

- CMD can consider capacity building initiatives targeting both constituency and branch leaders and party secretariats in a manner that is cascading to ensure a coherence of capacity building efforts within political party structures from the national to local level.
- CMD should come up with tailor made training curriculum that is comprehensive with mentoring as one of the components. User-friendly learning materials written, in Yao, Chichewa and Mtumbuka using durable kept for future use as reference material in time of need by beneficiaries for sustained skills development.
- CMD acquire more capacity to support its operations and that of political parties

Effectiveness

There is need for the project and its successors to establish long term partnerships with service providers and stakeholders for better results

- CMD need to establishing long term partnerships with media houses especially radio (or public debates) debates in between elections to help parties show case their policy positions to a wider audience. Radio has proved effective as opposed to print media that is restricted by high literacy levels in Malawi.

- There is need for UNDP/DFID to consider supporting the CMD with more funding to enable it scale up the results in terms of increasing geographical coverage and targeting inclusion of more youth and women in political party activities down to the district level.

Efficiency

For the remaining project period, there is need for deployment of efficient multi-media communication technologies to expand the reach of project results

- There is need for CMD to support political party secretariats by strengthening and supporting their IT systems and data bases as well as equipping staff with skills to run them.
- For the remaining project period, UNDP need to ensure timely release of funds to CMD to avoid project activities lagging behind which tends to derail project efficiency brought about by inflationary pressures
- CMD can support the development of research capacity in for political parties to enable them intensive issues based campaigns.
- CMD can partner with Radio Stations, TV stations as well as deploy Social Media to popularize the PPRRA once it becomes law

There is need for continued promotion of prudent financial management to ensure trust and attract more funding from Development Agencies

- CMD could continue demonstrating observance of rules and guidelines in financial management to ensure value for money at all times and timely delivery of results. Prudent management of funds creates trust and is a sure to attract continued funding of CMD programmes.

Sustainability

There is need for creation of a basket resource fund to support sustenance of project results both in the remaining period and in the future.

- UNDP/DFID in partnership with other development partners need to initiate a funding basket that can support the project related activities in future for sustainability of the project results. For example, the CMD Strategy 2016-2020.

- CMD can tap into the basket funding and implement a bilateral funding framework that would assist political parties in a number of ways that include holding regular party conventions, training their monitors who monitor elections, and reviewing their manifestos and constitution when need arises as well as procurement of IT technologies for their secretariats

There is need for quality assurance mechanism that goes hand in hand with capacity building for political parties to ensure sustained results

- CMD and its political party membership need **to come** up with quality assurance certification criteria aimed at continuous assessment of the extent to which political parties' in house institutionalization is being observed and promoted. This could be a practical way of promoting good governance within political parties thus in the long run to foster functioning multiparty dispensation in Malawi.

Cross-cutting issues

There is need for specific targeted inclusion and support of women and youth in governance programmes especially political party structures to offer them opportunities for active participation in electoral processes

- CMD could consider targeted and encouraging support to women and youth activities in the respective beneficiaries through holding various conferences in the respective constituencies of their interest to drum up support that would eventually see more women and youth becoming MPs/Councilors. This would supplement achievement of the 50-50 campaign on the part of women representation in parliament.

1.0 INTRODUCTION AND BACKGROUND

This Report is the final deliverable on the Terms of Reference (TOR) and service contract for the terminal evaluation of **"Strengthening Political Parties Project- ID: 00071927"** implemented by CMD with financial and technical support from UNDP and DFID for a period of 4 years. Presented in four chapters, the report highlights the project and evaluation background in the first chapter while chapter two contains the evaluation approach and methodology. The evaluation findings as well as conclusion and recommendations are presented in chapters three and four respectively.

1.1. National Development Context

Malawi has been practicing multiparty politics since 1993 and the country has made significant strides in consolidating the gains in democracy and development. The government and other stakeholders (Development partners and Civil society) have taken steps to support the development of democratic governance through multiparty democratic elections which have been held since 1994. In recent years however, Malawi has experienced deteriorating social economic conditions, budgetary and foreign exchange constraints, fuel shortages, high unemployment and cost of living as well as failing social services which threaten to derail the achievements that had earlier on been registered in democratic governance[1].

The current population of Malawi is estimated to be 18.5 m with 20.5 % youth aged 15-24 years and rest is adult population aged 24 years and above with a population growth rate estimated at 3.3 %. Of the total population, 16.3% live in the urban centers while the majority 83.7% living in rural areas. Literacy rates for the population aged 15 years and stand at 65.8 percent, with significant variations between women (58.6%) and men (73%). Malawi continues to have poor health indicators with maternal mortality undesirably high at 634 deaths /100,000 live births)[2]. Nonetheless, poverty headcount and extreme poverty levels have declined significantly since 2005 and the country has also experienced improved economic growth averaging at 7.5 percent per year. This growth is attributed to a number of initiatives that were implemented aimed at fighting poverty which resulted in the decline of poverty incidence from 50 percent in 2005 to 39 percent in 2009[3].

In regard to gender, Malawi boys and girls, men and women assume culturally different identities and traits. The status is worse among females as compared to their male counterparts. For instance, a female headed household has 14 percent less consumption per capita than a male headed household mainly due to gender based differences in access to and control over resources (UN Malawi, 2010). In addition, girls and boys experience some form of GBV during their life time. For example, Burton (2005) showed that 65 percent of girls and 35 percent of boys were subjected to GBV. The experience of violence increases the risk of HIV and other sexually transmitted diseases. In Malawi, HIV prevalence is extremely high at 12.9% among women and girls compared to the national average of 10.6 percent. HIV prevalence among their male counterparts is just at 8.1 percent[4].

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[1] Project document
[2] Malawi Demographics Profile 2016 accessed on 17th November 2016 on www.indexmundi.com/malawi
[3] MDGS II
[4] DHS 2010

Democratic governance has improved in Malawi and as result the country has experienced positive developments that included successful presidential and parliamentary elections, growing civil society and non-governmental organizations, and deepening constitutionalism. The Malawi Government recognizes the importance of free and fair elections to allow the people to freely choose public office holders. In the recent past, Malawi has progressed in ensuring free and fair elections, especially for the president and parliamentarians. However, inadequate public awareness of the electoral processes and logistical problems remain some of the main challenges[5]. As a consequence, Malawi Development Strategy II takes cognizance of the fact and outlines key strategies to be taken to enhance democratic governance that include: improving governance in political parties; enhancing implementation of law reforms to facilitate free and fair elections at national and local levels; and fostering informed and active participation in local governance among others[6].

Since the introduction of multiparty dispensation in 1994, several political parties were formed and have been participating in national elections independently as well as through some form of electoral alliances. Political parties are regarded as the major instruments for the mobilization of the citizenry in the country and therefore central to the effective functioning of a multiparty democracy. A lot has been happening on the political scene, including lack of intra-party democracy, founder syndrome trends within political parties, lack of interparty democracy, voter apathy, and squabbles over electoral results, violence perpetuated by leaders of political parties, floor-crossing and proliferation of independent candidates during elections. Other occurrences include unstable party alliances, party splits, leadership squabbles, and imposed candidates during primary elections, allegation of rigging, among others[7].

It was against the above context that UNDP /DFID funded the project that was a brain child of the Centre for Multiparty Democracy (CMD) which later become the implementing agency. The project was initiated to build on existing initiatives as stipulated in the United Nations Assistance framework and Malawi Development Strategy II to improve the internal democracy within the parties and interparty dialogue as well fostering inclusion of women and youth in public decision making processes. It was envisaged that through capacity building activities, the outcome of the project will be realized.

1.2. UNDP /DFID
1.2.1 UNDP
The United Nations Development Programme (UNDP) is the United Nations' global development network, advocating for change and connecting countries to knowledge, expertise, and resources to help people build a better life. The Programme works in 166 countries to generate solutions to national and global development challenges. The organization's main goal is to help developing countries build their own national capacities to achieve sustainable human development, using its global network to help the UN system and its partners raise awareness on and track development.

For over 50 years, UNDP has made tremendous contributions by providing support to Malawi in programmers These include; governance, gender equality and women empowerment, climate change, disaster risk management, environment and natural resources management, HIV prevention, public

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[5] MDGS II
[6] MDGS II
[7] CMD Benchmarking Study July 2011

sector reform, social cohesion, economic competitiveness and private sector development. Specifically, between 1993 - 2016, the Governance Programmed focused interventions on Malawi's transition to multiparty dispensation and support to free and fair elections since 1993 to date.

1.2.2. DFID

Department for International Development (DFID) is the British government department charged with promoting development overseas. It is one of the largest donors in Malawi and has an influential role on development policy and analytical issues. DFID has supported and contributed to the development of Malawi Development Strategy II, building on improving the lives of Malawian citizens especially girls and women, by supporting programs on Health, HIV, Justice and Agriculture. DFID governance work in Malawi has been aimed at promoting accountability, responsiveness and capability in the Malawian government while underpinning the plan to ensuring Malawi's limited resources are used to maximize effect. The activities include empowering local citizens, increasing accountability and space for debate, protecting rights of the vulnerable groups, access to justice, including violence against girls and women and major contribution to the fight against corruption. DFID supported new efforts of the new government to improve governance context and preparing programs of support to 2014 elections as well as strengthening democratic institutions. DFID three priority areas of work are: addressing poverty and inequality facing large parts of the population; supporting economic growth and wealth creation to turn the economy around and sustainably help the people out of poverty; and promoting good governance in Malawi[8].

1.2.3. CMD

Centre for Multiparty Democracy (CMD) is a civil society organization in Malawi formed in 2003 and registered as Trust in 2005 to act as forum for political dialogue in the country. CMD was established to strengthen and consolidate multiparty democracy that witnessed increased political turmoil emanating from the fact that political parties operated as single and intolerant entities. This has been evidenced by the several incidences of political violence witnessed in 1999 and 2004 general elections. As response to finding a solution to the problem, an *ad-hoc* multiparty committee was formed which later metamorphosed into CMD. CMD therefore was formed to assist in addressing such issues. The precursor to CMD, the multiparty adhoc committee consisted of active political parties during that time, and these were UDF, MCP, AFORD, MAFUNDE and MDP.

Centre for Multiparty Democracy is mandated to do the following to foster democratic governance in Malawi:
- To be a platform for political dialogue and building of consensus on topical issues amongst political parties;
- To strengthen the capacity of political parties to deepening and consolidating democratic governance in Malawi;
- To engage in advocacy and civic education in order to level playing field for all political parties;
- To foster national unity, peace and reconciliation by mapping out common goals
- To promote gender equality, and effective participation and representation of vulnerable groups; and
- To facilitate in mediation of inter and intraparty conflicts.

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[8] DFID Malawi operational plan 2011-2015

1.3. Project Background

The Strengthening Political Parties Project was a 4-year project whose goal was to strengthen political parties to effectively participate in Malawi's multiparty democracy, integrating women and youth groups in political parties' structures and dialogue. The project had three objectives:

- To revise the Political Parties Registration and Regulations Act (PPRRA);
- To assist political parties to develop issue-based platforms for the 2014 elections; and
- To strengthen inter-party dialogue among political parties.

The project commenced in 2013 and is expected to close in December 2016 with a total estimated cost of USD 2,800,000.00 and out of this USD 1,600,000 was committed. Funding is provided by United Nations Development Program (UNDP) and the Department for International Development (DFID). The project is implemented by the CMD, an inter-party dialogue platform established in 2005.

1.3.1 Problems that the project sought to address

The project was designed to address problems in democratic governance during the multiparty democratic dispensation in Malawi. Specifically, various studies (issues study) and previous interventions have identified that political parties in Malawi as weak and more often than not suffered significant gaps in three broad but closely interlinked areas of legal, organizational and administrative management. The challenges in these areas contributed to weak ownership and identification with political parties, deficits in transparency and accountability, lack of interparty dialogue, and intraparty democracy among others and continue to hamper the evolution of political parties into key political actors, impeding progress in the country 's burgeoning democracy[9]. The project theory of change in figure 1.1 below gives a summary of the situation analysis prior to the project and how it informed the project design and implementation.

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[9] Project document

UNDAF Outcome

National institutions foster democratic governance for all, especially women and children by 2016.

UNDAF Output

Democratic Governance Sector Strategy Operationalized.

Project Out puts

Revised Political Parties Registration and Regulations Act enacted by the National Assembly by December 2014

Governance structure for political parties developed to foster transparency and accountability by December 2015;

Political Parties' Issue Based platforms for 2014 Elections developed and disseminated;

Platform for inter-party dialogue strengthened to promote transparency & accountability as well as enhance credibility and legitimacy of political parties at all levels;

Effective and Efficient Management, partnership formation and M&E of the project

Targeted Project Beneficiaries

Members of political parties & CMD staff

Political party structures & members of national Assembly

Members of political parties

Members of political parties

Project Partners; GoM, UNDP, DFID, UN Women CSOs, CMD & political parties

Project interventions/ activities & strategies

Capacity strengthening for CMD staff & Political Party members.

Review & revision of key building blocks of political parties including constitutions and even the ACT.

Improving capacity of political parties in policy development

Conducting political debates & strengthening inter-party dialogue

Project oversight & management.

Focal problems the project sought to address

- Intuitionally weak political parties
- Lack of opportunities for political consultation
- Poor country performance in governance
- Weak ownership & identification with political
- Parties
- Deficits in transparency & accountability

- Large number of ineffective political parties
- Weak legal & regulatory framework of platform
- Lack of political will to implement section 65
- Weak capacity in policy analysis & formulation
- Low women & youth involvement in political processes

Flowing from the graphical presentation of the project theory of change, the project design and implementation was anchored of the results chain illustrated above. The project assumed that capacity strengthening of political parties' structures as well as addressing the bottlenecks in the party registration and regulation Act are critical pathways to operationalizing democratic governance strategy. Operationalization of the governance strategy is envisaged to support National institutions to foster democratic governance for all, especially women and children by 2016. All these were deemed achievable with the effective implementation of relevant activities (seen in the figure above) targeting the right beneficiaries which were also envisaged to support the realization of the project outputs also indicated in the figure above.

The degree to which the above theory of change has materialized formed the conceptual analysis of the evaluation. It was against this background that the evaluation drew conclusions, lessons learnt and recommendations as seen in the last chapter of this report.

1.3.2. Immediate and development objectives of the project

The immediate objective project was to build the capacity of the political parties in Malawi so as to enable them participate in the multiparty dispensation by engaging in issues based campaigns and inclusiveness of women, youth and other marginalized groups. The project aimed to achieve the following:

- Strengthen political parties project to effectively participate in Malawi's multiparty democracy,
- integrating women and youth groups in political parties' structures and dialogue
- Revise the political party's registration and regulations Act
- Assist political parties to develop issue based platforms for 2014 elections,
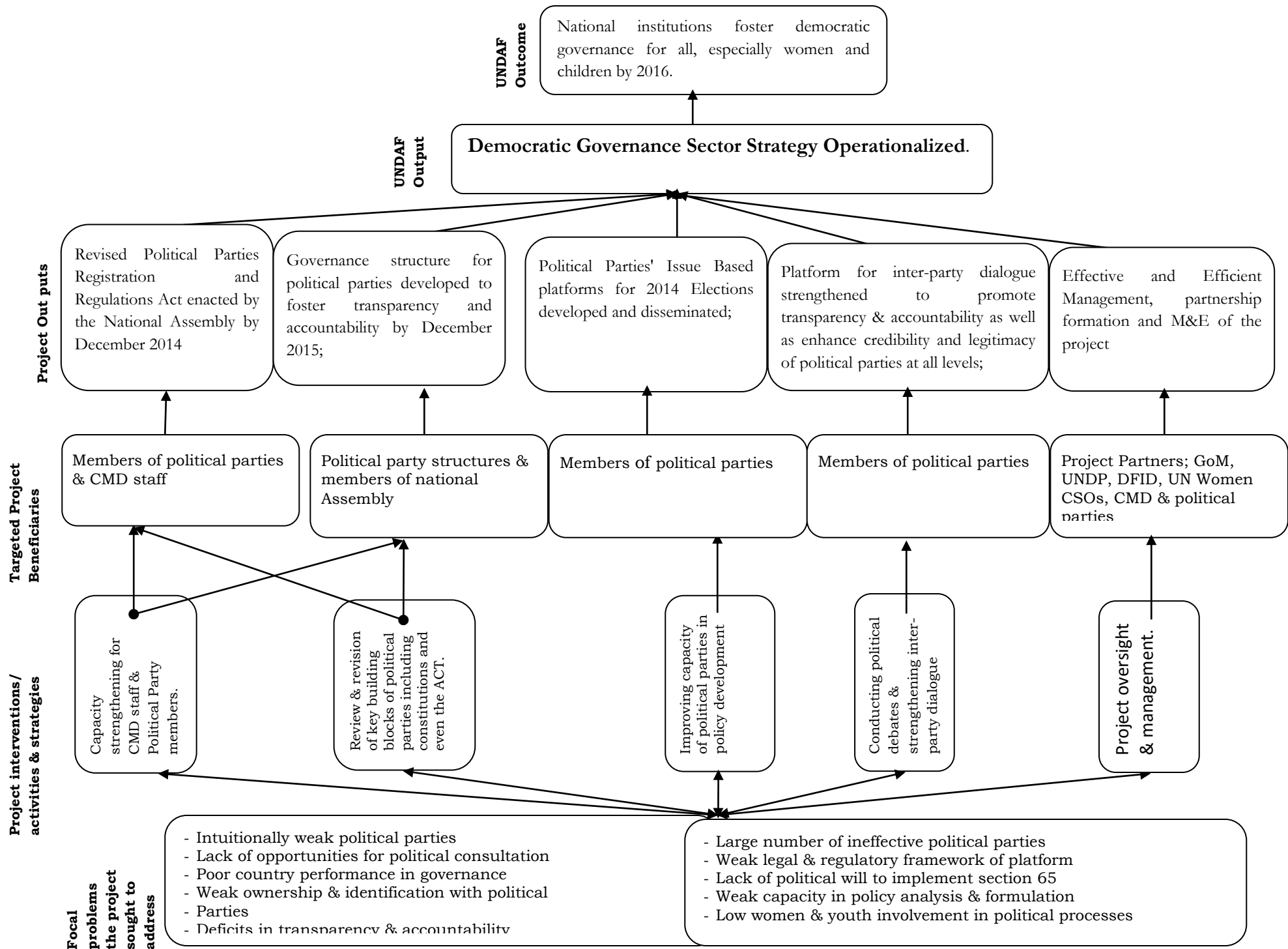- Strengthen inter-party dialogue among political party's project.

The development objective of the project was to support the overall development of Malawi by contributing to the improvement of governance by removing barriers that constrained the participation of women and youth in social, economic and political programs as enshrined in the MGDS II. These barriers include among others addressing the gender gaps so as to improve the representation of women in decision-making processes through affirmative action policy measures, improve women 's limited access to credit, reform land policy, address gender based violence and widespread retrogressive cultural practices such as female genital mutilation, and reduce maternal mortality. For the youth, the project was envisaged to contribute to amelioration of limiting factors experienced by the youth to exploit their development potential. These include: high illiteracy and innumeracy levels; inadequate technical, vocational and entrepreneurial skills; limited access to credit facilities; high unemployment rate; poor access to guidance and counselling services; poverty and deprivation; marginalization in decision making processes; early marriages and teenage pregnancies. High prevalence of HIV and AIDS and limited access to SRH services further compound the ability of the youth to meaningfully contribute to socio-economic development of the country[10].

1.3.3. Main stakeholders

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[10] Malawi Development Strategy II

The key stakeholders of the project were the Centre for Multiparty Democracy(CMD)- the implementing agency; United Nations Development Program(UNDP) and Department for International Development(DFID)- the funding agencies; Political Parties- primary targeted beneficiaries; Malawi Electoral Commission(MEC), Ministry of Justice and constitutional affairs(Mojica), Parliament, Law Reform Commission, Registrar of political parties as key partners[11].

Partners during the implementation of the project were: the Government of Malawi and its ministries and departments that include: The Ministry of Gender, Children and Social Welfare (MoGCSW), the Legal Affairs Committee of Parliament, the National Democratic Institute (NDI), Malawi Electoral Support Network (MESN), Public Affairs Committee (PAC), National Initiative for Civic Education (NICE), the Malawi Local Government Association (MALGA), the Ministry of Justice and Constitutional Affairs and the Ministry of Local Government and Rural Development (MoLGRD) and UN Women.

1.4. Purpose and Objectives the evaluation
CMD, UNDP & DFID monitoring and evaluation policies for this kind of project require that a final evaluation be performed upon completion of project implementation in order to assess the project design and its performance. It may also contribute to CMD evaluation data bases for reporting effectiveness of CMD operations in achieving its goals and on quality of monitoring and evaluation across CMD system.

1.4.1 The purpose of the end of term evaluation was to:
(a) Determine the extent to which the outcome and outputs of the project have been achieved;
(b) Assess UNDP's and DFID's contribution to the project outcome;
(c) Document the achievements and lessons learnt during the course of implementation to inform future decisions in design, implementation and management of similar interventions.
(d) Assess the effectiveness and efficiency of the delivery channel and determine whether the delivery channel was fit for purpose.
(e) Determine the extent to which value for money was achieved throughout project implementation

1.4.2. Objectives of the evaluation
The objectives of the evaluation were to:
- Assess and analyze the progress made by the project to date towards achieving the project outcome, goal and outputs and the extent to which these results will be sustained after project closure.
- Examine and analyze factors which have positively and negatively impacted on achievement of project outputs and outcome;
- Assess the relevance of the outputs to the effective achievement of the outcome and goal;
- Assess the relevance and adequacy of the project outcomes and goal to address political challenges in the democratic governance sector.
- Assess the adequacy of the scope of the project interventions relative to the objectives of the project;

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[11] Project document 2012-2016

- Assess the extent to which Centre for Multiparty Democracy support Multi-Party Liaison Committees in promoting interparty dialogue and reduce political conflicts in relation to Malawi Electoral Commission (MEC).
- Assess the effectiveness of institutional arrangements, sustainability arrangements and partnership strategies;
- Assess extent to which the existing financial, political and regulatory frameworks support the operation of political parties represented in the National Assembly;
- Provide recommendations and document lessons on the design of the project, implementation, sustainability or exit strategies and partnership arrangements to inform future programming;

1.5. Key issues addressed

As stated in the Terms of Reference (Annex 6), the purpose of the end of term evaluation was to provide the project partners i.e. UNDP, DFID, CMD and Malawi Government with an independent assessment on the extent of project achievement in the light of key indicators and targets set forth in the project document. Therefore, the evaluation assessed the extent to which expected results were achieved, the contribution of UNDP and DFID to the project outcome in addition to documenting the achievements and lessons learnt which formed the basis of the recommendations contained herein.

2.0 EVALUATION APPROACH AND METHODOLOGY

2.1. Technical Approach

The evaluation adopted a highly participatory approach involving consultations with key stakeholders at all levels. Interactive meetings with key stakeholders were held to articulate the key evaluation issues. This included; the review of the tools after submission of the inception report; presentation of the preliminary findings to key stakeholders through the emerging issues paper and the draft report for comments that informed the review and preparation of the final evaluation report. Feedback sought from key stakeholders at every stage of the assignment was very informative in refining the tools used in data collection as well as final report. The interview methods especially the Key Informant Interviews and Focus Group Discussions were interactive and facilitated a learning process through dialogue. Document review during the process was key in the tool design and was a key source of qualitative data. Data collection methods were well triangulated to best support the evaluation findings and conclusions.

The overall evaluation approach was premised on what the consultant has termed as the triple results focus model which sought to answer the three fundamental universal evaluation questions namely; 1) Did the project do the right things? 2) Did the project do things right? and 3) what can be learnt from the project implementation experience? This guided the analysis of whether the project achieved the set targets as well as the whether the adopted strategies have been sound enough to support the realization of the intended results at output and outcome levels as illustrated in figure 2.1 below.

Fig 2.1: Triple Results Focus Model
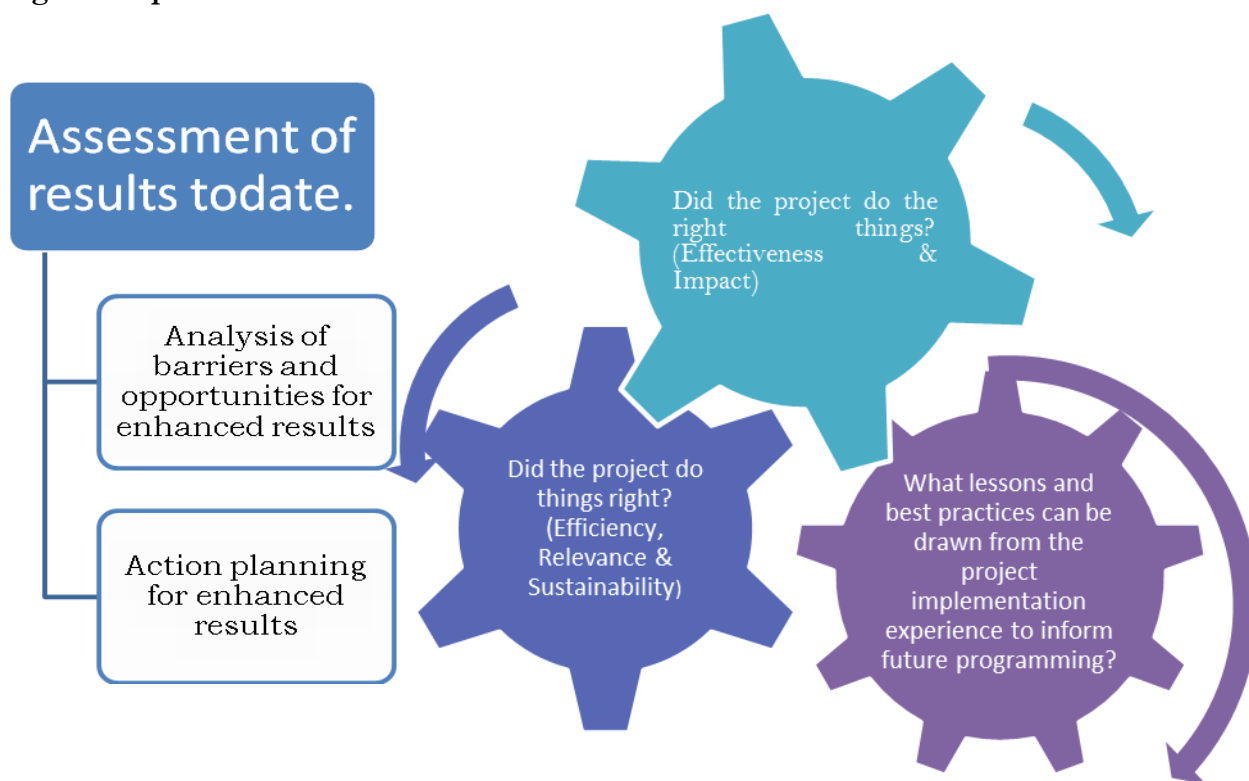
A focus on results formed a key dimension in answering the above questions basing on the empirical evidence that was captured throughout the evaluation exercise. The first question was answered through

analysis of both intended and un-intended results that have been achieved as guided by the project results matrix. This further supported the analysis of both facilitating and inhibiting factors for enhanced results. Therefore, the analysis took into account the project design and implementation arrangements with an intention of ascertaining how they have facilitated and/or inhibited the achievement of the desired results. Through this analysis, project relevance, efficiency and sustainability were assessed in addition to the contribution of various actors particularly UNDP and DFID in the observed results. Best practices and key lessons were derived basing on the strategies that have consistently yielded superior or inferior results

2.2. Scope
The project implementation covered all the political parties registered and with membership with CMD. The project coverage was the entire Republic of Malawi for all its regions and districts. However, the geographical scope of the evaluation covered the project districts of Thiol and Nyanja districts. The selection of the political parties and districts was purposive based on; in and out of parliament political parties, gender and youth inclusiveness, level of political party experiencing internal disputes and founder syndrome and the membership numbers.

2.3. Study Population
Study population consisted of beneficiaries of the project who included women and youth members of party youth wings that participated in capacity building trainings implemented by the project. The evaluation further interfaced with the staff of CMD based at the Lilongwe Offices as well as Political party leaders in the regions visited. For divergence of views, respondents also included Civil society leaders; media practitioners, select MPLCs leaders, Local women and Youth Council leaders, and Local Government officials responsible for Women and Youth programme and were associated with the project. The evaluation also reached out to women and youth leadership at national level and some development partners who are supporting women and youth interventions in the country. UNDP staffs were purposively sampled based on their knowledge and participation in the project. List of respondents interviewed is attached.

2.4. Document Review
The evaluation was highly enriched by secondary data that was extracted from both project documents and other authentic sources relevant to the study. Key documents reviewed included inter alia; the project document, MDGS II strategy, recent studies relevant to the project, UNDAF, PPRRA draft bill, Audit Report 2015, Quarterly Progress Reports 2013-2016, Annual work plans and CDM strategies 2012-2016 and 2017-2020 and other critical grey literature documents in possession of the implementing partners and the stakeholders. Document review took a three phases process; 1) specifying the required information, 2) identifying and obtaining required documents and 3) extracting summarized data for subsequent analysis. Document review was done at two stages i.e. initial stage (before inception report) and after primary data collection. This was intended to better guide the development of tools as well as validating information captured from other primary sources.

2.5. Field collection Methods and tools
The evaluation used majorly qualitative methods and approaches. Appropriate tools and instruments were designed to enlist and capture the required data (see Annex 3 tools).

In the qualitative approaches used, the consultant designed Key Informant Interview and Focus Group discussion guides, and self-assessment tool and case studies to assist in gathering the required data to enable him answer the evaluation questions. As detailed in the Annex 3 tools, the evaluator adopted and adapted the evaluation questions to interview guides used for Key Informant Interviews and Focus group discussions in order to ably meet the evaluation objectives.

The Key Informant Interviews were conducted with the Key stakeholders notably the project managers at the UNDP Country Office, DFID Malawi Country Office, Executive Director of the Centre for Multiparty Democracy(CMD), Key personnel for In parliament and Out of parliament Political parties, Electoral Commission, Speaker of Malawi Parliament, the Ministry of Gender, Children and Social Welfare (Moggs), UN Women, UNDP, the Legal Affairs Committee of Parliament, Malawi Electoral Commission (MEC), Malawi Electoral Support Network (MESN), Public Affairs Committee (PAC), National Initiative for Civic Education (NICE), the Malawi Local Government Association (MALGA), the Ministry of Justice and the Ministry of Local Government and Rural Development (Mold), MPLCs.

Focus group discussions were conducted with select groups of the members of the Project Steering and technical Committees, Multiparty Liaison Committees; Public Affairs Committee (PAC); members of women and youth leagues of the registered political parties. During focus group discussions, stakeholder mapping tool was deployed to identify who the stakeholders are, their interests and involvement in the project. During the process of using the tool, there was stakeholder analysis to clarify and categorize the various stakeholders by drawing a picture of what the stakeholder groups were, the interests they represented, the amount of power they possessed, whether they presented inhibiting or supporting factors for the project to realize its objectives, or methods in which they were dealt with.

A self-assessment tool was designed to help the evaluator enlist views of the stakeholders who were not be physically meet due to limited time. The self-assessment tool was an all exhaustive instrument deliberately designed for detail and ease of administration yet generate required data within available means of the project stakeholder.

Qualitative approaches were supplemented by statistics from secondary data sources mainly to explain efficiency of financial resources spent on project activities. Financial statistics were provided by Centre for Multiparty Democracy records and UNDP. The inclusion of the financial statistics was intended to ascertain budgetary and expenditure variations in order to further assess whether there was timely and adequate funding as well as prudent expenditure. The issue at stake was to gain insights whether there were positive trends or not which formed the basis of ascertaining whether there was value for money.

2.3. Data Analysis:
Since the data collected was majorly qualitative in nature data analysis methods employed were mainly thematic and content analysis for data generated from Key Informant Interviews and Focus Group Discussions. Note that some analysis was ongoing during some data collection methods especially during deployment of stakeholder analysis and other focus group discussion activities and content analysis was used for document review.

Triangulation of the results was done at two levels. One level was where the consultant was cross checking for validity of data from similar variables from different data sources; second level was at report drafting. During the second level, the consultant compared information to offer explanations of a given finding to reinforce an argument. This happened in the use of quotes from KII and FGD scripts to explain numerical trends. Similarly, the statistical information was used to justify a qualitative perception on why an issue is explained in a given way. As explained above, triangulation focused on comparing information from different sources such as documentation and interviews, or interviews on the same subject from different stakeholders and to corroborate or check reliability of the evidence.

2.4. Ethical Consideration
The evaluation consultant adhered to ethical guidelines in the execution of the evaluation. Verbal informed consent was sought from the respondents before the interview. Explanations were provided to respondents regarding likely benefits, rights, obligations and confidentiality of data collected.

2.5. Pre-Evaluation Consultations
Pre-evaluation meetings were held with the UNDP and DFID staff and the CMD Project staff. The meetings focused the Inception Report and served as a means for strengthening ownership of the evaluation process and outputs by the stakeholders.

2.6 Limitations to Evaluation Findings
- Obtaining quantitative data in form of statistics was very difficult and not available hence the study relied more on qualitative primary and secondary data
- During data collection, it turned out we could not get enough respondents that participated in all activities due to limited time allocated to the study.
- Lack of National Counterpart consultant also posed some challenge to the international consultant especially during field work due to language barrier. The National consultant would also have assisted in following up rigorously with government and other stakeholders to obtain statistics as well as provide local knowledge to the study
- It was difficult in getting appointments with representatives to some of the selected Key Informants at the national level allegedly due to having hectic schedules. A few responded by telephone, while some number did not respond even after sending constant reminders. This is also due to the busy schedule of the ongoing Parliament Sessions.

3.0 EVALUATION FINDINGS

3.1. Introduction

The findings have been presented according to the standard evaluation criteria so as to respond to the evaluation objectives as specified in the terms of reference for the project evaluation. The evaluation addresses questions in relation to design and relevance, implementation/ efficiency, effectiveness, efficiency, sustainability, cross cutting issues and lessons learnt. The answers provided to the evaluation questions are discussed under each element of the terms of reference.

3.2. Project Design and Relevance

3.2.1. Clarity of the problem and soundness of the approach

According to the documents reviewed and evidence there in, the problem the project intended to address was clear outright and informed by evidence. The design of the project was informed by basically two studies 1) Benchmarking Core CMD capacity assessment study 2) Searching for the Holy Grail: Exploring the feasibility of political party ideologies in Malawi. The Design of the project was therefore evidence based that sought to bottlenecks by an addressing critical areas such as the Legal Framework of Political Parties under which they operated among others. Furthermore, the substantial changes in political landscape of Malawi with various interventions since as CMD they also wanted to create avenues for engaging PP in constructive and progressive dialogue and of course Design was also build up on previous UNDP support to CMD which later brought in DFID[12]. The problem of poor governance under multiparty dispensation in Malawi has been largely attributed to lack of inter party dialogue and intraparty democracy and exclusion of the majority of population- women and youth in party activities[13]. The documentary evidence availed to the evaluator indicates that indeed political parties were very weak in terms of internal democracy and inclusiveness of the majority of the population- the women and youth.

The evaluation noted that the approach used was very sound as the project intended to address the problem from a holistic angle by seeking to address the legal, organizational and administrative weaknesses inherent in political parties of Malawi under the multiparty dispensation. [14] Thus, the intention of the project approach was to build the capacity of the political parties to enable them ably tackle issues of internal democracy as well as interparty dialogue to serve as pre-cursor to promotion of democratic governance. The project also sought to phase the activities in sequential manner following an election cycle in order to empirically test   the contribution of its interventions. Thus, the project looked at tackling the problem in an approach that was all round yet consistent to ensure that targeted outputs are met and the ultimate outcome realized.

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[12] Interview with the Executive Director Centre for Multiparty Democracy
[13] Project document 2013-2016
[14] See issues paper, project doc and PPRRA bill

The project was also designed to geographically cover the large part country by establishing offices in all the pilot districts with CMD presence. This scope was however watered down by the limited financial resources and human resources low capacity to do so. To cover up for this resource challenge, CMD adopted an outreach activity approach.

Beyond structural reengineering of the political parties, the design also sought to bring out put 2 basically to build robust parties by ensuring political parties campaign platform focused on issues and policy agenda than reliance on individuals and personalities

3.2.2. Clarity in identification of the targeted beneficiaries

Clear identification of the targeted beneficiaries is one of the key pillars for any project to accurately measure its success and ultimately the impact of its intervention. The evaluation noted that targeted beneficiaries clearly identified first of all using research based approach for example issues study conducted by CMD in 2011, and reference to relevant national MGDSII and multinational interventions-the Sustainable Development Goals. The project relied on first of all key lessons learnt during the design of MGDS II and UNDAF/UNDP programming as well as World Bank Support program. All these interventions point out that lack of intraparty democracy and interparty dialogue are responsible for poor governance under the multiparty dispensation in Malawi. Indeed, they issues had contributed to weak political parties that lacked the clout to have a popular appeal as well deliver on their mandate to the population. The MGDSII whose goal the project intends to contribute to cites improving good governance and inclusion of women and youth as key development pillars to realizing of the strategy and overall development of Malawi.

3.2.3. Measuring the outcome and outputs in verifiable terms with SMART indicators

In any project intervention, the ability of the design to accurately forecast its results in terms of their specificity, quantification and qualification; how they can be realized and action oriented, their direct relationship with project contribution and whether they could be achievable within the time of the project life; are key indicators of how robust the project design was. This is in short what is referred to as SMART indicators that can be used to measure in verifiable terms outcome and outputs of the intervention to assess whether the intervention logic was clearly thought out at design level.

The evaluation analyzed key documents reviewed as well as primary data collected through interviews with stakeholders and beneficiates to discern how the outcome and outputs were in conformity with SMART indicators. Here below are the analysis findings:

1. Outcome-Political parties with clear ideologies and functioning internal democracy

Outcome indicator-the public holds duty bearers accountable

In assessing the indicators of the outcome using the verifiable SMART indicators, the evaluation noted that whereas the outcome is specific on its focus and on what it sets out to achieve, it appears hard to measure in both qualitative and quantitative terms given the volatility and instability of political parties in Malawi. This situation applies to both political parties in and out of parliament. Although the outcome is attainable, this is a long term aspect that cannot be accurately forecast to have been achieved with the four years of the project life. This is further compounded by deteriorating social, economic and political environment obtaining in Malawi. On whether it was time bound; it is difficult for the evaluation to claim that the outcome indicator can be tagged to a specific time frame when it can be achieved thus it cannot be verifiable in terms of time given the short term span of the project. This is because most of the outcome indicators are driven by attitude changes which cannot be tagged on specific time frame but rather a long and complex process influenced by a myriad of factors. For example, the male domination and exclusion of youth are rather underlying structural issues whose change is gradual with no specific time that can be forecast. The evaluation is of the view that a rather long term programming that is multisector and holistic in approach can drive the process towards that attainment of the outcome. The attainment of the outcome could also be based on assumption that there are improvements in social, and economic political conditions which are difficult to forecast as of now.

Measuring outputs indicators verifiable using SMART indicators

The project was set to achieve the following outputs: -

Output 1-Revised political party's registration and regulations act is enacted by the national assembly

Indicators
- **Enacted political parties act that insulates the registrar of political parties from political manipulation among others**

The indicator is specific in its reference of what is to be achieved i.e. Revised Political Parties Act. However, it's very hard to measure insulation of registrar from political manipulation even if the law came into place. Please note opposition party members crossing to the ruling party on the floor of parliament yet the law prohibits that under the multiparty dispensation (cite progress reports of project and project document). The indicator is attainable and realizable but not time bound due to stakeholder contestations and limited powers of CMD the implementing agency to have the law enacted well in time.

- **Member political party's constitutions aligned with the revised political parties act**

The indicator is specific on its result, and can be measurable in terms of aligning constitutions to the revised political parties act but it cannot be time bound. Note interview with CMD pointed out that due to delay the

PPRRA Act, the efforts were directed   towards further consultation with political parties to test the consistence of their constitutions in line with bill were it to be passed into law the way it was proposed.

Output 2-Political parties issues based platforms for 2014 elections are developed and disseminated Indicators

- *No of political parties formulating policy documents with involvement of party membership*

The indicator is not specific on what kind of policy documents are to be formulated because they are diverse; it's also not easy to measure the level of involvement of party membership as involvement may a be process issue and level of input in terms of time, gender influence etc. Its attainable as the policy documents can be made, it's realistic but may not be time bound because capacity is built overtime and influenced by factors such as quality membership and leadership that cannot be tagged to the project life.

- *No of political party debates conducted*

The indicator is not specific on number of political party debates to be conducted and therefore measuring this indicator in verifiable terms is hard. One wonders whether the attainability of the number of debates is itself enough to catalyze issues based platform. There is also influential element of spatial and time distribution, inclusiveness of a critical mass   of the women, youth that may not be feasible within the project life given the social-economic and political environment obtaining in Malawi.

- *No of political party's members trained in policy formulation*

The indicator is not specific on the number and type of members that constitute the critical mass of the party membership that will demonstrate the capacity built. The numbers are measurable but critical numbers of membership are not easily discernible due to high party membership turn over and therefore no accurate statistics on what   actual membership of a given party is. Again the critical mass of the numbers for membership of any given political is not easily attainable for lack of accurate statistics. To attain a critical mass of number of trained party membership in policy formulation is not attainable in the project life but rather a long time engagement that caters for attrition and desertions characteristic features of the political parties in Malawi.

- *Percentage of women and youth wings trained in policy formulation*

Specificity in terms of percentages does not reflect accurate capacity built due to diverse intellectual   abilities of women and youth wings of different political parties; whereas the percentage can be measured in terms of numbers, it may not necessarily reflect capacity built over time and in different parties among the women and youth wings. The numbers may be attainable but not the competency actions to undertake the policy

formulation. Therefore, the indicator may not be time bound given the short project life of four years but rather should be a continuous process.

Output 3- governance structures for political parties developed to foster transparency and accountability

- *Number of political parties trained on election monitoring*

Whereas the indicator talks of the numbers, they do not reflect the actual measure of capacity of political parties to monitor elections. Similarly, attaining capacity to monitor elections can be verifiable by the efficiency and effectiveness of participation of the political party in election monitoring. This evidence can be adduced from what a given political party can do in terms of geographical coverage during general elections and quality of the monitors in areas of reporting and analysis abilities. Due to high levels of attrition in party membership and crossings, it's hard to measure that this indicator could be time bound within the limited project life but rather in the long-term.

- *Number of political parties with revised constitutions with clear statements on the inclusion of women and youth and marginalized groups*

Whereas the indicator is specific and verifiable in terms of the targeted output, it's no guarantee that number of political party's inclusion of women and youth and other marginalized in their records translates into verifiable tangible participation. The numbers may be attainable but the critical mass of the women, youth and marginalized groups may be hard to measure as to what constitutes qualitative and quantitative numbers due to unstable political party membership. Also as cited in issues paper, the level of attrition in membership of political parties and founder syndrome may render it hard to achieve this result in the project life of only four years.

- *Number of political parties with functioning administrative structures*

Functionality of administrative structures of a given political party is multifaceted and includes among other things the ability of the party to hold regular party conferences, recruitment and updates of the membership, ability to handle intra party disputes and wrangles etc. Thus when one rates them to SMART indicators, functionality of administrative structures falls short of being verified due to diverse attributes driven by change of attitudes that are action oriented and could be attainable in the long-term.

3.2.4 Logic and relevance of relationship between outcome, outputs, activities and inputs of the project tackling the problem identified

According to the project design, the project documents reviewed illustrate the sequencing logic but the implementation did not follow the sequencing of the results. This implied that tackling the problem identified

was haphazard characterized by oversight in following the logic earlier on envisaged during the design. One could have thought given that implementation approach, the project could have experience challenges to realize many of its results. The reality during the implementation phase was that it turned out the other way round. For example, one could have envisaged that delay in the enacting of PPRRA bill could offset other outputs on course. Rather, the delayed enactment set in motion a process that built critical momentum yielded most of the desired results. For instance, the advocacy process by the CMD brought about a much needed synergy between political parties to work together for a good cause. The blessing in disguise drove the project course to results based management that led to spectacular results.

3.2.5 Relevance of the project to the development of intra-party and multiparty democracy
Relevancy to the intraparty democracy
According to the design, the project was aimed at promoting intra-party democracy by supporting the review and revision of key building blocks of political parties including parties' constitutions to integrate women, youth, and other marginalized groups in party structures, as well as provide training for relevant party members/ staff[15].The Strengthening Political Parties project was designed to support the attainment of "Political parties with clear ideologies and functioning internal democracy". Thus the capacity to be built was to enable them function as effective agents for fundamental and sustainable democratic transformation in Malawi[16]. The intraparty weak capacity was demonstrated in rising trend of independent MPs since June 1999. Statistics showed that independent MPs rose 9 times from 4 in 1994 to 32 in the 2009-2014 parliaments[17].

Relevancy to Multiparty democracy
The documents reviewed and interviews conducted during this evaluation, showed that indeed this project intervention design was informed by the existing political dispensation of multiparty and attendant challenges that stifled political parties to deliver on their mandates. Hence its design relevance was the focus on addressing the underlying multiparty democracy challenges in Malawi. During the conception of the project, multiparty democracy in Malawi was in state of malaise evidenced by weak political parties suffering from the crisis of legitimacy, ethnic divisions and regionalism. For example, before 1994, there was lack of capacity by political parties to marshal support and membership beyond the founding personality's region, ethnicity and tribal lines. This evidence was adduced from performance of major three political parties, namely:

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[15] Second Quarter Progress Report 2013).
[16] CMD Benchmarking Study 2011
[17]

AFORD, MCP and UDF that was dominant in the north, center and south respectively. As a consequence, political culture favorable to the democratic brand of politics was at stake[18].

3.2.6. Effectiveness of the project's capacity building interventions

In order to ensure the effectiveness of the capacity building initiatives, the design did envisage an all-out spatial and temporal coverage of the targeted beneficiaries. Care was not taken to provide adequate resources and ample time to respond to the needs and challenges anticipated for the project to be effective in its capacity building initiatives. Evidence gathered from interviews conducted and documents reviewed demonstrate glaring omissions when it came to the design in which outputs would be delivered. A number of limitations stood out that rendered the design of project not very effective in its capacity building interventions.

First, the project was aimed at strengthening the capacities of Political Parties, but CMD the implementing agency only provided software without direct support to Political Party respective secretariats which also needed capacity in terms of logistics, systems, programing, etc. This therefore meant that capacity building initiatives didn't happen at the Political Party individual secretariats[19].

Second, whereas CMD adopted within its implementation approach to working with Multiparty Party Liaison Committees (MPLCs) which were initially Malawi Electoral Commission structures, there were misconception that CMD should change the way MPLCs work yet they were not within the mandates of CMD but MECs.

Four, misconception by the population that MPLCs are structures of CMD rendered the operationalize of the structures a challenge due to monetary expectations of the targeted membership.

Fifth, in terms of Output identification especially Output 2 on issue Based platform, focus was more on the supply side and less on the demand side which would have empowered the masses to demand issue based policies and programs for Political Party interventions.

Six, the design did not provide for midterm review to assess the project progress. Midterm reviews in addition to the monitoring activities are key to assessing the progress of project implementation midway and usually serve as catalyst to reactivate slowed activities critical to delivery of the project outputs and outcome. The evaluation observed that lack of the midterm review in a way was a weakness that possibly lead to failure to appreciate and address the risks that were foreseen during design stage yet could not be addressed along the way; something likely to delay the realization of project outcome as envisioned in the design[20].

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[18] CMD Benchmarking Study July, 2011
[19] Interview with ED-CMD
[20] Interview with the Executive Director-CMD November 2016

Seven, document review also revealed that within the project document, there were no clearly identified and articulated strategies to guide the implementation of the project.

Further, the 2-year delay in constitution of the Project Steering Committee also affected the policy and strategic implementation of the project as much was initially left to the Technical committee.

In addition, the implementation period also left much to be desired, the 4 years of the project was a short period to change peoples and Political Party cultures.

Lastly, the Project Document doesn't provide for anticipated exit strategy of the project to pave way for how otherwise the delayed activities especially the enactment of the PPRRA bill could be brought to conclusion.

3.3. Implementation/Efficiency

3.3.1. Appropriateness of the management arrangements-coordination, financing and actual implementation

In the overall observation, the evaluation noted that there were clear management arrangements to oversee the co-ordination, financing and actual implementation of the project. The executing agency of the project was UNDP and DFID while the implementing agency was the Centre for Multiparty Democracy. As an executing agency UNDP and DFID were responsible for overall management, financing, technical guidance to the implementing agency monitoring and evaluation of the project. According to this evaluation UNDP /DFID were able to deliver on their mandate of mobilizing part the required resources and financing of the project activities. Further, UNDP/DFID is reported not have provided adequate technical guidance expected of them during the project implementation apart from financial management and results based management. While CMD as the implementing partner performed all actual implementation activities and allocated adequate the time and resources at its disposal and circumstances.CMD was in fact engaged in day today implementation of activities and used its clout to design strategies that could ensure the continuity of the project activities beyond the project life. The design of the2017-2020 strategy was actually in line with ensuring the sustainability of the project activities after end of the funding.

3.3.2. Major factors that influenced project delivery and solutions devised
A number of factors influenced the project delivery but adequate solutions were devised to deal the issues. Notable among the factors were delays in scheduling activities according to timelines. These were addressed

by compressing many activities within a short period of time so as to accomplish all the planned activities within the initial timeline.

The tight schedules of political players towards the 2014 elections given that CMD was a critical player some activities were either delayed or postponed. For example, the conclusion of the review of party manifestos was somehow delayed. Closely related to this was the active involvement of CMD in organizing presidential debates. This took a lot of time and human resources that delayed reporting in the first quarter of the 2014[21].

The major challenge being experienced was the reduced funding. This has affected the reach of the project. For instance, resources had not been allocated to MPLC meetings. The solutions sought was to rethink about MPLC's whose mandate could probably be inbuilt within district peace committees being established under the national peace architecture to ensure the continuity of their valuable activities.

The delayed inaction of the review the PPRRA due to the Ministry of Justice slow pace yet CMD found hard to influence the ministry fast track the process. However, CMD embarked on the concerted efforts to lobbying and sought to identify other voices who can urge Government of Malawi to pass the bill[22].

Interrupted funding from other partners was also a factor to reckon with during the implementation. Since the expiry of funding from the Netherlands Institute for Multiparty Democracy, CMD did not have any other secure funding for party bilateral programs, where it would have direct intervention initiatives with political parties, including tailor made capacity development plans. Recent trends have indicated that political parties are suffering from intra party democracy issues, but CMD has no resources to adequately intervene. This has a potential of affecting the cross party program[23].

3.3.3. Efficiency in delivery of results-timing
The time stipulated in the delivery of results was guided by the project documents on the scheduling of the activities and respective timelines to deliver on the anticipated results. Timelines were operationalized in the detailed Annual Work Plans drawn and agreed upon by both the executing agency(UNDP) and implementing partner (CMD).As to whether there was time efficiency in delivery of the results as stipulated in the work plans and related schedules, the document review and interviews conducted with stakeholders reveal that some activities were not executed as scheduled and there were also overlaps of

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[21] Project Progress Report, January –March, 2014
[22] Project Progress Report 2016, January –March, 2016
[23] Project Progress Report 2016, January –March, 2016

the activities in successive work plans. The evaluation observed that some of the delays were solely beyond the means of the implementing partner and the executing agency. For instance, the delay to enact the PPRRA bill as explained above in section 3.3.3 above point to inefficiencies that impacted heavily on the timely delivery of the results.

3.3.4. Fulfillment of the success criteria –as per outlined in the project

Output	Rating	Comments
1. National Assembly enacts revised Political Parties Registration and Regulation Act (PPRRA).	4	Project championed the review of the Act; produced a bill and got consensus from all parties in CMD; convinced government to adopt the bill as a government bill and agreed on the text with the minister of justice, way up to the cabinet committee. At the point of writing, the Full Cabinet has approved the bill for gazetting and presentation to Cabinet. The approved bill contains all the major elements as proposed by CMD
2. Political Parties' issue-based Platforms for 2014 elections developed and disseminated	4	Project was able to have parties produce manifestoes, inserts and newspaper pull-out and brochures; political parties were able to participate in public debates starting from spokespersons to vice presidential candidates to presidential candidates. The downside is that this has been restricted to the elections period. Not much issue based engagement after elections.
3. Organizational structure for political parties developed to foster transparency and accountability	4	A start intervention under this was the training of Elections Monitors for political parties. The other interventions were reconfiguring taking into account that they were dependent on the passing of the revised political party bill.
4. Platform for inter-party dialogue strengthened to promote transparency and accountability as well as enhance credibility and legitimacy of political parties at all levels	5	This output is an actualization of CMD as a platform for dialogue for political parties. CMD mobilized MPLCs in 12 districts. The MPLC were a great success in averting conflict in hot spot areas (Mulanje, Thyolo, Mangochi, Ntcheu and Mchinji but also Rumphi); Facilitation of interparty dialogue platform – there was trust building between the EBM and the political parties. Both ruling and opposition political parties kept together and continued to dialogue and engage under the CMD umbrella. Further the relationship with the EC held even at moments of high tension… in which cases MEC would not make a decision without involving CMD. A notable trust from the EC to CMD is when they delegated the responsibility of distributing nomination papers to political parties to CMD.
5. Effective and efficient management, partnership development and monitoring and evaluation of the project.	4	The implementing agency worked closely with the funding partners to build synergies in partnerships. There was observance of reporting on activities through quarterly reports and financial reports and expenditure guidelines strictly followed.

Figure 1: Rating scale for the success fulfilment criteria

5	Highly Satisfactory (HS)	Project is expected to achieve or exceed all its major good governance

		objectives, and yield substantial democratic governance benefits, without major shortcomings. The project can be presented as "good practice".
4	Satisfactory (S)	Project is expected to achieve most of its major objectives, and yield satisfactory democratic governance benefits, with only minor shortcomings.
3	Marginally Unsatisfactory (MU)	Project is expected to achieve of its democratic governance objectives with major shortcomings or is expected to achieve only some of its major global democratic objectives.
2	Unsatisfactory (U)	Project is expected not to achieve most of its major objectives or to yield any satisfactory benefits.
1	Highly Unsatisfactory (HU)	The project has failed to achieve, and is not expected to achieve, any of its major democratic objectives with no worthwhile benefits.

3.3.5. Responsiveness of the project management to significant changes in the environment

The significant change in the environment during the project implementation was coming on board of new government in power Malawi after the April 2014 elections that saw new leadership taking over office. Change in government not only meant change of leadership but also change in policy direction that affected the progress of at which the CMD - the implementing agency was making towards realizing most critical result area of the project the PPRRA bill. The implication was that CMD had to devise new lobbying strategies to engage the new government on the matters of the reviewing the PPRRA bill that it had to start all over again. This not only disrupted the tempo of the project but also the delivery of results in a timely manner[24].

3.3.6. Monitoring and backstopping of Government and UNDP

The evaluation observed that Government and UNDP were better placed to play a crucial role in the monitoring and backstopping given their positioning on the board and as a greed in the project document. However, notable challenges were registered that include the following:

One of the challenges cited was that some development partners and UNDP in particular were not constantly on board during implementation as they would surface towards end of the year to monitor and supervise.

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[24] Progress report May to September 2014

Secondly, reporting mechanism were destabilized due to delayed releases of funds due to approval procedures whereby even after submission of Quarterly reports in some instances CMD would have to wait in between and prepare again progress report to trigger release of funds[25]

Another challenge is in regard to coordinated joint monitoring and evaluation among different partners proved difficult in some instances. At times monitoring was done outside the moment of implementation (ex post evaluation) when it was convenient to the partners. This proved a challenge especially given the nature of activities that CMD was undertaking where it worked through people spread in the districts. Thus considerable resources were required for transport and accommodation to engage these people. Yet these expenses had been not factored in the budgets. [26]

3.3.7. Project collaboration with public and private sector; and CSOs and faith groups

Since the commencement of the project in 2013, CMD initiated collaborations that took root and yielded partnership that ultimately engendered the sustainability of the project activities as well as built synergies with similar interventions. The number of themes and activities such as gender and women participation in politics, review of the electoral laws and the review of the political parties' registration act are some of the highlights of the project partnerships[27]

With government, CMD initiated partnerships with the Ministry of Gender, Children and Social Welfare (MoGCSW), the Legal Affairs Committee of Parliament, Malawi Electoral Commission (MEC), the National Democratic Institute (NDI), Public Affairs Committee (PAC) the Ministry of Local Government and Rural Development (MoLGRD), the Zodiak Broadcasting Station (ZBS) Partnership with government departments were key in   lobbying for the successful review of the PPRRA bill.

CMD also initiated partnerships with development partners to a level beyond that of the project scope. Key among others was the UNWomen and UNDP. These partnerships were enlargement on scale that fostered initiatives aimed at promoted women and youth participation in the governance programs in Malawi.

Partnership with civil society was also initiated and the evaluation notes that this led to the building of synergies that   enhanced the project implementation through sharing experience and skills critical   for the

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[25] Interview with the Executive Director- Centre for Multiparty Democracy
[26] Progress report May to September 2014

[27] January- March progress Report 2016

success of the project interventions. Among the civil society the key partners were the Catholic Commission for Justice and Peace CCCJP), National Initiative for Civic Education (NICE) and the National Democratic Institute (NDI)[28], the Times TV; Malawi Electoral Support Network (MESN), and the Mtendere Electoral Services Network (MESN)

On the international scene, CMD is partnering with the Socialist Party and the Liberal party of Denmark on the youth project. It is also partnering with the Danish Institute for Parties and Democracy (DIPD) on the women empowerment project.

The evaluation noted that the partnerships positioned CMD as critical partner for both government, development partners and civil society in Malawi. This not only credited the implementing partner but also built confidence and trust for partnerships are likely to yield dividends that will greatly contribute the realizing the outcome of the project. One report notes that: *"There is a growing appreciation among Government and civil society organizations, including donor partners, of the unique role that CMD plays in Malawi not only with regard to democracy consolidation, but also in matters of policy lobbying and advocacy. It is increasingly becoming more evident that political parties are not only the building blocks of democratic governance but also sustainable socio-economic development. They are strategic in matters of national policy and as such cannot be ignored."[29]*

3.3.8. The role of UNDP country Office and its Impact

As the executing agency, UNDP Country Office carried out enormous tasks of mobilizing resources required for the success of the project activities. The bringing on board of other development partners like DFID and supporting the activities for the formulation the CMD strategic plan 2017-2020. Note that the latter strategy is largely focused towards carrying on the activities beyond the project life a step towards the project sustainability.

UNDP Country Office is also credited for having supported the project in building linkages and synergies with the UN system like UNWomen, a key ally in promotion of the emancipation of women; key catalyst in the inclusion and active participation of women in political party activities in Malawi.

The positive impact seems to be high according to the evaluation observations. This impact was evident in the synergies built between the implementing partner and different stakeholders which are key sustainability avenues for the project activities. In short, UNDP has set in motion the activities that served as agenda of

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[28] Quarterly Progress Reports 2013, 2014, 2015 and 2016
[29] Quarterly Progress Report 2013

capacity building of political parties on to which other development partners can come in to support similar or related activities as a way of promoting democratic governance in Malawi.

However, we noted that on the negative side, UNDP office impact is likely to bring undesired effects. This was attributed to UNDP and DFID reluctance to committee more funding beyond the project life and the CMD reported such stance will likely have an effect regarding programing and positioning of CMD for 2019 elections the preparedness. There is also a likelihood of key personnel critical for the agenda of political party capacity building[30].

Rating of the SPPPM performance in the light of OECD/DAC evaluation criteria

	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Impact				✓		Signs of project impact include improved interparty relations exhibited in the networking, reduced violence during the 2014 elections as result of changes in the way political parties conducted campaigns.
Sustainability				✓		Though the project never had an exit strategy, there is evidence that it can be sustained once CMD gets funding for its 2016-2020 Strategy. The strategy is set to implement activities that could carry on the project results. It's important to note that the extension of the project by three months could serve as proxy exit strategy that could anchor well the project activities into CMD/UNDP/DFID programming on governance
Relevance/Design				✓		The focus of the project was well targeted to address the issues at hand. Relevancy of the project is attributed building capacity of weak political parties and contribution to realizing the UNDAF outcome. However, the project fell short of adopting SMART verifiable indicators
Effectiveness				✓		Significant achievements of the targeted outputs leading to desired results. PPRRA output not realized was beyond the project control but significant progress has been made with hope that given project extension for three months, it may be realized.
Efficiency					✓	There was prudent financial management throughout the entire project period. Procurement of services to further the project activities observed value for money.

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[30] April-June 2016 Progress Report

Rating Scale

5	Highly Satisfactory (HS)	Project is expected to achieve or exceed all its major good governance objectives, and yield substantial democratic governance benefits, without major shortcomings. The project can be presented as "good practice".
4	Satisfactory (S)	Project is expected to achieve most of its major objectives, and yield satisfactory democratic governance benefits, with only minor shortcomings.
3	Marginally Unsatisfactory (MU)	Project is expected to achieve of its democratic governance objectives with major shortcomings or is expected to achieve only some of its major global democratic objectives.
2	Unsatisfactory (U)	Project is expected not to achieve most of its major objectives or to yield any satisfactory benefits.
1	Highly Unsatisfactory (HU)	The project has failed to achieve, and is not expected to achieve, any of its major democratic objectives with no worthwhile benefits.

Over the entire project can be rated as satisfactory in all the OECD rating criteria.

3.3.9. Management contribution by the UNDP country office

The role of the UNDP country office in the project management was immense according to the evidence available during the review. As provided for in the project document, UNDP country office provided adequate support in financial management and risk mitigation. The implementation of audit to assess the progress of project activities and the financial accountability, scrutinizing the Annual Work Plans and approving processing of the payment and technical support including the recruitment process of the technical personnel for the project were critical roles the UNDP country office provided. Monitoring activities and scrutinizing the Annual Work Plans enabled the implementing agency CMD to undertake flexible programming to conduct activities that had been skipped in 2015 due to technical hitches beyond their control. This was intended to cater for situations where some planned activities could not start before certain processes were completed. This development was mostly brought about by the added dimension of the unpredictability of the project deliverables which the project never had control over. Also the Country Office had to take care of the crucial role of working around politically sensitivity deliverables that were beyond the control of project management team[31].

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[31] Audit Report 2015

3.4. Effectiveness

3.4.1. Major achievements of the project towards realization of results

This section assesses the progress made towards set targets in terms of outputs and activities prescribed in the project document, Annual Work Plans and what was actually achieved given the circumstance, time and resources available for the project implementation.

The project document spells out four outputs that were to be achieved. The evaluation reviewed the annual work plans and activity reports to ascertain the major achievements realized towards attainment of the results. Here below are our findings:

(i)   National Assembly enacts revised Political Parties Registration and Regulation Act (PPRRA)

A number of achievements were registered under this result area. The first major step in realizing this result was bringing together the political parties and CSOs and government for a common cause to contribute views to the proposed law. Political parties that could not work together before found themselves in concert during the process. Secondly, the CMD and other stakeholders were able to engage government using best advocacy approaches that enticed the government to adopt the PPRRA bill as if it was its own initiative. This speaks a lot of major achievement under this result. Though the process has been tenuous and faced challenges of changes in government along the way, there is much hope given the extension of the project period for three months the targeted result will be achieved during the project life. In fact, the process serves as the best practice for the enactment of other laws in the future. The foregoing anecdotal evidence demonstrates that result this area has yielded strong networking and consensus building between political parties, a development that opens a new chapter to improved governance in Malawi politics. One of the stakeholders summed it as follows: …*"it managed to rally and bring together political parties both in power and opposition to constructively dialogue and come to a consensus.".* During this evaluation there were hope and promises that the bill would be tabled before parliament early 2017.

(ii)   Political Parties' issue-based Platforms for 2014 elections developed and disseminated

Under this result area, the activities undertaken included the printing of manuals on policy development. Over… policy manuals were printed and distributed to political parties. The manuals have been useful as reference material by the political parties. The major achievement under this result area were the political party's appreciation of refocusing their programing and direction guided by issues based policies.

Consequently, in house capacity of political parties to handle and respond to policy issues has improved as it proved to be the case in 2014 tripartite elections when parties tailored their manifestos to policy issues. Another achievement is that Political parties have adopting in house re-organization that has seen many of them come up with policy documents to guide their management in terms of rules and programming. This is a development that can be wholly attributed to this project result. This achievement sets a good precedent in promoting good governance and is likely to lead to violence free elections in future if its sustained. It should be noted most of the violence is borne out of failure by the candidates to focus in issues but personal attacks.

(iii) Governance structures for political parties developed to foster transparency and accountability

Before the intervention, political parties were beset by poor governance characterized by the founder syndrome, lack of structures and most operated more less on ad hoc basis only to come up when it was approaching election time. Other issues that beset political parties were intraparty conflicts exhibited in form of power struggles. Under this result area, political parties have established functional party secretariats equipped with IT technologies to enhance the administrative functions of their secretariats. CMD has also initiated a conflict resolution strategy and approach to detect, and mitigate conflict through mechanism that will use either internal structures or mediators to look into such conflict issues. Indeed, there have been attempts to mediate conflict in some political parties and there is hope that the mechanism will take root because it has been appreciated by the parties to the conflict as a better way to resolving the intraparty conflicts. However, it's important to note that the support needs to be sharpened and internalized by political parties.

Bigger strides have been registered in terms of intra political party re-engineering leading to creation of women and youth leagues in political parties. In addition, political parties have embarked on widening the membership net beyond their tribal and regional lines. The overwhelming achievement is that active participation of women and youth have been enhanced rendering women and youth able to articulate their interests on matters that affect them on the political scene.

Capacity building initiatives conducted under this result area of building governance structures were undertaken as prescribed in the work plans. Notable is the trainings done for Training of Trainers 5-10 in the 192 constituencies that were supposed to undertake to train others. The evaluation notes that limited resources seem to have constrained the process of supporting the adequate numbers. Furthermore, the trained monitors were not supported for deployment. Furthermore, there was mitigation of conflicts in 12 hot spot districts as result of the reactivation of Multiparty Liaison Committees(MPLCs). This had a positive

effect of reduced violence in the 2014 generation elections   in Malawi. Thus the reactivation of the committees set a good precedent to the way conflict was managed during an election time proving that actually there can be violence free elections if all stakeholders were brought on   board early enough to deal with such kind of problem. The MPLCs have played significant roles as further explained in the case study on Thyolo and Nyanja districts in this section.

(iv)Platform for inter-party dialogue strengthened to promote transparency and accountability as well as enhance credibility and legitimacy of political parties at all levels

 Under this output, the targeted was to support MPLCs in 12 districts. Indeed 12 Multiparty Liaison Committees (MPLCs) were trained, supported and facilitated by the CMD in the run up to 2014 tripartite elections. Although there were   varying levels of enthusiasm among the MPLCs in different regions, the major achievement is that they played a big role in resolving friction between warring political parties. The reactivation of the MPLCs and the focus on the agenda of "in between the ballot" has taken   root. Some District Commissions who were initially reluctant to associate with them have picked interest in convening them. Active MPLCs   played a big role in resolving conflicts during elections which could have been high. Notable challenges faced with the MPLCs is failure to account for funds and therefore missed on subsequent funding. There was also a false tendency for some members to believe that MPLCs were opportunity to make money where as note.

CASE STUDIES: Case study of Thyolo and Nyanja Districts – MPLCs

> *"Taking a leading role we the MPLC in Nyanja are doing a lot of work beyond elections which include monitoring of government development projects such as Local Development Fund (LDF), Malawi Social Action Fund (MASAF) hence the government and development partners should support us"* **Quote by AFORD Governor from Nyanja MPLC**

Thyolo MPLC meeting was a surprising one to the evaluator as members of the various political parties represented in Parliament namely DPP, AFORD, MCP and PP all turned up in party colors for MPLC evaluation meeting. The way the members contributed and the way they were organized and consulting each other during my meeting with them was a great testimony on how successful MPLCs have been. A case study of the MPLCs revealed how the district was being considered as the "Bedroom of the incumbent President" hence no other part was allowed to mobilize or carry out political activities within the district. This generated a lot of tension and eventually degenerated into violence and conflicts especially during the run up to the 2014 tripartite elections.

This was to some extent dating back to the historical trends of one party state which rendered people intolerant to each other in politics. *"Here in Thiol there was no way people could co-exist as there were tensions and inter-party conflicts that even led to loss of lives…. a case in point being in Thiol East Constituency where no other party was allowed to campaign against the DPP party. A police officer and a Peoples party member were killed as a result of these extreme conflicts…. But thanks to CMD and MPLCs who came in and resolved the violence and conflicts"* **Political Party Governor and member of Thiol MPLC**

Other vivid examples where MPLCs went and resolved the conflicts was when they conducted meetings at the Traditional authority place at Bumble with the chiefs and population and many conflicts among members and supporters from various Political parties arrived at compromise and started working together and respecting each other. In Thiol West at Thomas traditional authority Headquarters the role of MPLCs as supported by CMD was also climaxed with the signing of the Code of Conduct between Political parties and members of the MPLCs in which major milestones were stipulated and implemented satisfactorily in Thiol District. The MPLCs were also commended in Thiol for uniting the people from different shades and political parties whereby this also gave the district authorities mileage in effecting their work as well as NICE as a member of the MPLC in Thiol was able to smoothly conduct civic education.

The Nyanja MPLC was also undertaking the same activities and organized well though it had also started monitoring government development programs under Local Development Fund and Malawi Social Action Funds. For example, at Nakao Primary School the contractor was doing shoddy work and MPLC utilized its members who were conversant with technical engineering skills and had sit down with project committee that eventually forced the contractor to redo the work.

Both Thiol and Nyanja district MPLCs attributed their success to the role and support played by the CMD and was all playing that CMD should be further supported beyond elections since their work together with MPLCs transcends elections. Whereas MPLCs work was hailed, members also proposed that apart from district and constituency based MPLCs, there should be institution of a Regional and National MPLCs so that the structures are able to coordinate effectively and ensure that decisions from the grassroots are properly channeled and owned by all political players and actors especially the parties

The role of MPLCs were thus summarised as having done the following in Thiol and Nyanja districts

- ✓ Participated in civic and voter education which resulted in improvement in voter registration process and turn up
- ✓ In Nyanja district specifically, MPLC is monitoring government development programs such the Local Development Fund under Hospital advisory committee etc.
- ✓ Dialoguing among political parties to iron out tensions within parties
- ✓ Promoted the issue based campaigns as opposed to castigation and personal attacks along sectarian lines like tribe, religion etc.
- ✓ Prevailed on supporters and voters to refrain from defacing and pulling down posters
- ✓ Undertook meetings within communities with various stakeholders to guide on the management of society
- ✓ For Nyanja, MPLCs they have gone beyond elections and started monitoring development projects MPLCs however are also faced with a lot of challenges during their execution of their work which include the following:
- ✓ Lack of adequate resources and funding in form of facilitation and logistics since they have to attend meetings as well as travel all over the districts to monitor political and development work
- ✓ Lack of identification and uniforms in order to be visible within the areas where they operate
- ✓ Transport challenges were also reported as major challenge
- ✓ Seasonal funding which only comes during the elections yet their work stretches beyond and in between elections as well as monitoring government development programs
- ✓ Limited or even lack of exchange visits and tours to share experiences and learn from other MPLCs
- ✓ Inadequate funding continues to stifle MPLCs "in between the ballot" activities much as CMD had the will to facilitate them in   providing the invaluable service of supporting elections all through the entire cycle.

The capacity of Political Parties in areas of the policy development and articulation as well in the resource mobilisation   through membership are taking root with evidence adduced from the way political parties of DPP, MCP, UDF and AFORD were conducting business.

In areas of promoting gender and youth, notable achievements include:

- • The project has involved women especially during outreach activities by ensuring that a ratio of 50:50 men and women is emphasised and also in most case Secretary Generals and Directors of women affairs in PP are engaged in all PP activities

- Issue based policy development platforms also specifically targeted women and youth in separate trainings

- Study tours in Ghana and Uganda also took care of gender aspects by picking some women and youth

- The project structures are also useful interventions points for Women and Youth specific projects funded by Danish Liberal and Danish socialist parties

Another activity under this output was CMD to convene Quarterly Party members meeting at the national level comprising the ruling, opposition and non-parliamentary parties as an actualization of the interparty dialogue platform. The achievement registered under this activity was that indeed the quarterly meetings have served as an important platform for an interface   between the political parties and the Malawi Electoral Commission has often interacted with parties on issues that concern them. For example, the progress on the PPRA bill, the electoral reforms etc. the result is the coordinated approach by all the stakeholders to elections related matters that sets a fertile ground for participatory engagement and trust in the electoral processes.

Furthermore, under this output, the project was supposed to undertake to convene interface meetings and policy dialogue between political parties and Civil Society Organizations. The achievement registered under this activity was the breakthrough for the political parties to interface with the Electoral Reforms Task force. The political parties were represented by CMD. Although the challenge   faced was the adamancy of the task force to make any changes in line with reforms proposed by the political parties, the meeting itself set a pace for the future engagement with the task force by the political parties to discuss matters aimed at having their views on electoral reforms heard. Consequently, there was reduced tension the tension between the Taskforce and the political parties in relation to the chairmanship of MESN and Malawi Electoral Commission. Political Parties also were able to come together to raise their issues with one voice.

(v) Effective and efficient management, partnership development, monitoring and evaluation of the project

Under this output, the evaluation noted that there was timely   reporting using both quarterly technical and financial reports as and when they were required. This was attributed to regular co-ordination meetings between CMD the implementing agency and UNDP /DFID. The latter funding agencies   often advised on the progress of the project activities and were often available in supporting the drawing and approval of Annual Work Plans. This approach to monitoring allowed for flexibility to accommodate activities that could not be covered in a given annual scheduling.

A random audit was initiated by UNDP in 2015 to assess the financial management and results realized for that year. The audit noted few minor anomalies that did not pose significant risk to the project implementation. This was largely attributed to a built culture of prudent financial management in running project activities on part of the implementing agency. There has also been trust built between the funding agency and the implementing partner CMD, a development that could have led to extension of the project for three months with a likelihood of increased funding for future programming. The human and financial management capacities built in the process signify a major achievement of this result. The achievements registered under this result area once adopted as a method of work by CMD, its partners and stakeholders; augurs well for the anticipated governance outcome.

As to whether there was 85% liquidation rate by the project, drawing from the positive budget variation under the section on efficiency, the evaluation can conclude that the target was achieved. However, the challenge observed is there were no available annual audits except only one for the year 2015 that was availed to the consultant.

3.4.2. Evidence of the contribution of UNDP and DFID to achieving the project outcome

Enhanced financial co-ordination and resource mobilization as well as UNDP support to the CMD has brought the political parties on the same table to plan and dialogue. The approach of rotating chairmanship between the member political parties, is a sign of parties managing themselves that the project with UNDP funding has brought on board.

Besides the project interventions, UNDP and DFID have own country program strategic partnerships with government of Malawi that are funded separately but jointly aimed at promoting good governance. Particular interventions aimed at strengthening political parties and the participation in the multiparty dispensation in the country under UNDAF and DFID country support programs. Key evidence is found in the United Nations Assistance framework and DFID country support framework. Both documents spell out support mechanisms including funding that is aimed at contributing towards realization of the outcome.

Furthermore, DFID has pledged to continue supporting the implementing agency with financial support to carry on with some of the activities after the end of the project.

3.4.3. Potential areas for project success (impact and sustainability of results and capacity building)

The evaluation assessed the potential areas for project success by gathering emerging evidence along the result areas of the project. The evidence was adduced by picking out pointers to impact, sustainability of results and Capacity building initiatives.

Impact and sustainability of results

Based on the results achieved, we put across observations made on the potential impact and sustainability of results here-below:

(i)   National Assembly enacts revised Political Parties Registration and Regulation Act (PPRRA)

Significant steps   have been taken   to have the law enacted and in reality there has been a buy in and ownership by government and the bill is due for debate by parliament   to be enacted into in law. Political Parties are reported to have played a big role in the process and input of their   views were welcome. The progress made so far can be largely attributed to high level of collaboration of the CSOs to come up with clauses of the proposed bill the government could buy in and own. Of-course not to mention the concerted advocacy strategies employed by CMD the project implementing agency. The government positive reception and acceptance of the proposed bill is but a plus to the project intervention.

The process of   coming up   with the bill itself had the effect of   coalescence of all political parties over the common issues that should be incorporated in revised   law. The   potential impact noticed by this evaluation is that political parties are likely to take a leaf from that experience leading to more interparty networking and consensus building when it comes to laws that affect them. Moreover, political parties have aligned their party constitutions to the proposed law implying the impact will be sustainable. Consequently, once political parties realize that there are more opportunities in the networking, they may opt to take that route as a way of initiating dialogues with a government, an indication that there is   sustainability of the approaches after project expiry.

(ii)   Political Parties' issue-based Platforms for 2014 elections developed and disseminated

Realisation of this result could largely have contributed to notable reduction in election related violence in 2014. It appears with continued support and networking, a culture of issues based campaign is taking root. Interestingly, the political parties under the PPRRA bill agreed to an insertion of   clauses that prohibit vote buying and other related corrupt malpractices. This symbolises changed attitudes of political parties by putting to the fore the national good, a change that can attributed to the project intervention.

Furthermore, this result area has great potential impact over the way political parties have adopted in house re-organization. That change has seen many of them come up with policy documents to guide their management in terms of rules and programming. This is a development that could be wholly attributed to this project result. This development of focusing on issues by the political party candidates during campaigns might be sustainable with CMD continued support to political parties under its strategy 2016-2020.

Political parties have developed the willingness to participate in public debates a sign that political parties and their leadership have embraced the issues based politics that the project intervention longed to achieve. On trainings conducted under this result area, there is appreciation of the positive impact the training programme at an individual level. Most of the participants indicated that getting through the training had helped to change their overall orientation of politics. One of the participants was quoted as saying:*" ...the involvement of various party constituents conferred a sense of collective ownership among the party members including instigating frank and honest intra-party dialogue. This was further attributed to the participatory modality of delivering and facilitating the training"[32]*.

(iii) Governance structure for political parties developed to foster transparency and accountability

Notable changes due to the activities in this result area was the acceptance of youth and women in higher political party echelons. The acceptance can be attributed to intra political party re-engineering an initiative of the project. In addition, CMD initiative of intraparty conflict resolution strategy has the potential of seducing aggrieved party members to resort to amicable conflict resolution which will foster internal party democracy building initiatives as opposed to a resort to costly and party tearing actions. Moreover, the attempt by CMD to resolve conflicts in Malawi Congress Party showed signs that the mechanism can be useful

The overwhelming impact is that active participation of women and youth in political parties have been enhanced. This has rendered women and youth able to articulate their interests on matters that affect them on the political scene. Beneficiary youth and women may attract others to actively participate in the political party's governance systems both up stream and down -stream in the elections.

(iv) Platform for inter-party dialogue strengthened to promote transparency and accountability as well as enhance credibility and legitimacy of political parties at all levels

During evaluation, it became evident that Political parties have established working forums upon which they shared their views and networked. One such forum is the CMD platform that brought political parties

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[32] Party Policy Evaluation Report-July 2015

together and consultations in this regard have yielded positive impact. The impact is that political parties have cast their net wide for more membership. Under this forum run by CMD, networking has meant that a new culture of objective criticism has been born among political parties that now focus on consensus building over issues of concern. Political parties have also introduced the idea of generating own resources to support their operations. The re-introduction of party membership fees is result of the project success pointers. AFORD party has taken the lead in this venture of reintroducing party membership fees.

The developed partnership between the Electoral Commission and Political Parties under CMD are likely to contribute to more engagement and frank discussions. Consequently, in the long term, political parties will develop trust in the way the Electoral Commission conducts business. This evidence is adduced from consultative approaches exhibited during the 2014 elections when political parties were allowed to inspect election logistical materials-including inspection of the IT facilities and voters register. This kind of engagement will possibly be adopted as the modus operandi by the Political Parties and Electoral Commission as a method of promoting transparency in the electoral processes in the future elections[33].

v)Effective and efficient management, partnership development and monitoring and evaluation of the project

Under this result area, the impact of the project is the way CMD has attracted many partners to fund its programs due to remarkable prudent financial management approaches gained through the project implementation. Notable among these is the Netherlands Democratic Institute and many more that have expressed willingness for fund her good governance programs.

Cross -cutting issues

The project impact on youth is that there has been more interest by the CSOs and Development partners to support their participation in governance processes. The adoption of 50:50 campaign in the run to 2014 tripartite elections has brought about a synergy in form of a network that includes such organizations as the Ministry of Gender, Children and Social Welfare (MoGCSW), the UNWomen, UNDP, and the NGO-GCN. This implies more concerted effort and resource mobilization to support youth and women participation in politics.CMD is partnering with the Socialist Party and the Liberal party of Denmark on the youth project. It is also partnering with the Danish Institute for Parties and Democracy (DIPD) on the women empowerment project.

Capacity Building

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[33] Centre for Multiparty Democracy CMD MEC Consultative Meeting Issues for Discussion May, 2014

Significant initiatives of capacity building seem to have taken root within the political parties themselves and other stakeholders, an opportunity of strengthening operations of political parties as well as targeting the special interest groups like women. Notable triggers in that direction were the training of trainers for monitoring elections, research and issues based advocacy within political parties and implementing agencies. Most of the political parties that benefited from the initiatives have taken them as part of their modus operandi. This response from the project initiatives symbolizes positive aspects that are likely to yielded maximum benefits if well promoted and supported.

3.4.4. Factors beyond control that affected the outcome

Although realizing the project outcome seems to be a reality in the future, it will be a protracted struggle whose achievement is highly influenced by a myriad of social-cultural, economic and political factors whose interplay is highly unpredictable. For instance, the evaluation noted that change of government affected the fast tracking of the enactment of the key legislation as the implementing partner had to begin by redoing the lobbying all over again. The delayed enactment of the PPRRA bill remains a thorn in the realization of the outcome in the foreseeable future.

It appears the project implementing agency also had limitations to further push the enactment of the law due its inability as civil society to compel government institutions act in its favor. In fact, the CMD itself admitted having no muscle to push the enactment of the bill beyond the lobbying initiatives that could not help much.

3.5 Efficiency

Efficiency measures the extent to which inputs contributed cost-effectively to the realization of outputs. The Tore required the evaluation to measure the efficiency of this project in terms of adequacy of the resources in quantity and quality; effective use of resources to produce results and value for money; cost effectiveness of the project; suitability of selected technologies; evidence of observing accountability measures prescribed by UNDP; delivery of government counterpart inputs; cost drivers and solutions suggested and appropriateness of UNDP resource mobilization strategy.

3.5.1. Adequacy of resources in quantity and quality

The evaluation assessed the expenditures against the initial budget for the delivery of each of the outputs and activities planned to ascertain whether the financial resources allocated, were quantitatively adequate. On the whole, the evaluation noted that there was a positive variance between the budgeted funding and actual expenditure on all the five outputs as illustrated in fig 3.1 below.

Fig 3.1: Level of project budget and expenditure variations
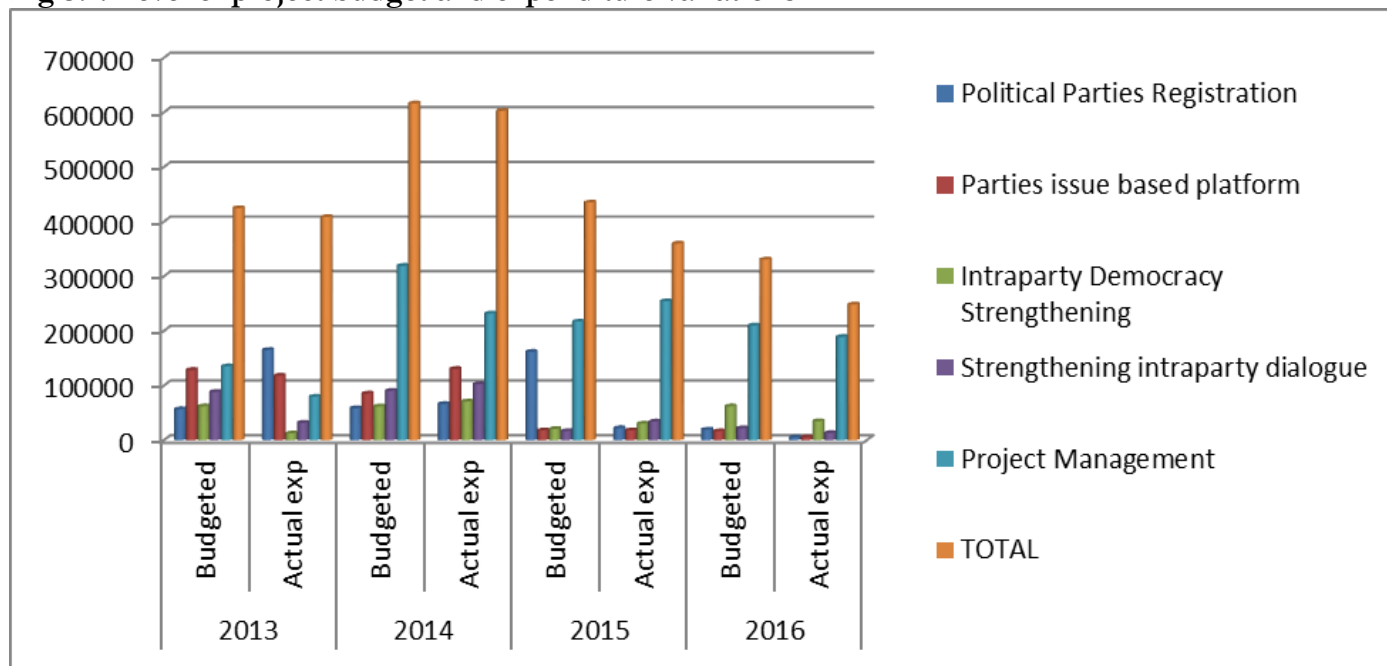
Source: Project financial reports 2013-2016

As indicated in the figure above, there was small positive variation between the total budget and expenditure signifying the adequacy of resources throughout the project implementation period. Throughout the project years, the total expenditure has slightly been lower than the budget implying that adherence to the budget lines has been satisfactory. However, further analysis of the variances on specific activity budgets and expenditures revealed wide variations as illustrated in figure 3.2 below:

Fig 3.2: level of variation between activity budgets and actual expenditures
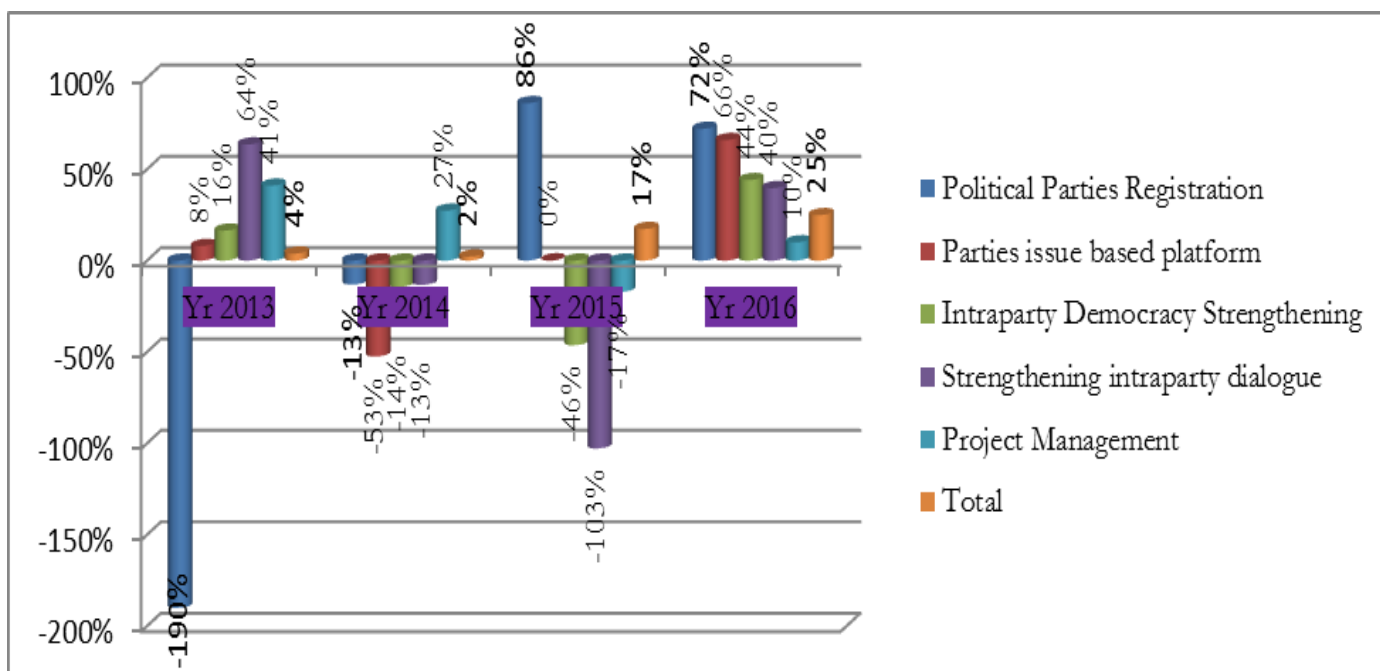
Source: Project financial reports (2013-2016)

Activity implementation in the second and third years had negative variations from the planned budget; a sign of poor financial forecasts although on the other hand reflects flexibility in the budget implementation. The variation levels were significant to have adversely affected activity implementation should there have been inflexible budgets. Analysis of the project's financial performance further revealed that the highest proportion (46.6%) of the project budget was spent on project management. Clarifications on this issue by UNDP country office revealed that off shoot was masked under the programmatic support to CMD not the project itself. This could be attributed to a mix up of financial records. The evaluation noted that both the implementing agencies (UNDP and DFID) and partner (CMD) subscribed to sound financial management principles and practices and have put in place financial systems to facilitate financial prudence with satisfactory emphasis on effective use of resources as further explained in the next sub section.

3.5.2. Effective use of resources to produce results and value for money

Observations made in the reviewed documents and interviews demonstrate effective use of the resources to deliver on the mandate of the project. The target of the effective resource use was to ensure the resources at the project disposal yielded most. The evaluation noted very good approaches and initiatives instituted to ensure effective resource. The notable ones include the radio programs and the social media. For instance, the use of radio programming to run a call in talk shows- Chizani Change was effective compared to other alternative means like TV shows. The radio program offered wide coverage as the radio station selected had wide spectrum coverage and the interactive nature of program evoked discussions, attracted wide

audience because its scheduled broadcast was prime time-; a clear demonstration the most effective resource use   strategy of the project.

The evaluation noted that a number of measures were instituted and followed to realize Value-for-Money. The Annual reports submitted were accompanied by the financial reports. Budgeting and financial disbursements were closely monitored and reported between the executing agency-UNDP and the implementing agency CMD. We noted that prudent financial management and auditing practices were undertaken. The recommendations of the audit were quickly responded to by the implementing agency (CMD) and the funding agency (UNDP). Infect due to strict observance of the value for money it was only minor queries that were raised according to the Audit Report of 2015 and other financial records that the evaluation came across.

3.5.3. Cost effectiveness of the project
Cost effectiveness of the project entails the choice of taking up best least cost alternatives to deliver on the results anticipated of the project. The evaluation noted that due to political sensitivity of the project, there seemed to be no alternative least cost ways the project could have been implemented. It's important to note that bringing together the political parties and supporting them under CMD was the only viable alternative than carrying out a none targeted stakeholder approach to deliver on the results the way it was implemented by the project.

3.5.4. Suitability of selected technologies
Evidence available in the documents and interviews show that in the course of project implementation, various technologies were deployed with varying degrees of   frequency to undertake project activities The technologies deployed include electronic media - Radio, ICT and social media. These technologies proved to have worked effectively and were therefore choices that best suited the project media given the targeting of the activities and beneficiaries. As noted above, the radio was very suitable as   it attracted wide, interactive audience that could not be as tenable if the alternatives like workshops were adopted. This has been particularly so in advancing the agenda on the issues advocacy and civic education. The social media also appealed   to the youth and was   quite handy and proved to be the most suitable tool for   targeting the youth in programming. The evaluation concludes that there could not have been any better suitable technologies to support the project activities other   than those deployed given the efficiency and effectiveness they delivered on the results.

3.5.5. Evidence of observing accountability measures prescribed by UNDP

The evidence found available were the annual work plans, financial and audit reports that conformed to the requirements in terms of standards and regularity as required by the UNDP. The evaluation is therefore happy to report no major deviations in terms of observing the accountability measures as per UNDP guidelines. This clearly demonstrates as discussed above why the cost effectiveness and value for money were met by the CMD the project implementation agency.

3.5.6. Delivery of government counterpart inputs

Documents reviewed showed that CMD had sought the interventions and support of the government funding to the project related activities as way to argument project resources. There was a promise made by the head of state but could not materialize basically because CMD was not a statutory government entity, and could not be entitled to subventions from the national treasury on such grounds. Up to now, the board of the CMD is still exploring avenues on how best it can lobby government to finance CMD activities[34].

3.5.7. Cost drivers and solutions suggested

All the activities were realized within set budgets. The only activity that overshot its budget was the Issues based political parties' platform. The activity overshot its budget by 23,750 US$ and this was attributed to more unanticipated activities intended to realize the critical output before the elections could be held. To deal with the rising costs, some financing parties had to devise extra resources to bridge the gap.

3.5.8. Appropriateness of UNDP resource mobilization strategy

The mobilization strategy by UNDP was appropriate in the sense that efforts were made to bring on board other development partners to support the project initiatives. The bringing on board of DFID was indication of the power of UNDP to marshal effective resource mobilization for the project activities. The only loopholes that of course were not foreseen before was the delayed disbursements of resources from the DFID through UNDP to the implementing agency-CMD. In some instances, it delayed implementation of some project activities but did not affect the results.

3.6. Sustainability

Sustainability measures whether there was a sustainability framework, including an exit strategy, in place for the project. It assesses the measures the project has taken to prepare stakeholders and beneficiaries for continued operations in the event of cessation of funding. It also examines the measures the political parties have undertaken to prepare for changes in funding.

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[34] Minutes Board Meeting November 6th 2015

3.6.1. Assessment of the project's sustainability

The evaluation assessed whether there have been any measures put in place to ensure project sustainability once the project has come to an end.

Our findings reveal that there was no specific exist strategy in place that could guarantee the continuity   of the project activities. However, scrutiny of data available in the course of the   interviews and documents reviewed   point to some outcrops on to which the project can anchor its activities   for sustainability. The evaluation noted that the   existence of the CMD itself provides continuity in many respects. For instance, some of the project activities were aligned in the CMD Strategic Plan 2017-2020 providing an ideal framework and continuity. Further, the   CMD itself has established networks with stakeholders in government   departments as well a civil society and international links in search for funding and networking. There are also projects that CMD is implementing that actually could be   a continuity in line with project activities. These include the Cross Party Local Government Initiative funded by Trilithons and enhancing Women Participation in Politics through mentoring, funded by the Danish Institute for Parties and Democracy[35]. The implementing agency CMD also initiated fundraising networks with   NIMD   which are opportunities related sustainability.

The evaluation noted the project implementing agency has demonstrated technical capacity exemplified in its well qualified staff, and permanent governance structures, focus on niche area, that could be interpreted as an embrace of the sustainability of the project activities.
Respondents and   documents reviewed also attest   to a number of more other sustainability avenues for the project activities. Here below is what was identified:

Capacity acquired by the political parties in dialoguing, campaign on issue based using the policy based approaches was reported as having   set root within political parties and is likely to be maintained as attested to by political party   activists.

 As pointed out by some respondents, the project   has influenced participatory and consensus building in gathering   views for advocacy as well as informing debates on the laws in the making. This has become an attitude changer   with   a cultivated culture that will go on within the political parties and government even when the project comes to an end hence contributing to sustainability of project activities.

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[35] Minutes, CMD Board Meeting held 8th May, 2015.

Use the ICT particularly radio and Social media in activities of the project has served an important eye open to other stakeholders interested in promoting governance processes including the radio station itself. A number of respondents including the implementing agency promised to use the very avenue of mass media in their governance programming hence continuity that will guarantee sustainability of project activities.

3.6.2. Actions to strengthen project outcomes

A number of key strategies and interventions have already been designed to enable the continuation of the project activities aimed towards realizing the project outcomes. Key among these is the CMD 2016-2020 strategy. The strategy clearly points out targeting stakeholders in the political and electoral processes in the country as one of the areas of principle focus. The strategy also clearly spells out that the principle focus of the five years' plan is to ensure it makes critical inroads in areas of research, institutional capacity development, financial sustainability and strengthening partnerships all geared towards improved governance under multiparty democracy in Malawi, the outcome of the project.

3.7. Cross Cutting Issues

3.7.1. Gender Equality targets

Evidence adduced during this evaluation points to multi-pronged strategies and approaches by the project implementing agency(CMD) to mainstream gender equality targets. These approaches and strategies are derived from other projects under the CMD. Networks initiated in that regard have paid off contributing to the project efforts to addressing issue of inclusion of women in politics. Indeed, the efforts seemed to be paying off as evidenced from the increase in number of women that participated in the 2014 elections as demonstrated below quote: *Overall, the total number of women candidates for Parliamentary seats in the country is 269. Out of this number 149 women candidates are contesting on party tickets. This means that 112 women candidates are contesting as independent candidates. The total number of women candidates for Local Government seats is 417. Out of this number 198 women candidates are contesting on party tickets, with 219 women candidates contesting as independent candidates[36].*

The 50:50 campaign for women has brought together coordinated efforts where CMD is a member of the Technical Working Group on the two projects/programmes being implemented by the Ministry of Gender in partnership with UNDP- the Political Empowerment of Women (PEW). CMD is also a member of the project on Women's Active Participation in Politics and Decision-Making with support from the Danish

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[36] First Quarter January-March, 2014

Institute for Parties and Democracy (DIPD). Such positioning of the project implementing agency is critical in promotion of gender parity and continues to   form an important link pin in the promoting the agenda of women inclusion thus contributing   to project outcome[37].

As the evaluation   leant while interacting with respondents, that there have been tailored   programming initiated during the project to specifically support women participation in political parties. This initiative by CMD has   encouraged the inclusion of women in political parties for example the inclusion of women in Board meetings and the rule   that for each   party representation with CMD   one of the three members had to be a woman[38].   This fostered women inclusion but it's too   early for the evaluation to judge that there has been increased women participation.

Women aspirants to political office in Malawi face several constraints and challenges from within their parties and the electorate at large. According to some women Political activists interviewed, despite the existence of women's wings, women appear largely to be marginalized from the mainstream political leadership indicating that Parties are dominated by Men and patriarchy mindset hence rendering women to mere ceremonial figures who end up composing music and dancing for men during political activities.

While there are no formal barriers to women participating in politics, there are considerable informal barriers, nonetheless, that prevent women from playing their due role those that go through the race encounter a lot of challenges. Most women who have chosen to run for office have been the victims of vicious attacks on their moral character. All parties cited cultural and financial barriers as the main obstacles to women's participation in politics as equals.   These barriers are also reflected in the male-dominated party structures where many men continue to see women as a threat, rather than an equal partner and valuable resource in building support for the party. On the positive side, some parties were found to be electing women in important decision positions as well as attending trainings and exchange visits.

While the barriers to women's political participation are deeply rooted in society overall, more could be done within the parties themselves to promote women to leadership positions. Political parties play decisive roles, especially in multi-party systems and in the transition to democracy, and reforms by the leading political parties would send strong signals to the electorate and help transform their attitudes towards women candidates who would in turn feel more committed to the party.

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[37] Quarterly Progress Report, January- March, 2016
[38] Quarterly Progress Report, April-June, 2016

The Gender Equality Act 2013 includes clauses to increase the role of women in political parties that will provide strong incentives for change such as Clause which stipulates ratio of 60:40: The proposed legislation can be a strong basis for advocates to promote policy changes in the parties.

The women's organizers indicated a strong interest in having their women's wings acquire the organizational and advocacy skills necessary to formulate policies to increase women's participation and to initiate a sustained campaign to promote them. Based on the assessment, it seems there are men in the party who would support their efforts.

3.7.2. Women and Youth empowerment targets

CMD Strategic Plan 2016-2020 has well laid out strategic interventions that chart a streamlined path for promoting women and youth in politics, as well as addressing inequalities, in general, on the political front. CMD hopes to continue its work with key stakeholders to strengthen legislation and policy on political party registration and electoral processes[39] and mainstreaming issues to do with youth participation in politics.CMD partnership with the Liberal and Socialist parties of Denmark has come with a new project   that will address such issues. Under the upcoming project arrangement, an exchange visit to Denmark was organized for representatives of youth wings in Malawi. It's expected that the new project will take shape to champion issues of youth representation[40].

3.8. Lessons learnt

Critical lessons have been learnt that could inform future programming. The lessons are listed and elaborated upon here below:

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[39]

[40] Quarterly Progress Report, July -Sept-2016.

Evidence based planning

- One major lesson during the design is the evidence based planning. The project was inspired and informed by the benchmarking study. Since the design followed an identified need, implementation was a response to that need. Thus project implementation is enhanced if the designed was informed by evidence of the problem and need. The benchmarking study in this case provided the analysis of the problem.

- More time and care are needed during the design to define and refine indicators both at output and outcome level. At the project design most indicators were hinged on passing the PPRRA bill which proved otherwise during implementation.

Mainstreaming results based management is very key

- Results based project management has to be mainstreamed at both the IP level but also the funding partners. There have been moments where attention has been focused on why a certain activity hasn't been done instead of looking at a higher level outcome. E.g. output 2 activity result 2 action 1 (training in Communication) was never done because dissemination of issue based platforms was achieved satisfactorily under debates and the dissemination of inserts and brochures. This training would not add value to the outcome but despite not doing that, the expected result was achieved.

- Story telling is a useful tool that could be useful at informing evaluation on the level of results achievement

Documentation of events and activities very key to monitoring and evaluation of project activities

- Documentation is critical for keeping track of developments in the environment such as major socio-political developments that occur   to enable a project implementing agency navigate any challenges that may occur along the way but were   not   earlier on anticipated. Also documenting preliminary indicators along the way during monitoring activities makes reporting easier at a later date especially end of term evaluations.

Joint monitoring by project stakeholder timely measure for corrective measures

- The need for active joint monitoring of the implementation of the planned activities by the partners is critical. For example, the joint monitoring between UNDP and CMD has ensured that the project is on track and where possible it guarantees timely corrective measures. Additional monitoring visits by DFID and UNDP leadership gave a boost to project implementers at the local level to work harder.

Media critical tool for success of key project activities

- The media is a critical tool and ally in the field of advocacy and public relations and exploration of innovative ways to exploit that potential is critical to achieving a lot by the implementing agency. Media especially the radio where reading culture is low has a multiplier effect in terms of mileage it can crate in activities related to advocacy and civic education campaigns.

Pro-active engagement with stakeholders so that they appreciate political environment is important for enlisting critical support.

- There is need to proactively engage Development Partners in order to understand the political environment since some political dynamic processes were taken for granted during the project design. Proactive engagement with partners has the beauty of being demand driven and can support derived therefrom can be better tailored to the needs of the recipient with high possibilities of creating more impact for the project in the long run.

4.0 CONCLUSIONS AND RECOMMENDATIONS

This section presents the conclusions and recommendations derived during this end of term evaluation.

4.1. Conclusion

- The project made significant in-roads towards the realization of the outcome despite the challenging environment in which it was implemented. Notable challenging aspects of the environment were the way it touched on the sensitive nerve centers like the pursuit to enact the PPRRA bill but there is glowing hope that soon or later the bill will enacted into law in the near future.

- The project made progress towards addressing the problem for which it was designed. It was able to build the capacity of political parties to participate in the democratic process of the country through interparty dialogues platforms and issues based campaigns as well as the trainings and awareness undertaken by the project. The executing modalities of the project as laid down by UNDP the executing agency and MDC as the implementing partner was strategic but it can still be improved as indicated in the recommendations.

- The intended objectives and outputs of the strengthening the political project as outlined in the project document were achieved, both by way of implementation, targets and intended results/effects realised with an exception of the PPRRA act. It's important to note a firm foundation has been well laid down by the MDC the implementing agency in conjunction with government and relevant departments to have the bill tabled in parliament. The project activities as set were adequate to realize the outputs and they contributed to the measure of effectiveness of the project.

- The project was in line with defined needs of the political parties and other stakeholders. It can thus be said that it was justified and relevant in both the Country context as well as the context of the executing agency UNDP's and the implementing partner CMD. The project contributed to the governance programme objectives of the UNDP Country programme and MGDS II. It was also relevant and in line with the strategic objectives of MDC as a national CSO championing the promotion of good governance. Thus the project rightly placed the Political Party needs on the national agenda towards better multiparty governance.

- The implementation of the project generated good lessons that not only inform improvement of the project in the remaining period but also for future programming to support politically sensitive projects in the future

- A key sustainable aspect of the project is the capacity built for political parties and its membership especially the women, youth. CMD itself as the implementing agency has immensely benefited through recruitment of competent staff Although continuation of activities will not be possible without additional funding, skills and knowledge gained will be sustainable benefits to political parties and key government agencies like the Malawi Electoral Commission with of course a multiplier effect that cannot be under estimated.

4.2. Recommendations

The evaluation thus recommends the following:

For better measurement and evaluation of results, implementing partners and funding agencies need focus designs that aligned to SMART verifiable indicators

- Future project designs should tailor indicators to verifiable SMART indicators for better measurement of project results and outcomes. UNDP /DFID and CMD should consider adopting designs that tailor indicators clearly refined in both qualitative and quantitative measurements that correspond well with SMART indicators criteria for ease monitoring and evaluation of the project results. This experience is drawn from the way some indicators of the project were designed that rendered them fall short of being verified using SMART indicators. For example, although quantitative measurements of indicators were critical aspects they were not robust enough to bring out the qualitative change of the result area which is action oriented in SMART terms.

There is need for concerted and coordinated efforts between implementing partner and stakeholders for continued capacity building efforts that goes hand in hand with mentoring in the remaining project period and beyond

- To further facilitate efficiency in implementation of project activities in the remaining period, CMD can consider capacity building initiatives targeting lower levels of political party structures such as constituency and area branch leaders and upstream in a manner that is cascading to ensure a coherence of capacity building efforts within political party structures from the national to local level.

- Funding agencies UNDP/DFID need to mobilize more funding specifically aimed at supporting capacity building for all structures of political parties at all levels

- Learning from the past experience, CMD should ensure that selected beneficiaries for training are scrutinized to fit the set criteria to avoid wastage of resources and better impact.

- CMD can tailor training curriculum to be comprehensive that includes mentoring component, user-friendly learning materials written in **vernacular** languages such as Chichewa, Mtumbuka, and Yao to cater for rural beneficiaries This material used could be durable in form to ensure use for reference overtime by beneficiaries and sustained skills development. This strategy will enable the critical mass of party followers to acquire skills and knowledge.

- There is need for CMD to integrate training programme into the electoral cycle which could be a critical step to support political parties if premised on the understanding that elections are not a one off event but rather a process.

- In the remaining project period, there is need for directly disbursement of funds to CMD by DFID once the progress reports and QWPs/AWPs have been approved by UNDP/DFID to avoid delays in implementation of activities.

There is need for the project and its successors to establish long term partnerships with service providers and stakeholders for better results

- CMD should consider establishing long term partnerships with media houses to promote radio (or public debates) debates in between elections to help parties show case their policy positions to a wider audience. This approach could enable some parties, especially smaller ones that do not have the financial means to disseminate their policy positions widely over sustained periods. Radio has proved effective as opposed to print media that is restricted by high literacy levels in Malawi.

- There is need for UNDP/DFID to consider supporting the CMD with more funding to enable it scale up the results in terms of increasing geographical coverage and targeting inclusion of more youth and women in political party activities down to the district level.

- Using the CMD platform, UNDP/DFID should consider supporting initiatives that promote the institutional interface of stakeholders that comprise political parties, parliament and government given the success derived the was PPRRA bill was initiated. This is because political parties provide the vehicle through which candidates get elected to Parliament while the work of Parliament is central to the realization of party policies and party electoral promises. The networking born out of the

avenue can be used by the political parties to lobby development parties for funding by demonstrating their contribution through such network.

For the remaining project period, there is need for deployment of multimedia strategy to expand the reach of project results

- CMD can initiated long term collaborations with Radio and Television stations to run policy platforms and political party candidates debates to enable populace participate in matters that affect them

- CMD can also support social media platforms as an avenue through which political parties can reach out to the youth and women

- There is need for CMD to support political party secretariats by strengthening and supporting their IT systems and data bases as well as equipping staff with skills to run them.

- For the remaining project period, UNDP need to ensure timely release of funds to CMD to avoid project activities lagging behind which tends to derail project efficiency brought about by inflationary pressures

There is need for continued observance of prudent financial management by the implementing agency to ensure trust and attract more funding from Development Agencies

- CMD could continue demonstrating observance of rules and guidelines to ensure value for money at all times and timely delivery of results. Prudent management of funds creates trust and is a sure to attract continued funding of CMD programmes.

There is need for creation of a basket resource fund to support sustenance of project results both in the remaining period and in the future.

- UNDP/DFID in partnership with other development partners need to initiate a funding basket that can support the project related activities in future for sustainability of the project results. For example, the CMD Strategy 2016-2020.

- CMD can tap into the basket funding and implement a bilateral funding framework that would assist political parties in a number of ways that include holding regular party conventions, training their monitors who monitor elections, and reviewing their manifestos and constitution when need arises as well as procurement of IT technologies for their secretariats

There is need for quality assurance mechanism that goes hand in hand with capacity building for political parties to ensure sustained results

- CMD and its political party membership need **to come** up with quality assurance certification criteria aimed at continuous assessment of the extent to which political parties' in house institutionalization is being observed and promoted. This could be a practical way of promoting good governance within political parties thus in the long run to foster functioning multiparty dispensation in Malawi.

- There is need for **CMD** to support Political parties in undertaking in-house research and documentation as a step towards acquiring capacity to meaning fully engage with external stakeholders and informed decision making. The support would focus on technical training and mentoring political parties to establish and deepen their research capacity. This is because they need to have credible in house research capacity which is instrumental in facilitating meaningful engagement with external stakeholders and making critical policy decisions and choices.

Cross cutting issues

There is need for specific targeted inclusion and support to women and youth in governance programmes especially political party structures to offer them opportunities for active participation in electoral processes

- CMD could consider targeted and encouraging support to women and youth activities in the respective beneficiaries through holding various conferences in the respective constituencies of their interest to drum up support that would eventually see more women and youth becoming MPs/Councilors. This would supplement achievement of the 50-50 campaign on the part of women representation in parliament.

- Once the PPRRA bill becomes an Act, CMD and its media partners need to develop a costed multi-media communication strategy for popularizing the PPRRA Act hand in hand with the Gender Equality 2013 Act.

5.0 ANNEXES
Annex 1-List of the Persons Interviewed

Summary of the Field Visits

Annex 2-List of Documents Reviewed

1. Audit Report for the year ending 2015-project- Strengthening Political Parties Project –UNDP and MDC 1st January 2015-31st December 205
2. Blessings Chinsing-Benchmarking core capacities and capacities of political parties in Malawi, July 2011 prepared for CMD
3. Centre for Multiparty Democracy – Malawi Collaboration on the Reactivation of MPLCs Selection Criteria
4. Centre for Multiparty Democracy Strengthening Political Parties Project Third Quarterly Report July to September, 2016
5. CMD Annual Work Plan 2015
6. CMD Strategic Plan (2012-2016)
7. CMD Strategic plan 2012-2015, Second Draft
8. CMD-In between the Ballot-Multiparty Liaison Committees-activities to realize Output 4: Platform for Interparty Dialogue Strengthened to promote transparency & accountability and enhance credibility and legitimacy of political parties
9. CMD-Multiparty Liaison Committees active ratings- Output 4: Platform for inter-party dialogue strengthened to promote transparency & accountability and enhance credibility & legitimacy of political parties Indicator 1: Number of districts where Multiparty Liaison Committees (MPLCs) are reactivated-n the run-up to the May 2014
10. First Quarter Report January to March, 2016- Strengthening Political Parties Project 00071927
11. Malawi: 2014 general elections Key issues from political party manifestoes
12. Ministry of Justice Draft: Political Parties Bill, 2016
13. Minutes for MPLC meeting for Nyanja District on 1st October, 2015
14. Minutes of the second CMD-Malawi Board Meeting-held at Sun N Send Holiday Resort, Mangochi-on 8th May, 2015
15. Minutes of the third CMD - Malawi Board Meeting held at Sun N Send Holiday Resort, Mangochi- on 6th November, 2015
16. Nyanja MPLC 2nd October, 2013- Review of registration exercise
17. Quarter Report-April to June, 2016- Strengthening Political Parties Project 00071927
18. Strengthening Political Parties Project Annual Work Plan 2016
19. Strengthening Political Parties Project Malawi 2013-2016- Project Support Document January 2013
20. Terms of Reference End of Term Evaluation-Strengthening Political Parties Project- Project ID: 00071927
21. Catholic Commission for Justice and Peace; a Nation in Search of Redemption a Media and Advocacy Statement from the Catholic Commission for Justice and Peace 11th November, 2016
22. January to July 2015 Progress Report
23. Second Quarter Report for September, 2013
24. Strengthening Political Parties Project Report October, 2014

Annex 3: Data Collection Tools

a) Self-Assessment Questionnaire –
Introduction:

This self-Assessment tool is intended to collect views of the stakeholders of Strengthening Political Parties Project targeted (2013-2016) at State and Non-state actors and other relevant stakeholders to inform the project evaluation which is under way. The tool has been structured in the light of key evaluation variables; Design and Relevance, Implementation/efficiency, Efficiency, Effectiveness, Sustainability; and key lessons and actionable recommendations. The results of this evaluation are intended to inform stakeholders as well as future decisions in design, implementation and management of similar interventions.

This tool is designed to provide guidance to generate discussions and presentations on the data requirements for this evaluation. You are therefore free to add any other issues and concerns you feel pertinent to this evaluation.

Evaluation themes/questions	Responses
Theme 1: General information	
Name of the institution/Organization	
Type of institution/Organization	
What criteria were used in the selection of your institution/Organization?	
To what extent did the criteria above ensure effective participation in the activities of the project? Give justification.	
What is your institution's/organization's mandate?	
What is the basis of the institution's/organization's mandate? Presence of TOR/MoU and other Programme documents from which the institution's/organization's derive its powers.	
Give a brief description of the institution's/organization's work.	
What challenges have the	

institutions/organization's faced in the execution of its mandate?	
Theme 2: Design and relevance	
How did you identify the targeted beneficiaries? How did you formulate the outcomes and outputs of the project?	
How is the project relevant to your activities?	
How did the project build the capacity of your organization to deliver on its mandate? *Please, indicate capacity built in terms of technical, human resource, financial resource etc.*	Human resource:
	Technical:
	Financial:
	Other areas where capacity was built
What key lessons have you noted from the project during the design and implementation? *For the lesson learnt the presentation should cover; problem analysis, design of the response strategy and evidence that the lessons can inform effective implementation of the project in the remaining period.*	Lessons learnt:
	Lessons to adopt in the remaining project period:
Theme 3: Project achievements and challenges.	
What are the key outputs of your results group?	
What interventions have you undertaken to achieve the above outputs?	
Using as Likert scale of 1-5 rate the level of group's achievement. *Give supporting evidence.* **Keys:** Very satisfactory (85-100%) Satisfactory (70-84.9%)	

Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%)	
To which factors would you attribute the above level of achievement?	
How do you capture performance data?	
Of the strategies employed to achieve the outcomes, which one(s) has/have work well/not and why?	What has worked well:
	Why:
	Key lessons learnt:
	What has not worked:
	Why
	Key lessons learnt:
What challenges has your institution/organization faced during the execution of its mandate?	

Theme 4: Programme analysis using OECD/DAC evaluation criteria; relevance, effectiveness, efficiency and sustainability?	
Relevance	
To what extent is the Strengthening Political Parties Project outcome aligned with national development priorities? **Give a comparative assessment.**	
What strategies were undertaken at the project design level and throughout implementation to ensure that the Strengthening Political Parties Project outcome rhymes with national development priorities?	
What are the strengths and weaknesses of the strategies employed to ensure relevance to national development? What lessons can be learnt from the experience?	Strengths:
	Weaknesses:
	Key lessons learnt:
Is Strengthening Political Parties Project outcome still relevant to national development and why?	
What more can be done to ensure proper alignment of Strengthening Political Parties Project with national development priorities?	
Internally, how would you rank the level of consistence between the project interventions and strategies and the expected project results at the outcome level? **Keys:** Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%)	

Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%) ***Give supporting evidence.***	
Effectiveness	
What output level results relevant to your institutions/organization's mandate have you actually realized? **Give supporting evidence.**	**Output 1: Revised Political Parties Registration and Regulations Act enacted by the National Assembly by December 2014**
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
	Output 2: Political Parties' Issue Based platforms for 2014 Elections developed and disseminated
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
	Output 3: Governance structure for political parties developed to foster transparency and accountability by December 2015;
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
	Output 4: Platform for inter-party dialogue strengthened to promote transparency & accountability as well as

	enhance credibility and legitimacy of political parties at all levels;
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
	Output 5: Effective and Efficient Management, partnership formation and M&E of the project.
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
Under your institutions/Organization's work, have there been any unintended results? If yes, how have they affected national development?	Unintended results:
	Effect on national development: Positive: Negative:

With supporting evidence, how would rank the extent to which the overall project outcome has been achieved? **Keys:** Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%)	
What factors can explain the level of the overall project outcome achievement?	Facilitators:
	Inhibitors:
What key lessons and best practices can be drawn from the experience?	Key lessons:
	Best practices:
Efficiency: The extent to which outputs were achieved with the appropriate amount of resources and maintenance of minimum transaction costs.	
Have there been any variations between the institutions/organization's budget and actual expenditure? If yes, what have caused the variations and what corrective measures have been undertaken?	Level of Budget-expenditure variations:
	Causes of the observed variations:
	Corrective measures:
With specific evidence, what are the efficiency gains of UNDP and DFID support approach?	

What deliberate measures have been embedded in the project design and implementation to ensure value for money?	
With supporting evidence, how would you rate the level of success of the above value for money measures? **<u>Keys:</u>** Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%)	
What do you consider to be the key strengths, weaknesses of and gaps in the available financial management systems and gaps?	Strengths: Weakness: Gaps: Key lessons:
What recommendations would you give to strengthen project efficiency?	
Sustainability: The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.	
What sustainability strategies have been embedded in the project design and implementation? *Bring out elements of national ownership of the programme, stakeholder participation and national contribution and national capacity to sustain the project benefits.*	
How would you rank the extent of benefit continuity? **<u>Keys:</u>** Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%) **Give supporting evidence.**	

What factors have/likely to facilitate/hinder benefit sustainability? *Discuss the strengths, weaknesses, opportunities and threats of sustained project benefits.*	Strengths of sustainability strategies:
	Weaknesses of sustainability strategies:
	Opportunities to benefit sustainability:
	Threats/challenges to benefit sustainability:
Give actionable recommendations for benefits sustainability.	Action recommendations for benefits

Theme 5: Inclusion of women and youth during project design and implementation

	How inclusion of women and youth targets have been set in design and extent to which they were achieved in implementation
	How women and youth empowerment targets has been set in design and extent to which they were achieved in project implementation
	How gender parity targets have been set in design and extent to which they were achieved in project implementation

Theme 6: Lessons learnt in the design of the project, implementation, sustainability or exit strategies and partnership arrangements to inform future programming;

	Lessons learnt in design of the project
	Lessons learnt in implementation of the project

	Lessons learnt for sustainability of the project
	Lessons for improving the implementation of the remainder of the project
	Lessons for partnership arrangements to inform future programming
Theme 7: Recommendations for improvement of on the design of the project, implementation, sustainability or exit strategies and partnership arrangements to inform future programming;	
	Design improvement
	Implementation improvement
	Sustainability or exit approaches
	Partnership arrangements for the future

b)   Key Informant Interview Guide

1	District	
2	Respondent Category	
3	Institution/Organization	
4	Position in the Organization	
5	Date of the Interview	

Introduction

Hello,

My name is ……………………I have been contracted to lead the final evaluation of the Strengthening Political Parties Project 2013 2016. The purpose of the evaluation is to assess the project performance to date.

Your agency was selected on the basis of being a key partner and stakeholder in the project. You are requested to freely provide information that will enable the achievement of the evaluation objectives and your views and opinions shall be treated with utmost confidentiality. To ensure this, the names of the respondents shall not feature anywhere in the report.

The interview takes about 30- 35 minutes and you are free to stop to stop the interview at any point should you deem yourself unable to continue with it.

A-Design and Relevance

1. How effective was the design of the project?
2. How does the project address the development challenges of Malawi?

B-Implementation/ efficiency

1. How was the project implemented?
2. Who were the key actors in the project implementation?
3. What were the key successes and challenges registered by the project?
4. What would you consider as the best and worst practices during project implementation?

C-Efficiency:

1. How adequate were the projects allocated for the implementation of the project?
2. To what extent did the partners honor their obligations to resource contribution for the project?
3. To what extent were resource management procedures observed including value for money requirements?
4. How suitable were the technologies deployed to improve efficiency during project implementation?

Defectiveness:

1. What have been the major project achievements so far?
2. What has been   the contribution of UNDP and DFID towards realization of project outcome?
3. What factors beyond the control of the implementing partners that have influenced the outcome of the project?
4. Suggest ways on how the project can be effective in the future

E-Sustainability

1. What are the indications that the project achievements will be sustained?
2. Suggest practical ways in which project outcomes can be carried in the future

F-Cross cutting issues

1. How were gender equality targets promoted in the design and implementation of the project?
2. How was women and youth inclusion and empowerment targets promoted in the design and implementation of the project?

F-Lessons learnt and best practices

1. What have been the best and worst practices in addressing issues related to design and relevance,

   performance and success of the project?

G-Recommendations

1. What corrective actions do you recommend for the design, implementation of similar   projects in the future?
2. What are the appropriate actions to follow up or reinforce the benefits of the project?
3. What are your proposals for future directions underlining remaining part of the programming of the project?

b) FGD GUIDE- Categories-Partners, Relevant Stakeholders and Targeted Beneficiaries

A-Design and Relevance

3. How effective was the design of the project?
4. How does the project address the development challenges of Malawi?

B-Implementation/ efficiency

5. How was the project implemented?
6. Who were the key actors in the project implementation?
7. What were the key successes and challenges registered by the project?
8. What would you consider as the best and worst practices during project implementation?

C-Efficiency:

5. How adequate were the projects allocated for the implementation of the project?
6. To what extent did the partners honour their obligations to resource contribution for the project?
7. To what extent were resource management procedures observed including value for money requirements?
8. How suitable were the technologies deployed to improve efficiency during project implementation?

D. Effectiveness:

5. What have been the major project achievements so far?
6. What has been   the contribution of UNDP and DFID towards realization of project outcome?
7. What factors beyond the control of the implementing partners that have influenced the outcome of the project?
8. Suggest ways on how the project can be effective in the future

E-Sustainability

3. What are the indications that the project achievements will be sustained?
4. Suggest practical ways in which project outcomes can be carried in the future

F-Cross cutting issues

3. How were gender equality targets promoted in the design and implementation of the project?
4. How were women and youth inclusion and empowerment targets promoted in the design and implementation of the project?

F-Lessons learnt and best practices

2. What have been the best and worst practices in addressing issues related to design and relevance, performance and success of the project?

G-Recommendations

4. What corrective actions do you recommend for the design, implementation of similar   projects in the future?
5. What are the appropriate actions to follow up or reinforce the benefits of the project?

6. What are your proposals for future directions underlining remaining part of the programming of the project?

- *ToR*

Annex: 5 Terms of reference

Strengthening Political Parties Project

Project ID: 00071927

End of Term Evaluation

Terms of Reference

Context:

1.1 Background

The project is designed to support the development of accountable and institutionalized political parties in Malawi so that they become meaningful players in the consolidation of democracy.

To achieve this broad objective, the project has been supporting the review of the Political Parties (Registration and Regulation) Act as a legal framework within which political parties in Malawi operate. The project has also been supporting the entrenchment of issues-based politics through the policy development training sessions provided to political parties. Following the electoral cycle management approach, the Centre for Multiparty Democracy (CMD) has been pursuing this drive in between elections so that political parties can grow and get entrenched in issue based politics, other than just doing that for the sake of the elections. Further, as CMD continues to play its role as a platform for dialogue for political parties, the project has been supporting the nurturing of the interparty dialogue space. This is in realization that politics is indispensable

for the achievement of a developmental state, and that interparty dialogue has a potential of being a vehicle for the negotiation and the construction of an effective democratic order that leads to such a developmental state.

In furthering the culture of dialogue, the project has been supporting the engagement between political parties and the Malawi Electoral Commission. Again, following the electoral cycle approach, the project has been supporting political parties in CMD to continue the interaction with the Electoral Commission, in between elections so that they can continue to build on the positives that were registered in the previous cycle, and continue working on whatever outstanding issues that may be there. In the same spirit, the project has been supporting CMD to work with the Multiparty Liaison Committees and this support was meant to continue even in between elections so that the culture of dialogue can continue.

The project was also expected to strengthen organizational structures of political parties to ensure stable and functioning secretariats, which are very critical for the progressive institutional and organizational development of the political parties.

The project commenced in 2013 and is expected to close in December 2016 with a total estimated cost of USD 2,800,000.00 and out of this USD 1,600,000 was committed. Funding is provided by Department for International Development (DFID) and the United Nations Development Program (UNDP). The project is implemented by the CMD, an inter-party dialogue platform established in 2005.

Project Outcome and outputs

The Strengthening Political Parties Project is aligned to United Nations Development Assistance Framework (UNDAF) (2012-2016) outcome 4.1 "National institutions foster democratic governance for all, especially women and children by 2016".

UNDAF AP Output 4.1.1: Democratic Governance Sector Strategy Operationalized.

Expected Project Outputs:

Revised Political Parties Registration and Regulations Act enacted by the National Assembly by December 2014;

Political Parties' Issue Based platforms for 2014 Elections developed and disseminated;

Governance structure for political parties developed to foster transparency and accountability by December 2015;

Platform for inter-party dialogue strengthened to promote transparency & accountability as well as enhance credibility and legitimacy of political parties at all levels;

Effective and Efficient Management, partnership formation and M&E of the project.

EVALUATION PURPOSE

The purposes of the end of term evaluation are to:

- Determine the extent to which the outcome and outputs of the project have been achieved;
- Assess UNDP's and DFID's contribution to the project outcome;
- Document the achievements and lessons learnt during the course of implementation to inform future decisions in design, implementation and management of similar interventions.
- Assess the effectiveness and efficiency of the delivery channel and determine whether the delivery channel was fit for purpose.
- Determine the extent to which value for money was achieved throughout project implementation

The main users of the evaluation results include:

The Programme Steering Committee;

Centre for Multi-Party Democracy (CMD);

Political Parties with representation in Parliament;

National Peace Architecture Secretariat;

Public Affairs Committee (PAC);

Malawi Electoral Commission;

Malawi Government;

UNDP;

DFID.

THE SCOPE AND OBJECTIVES OF THE EVALUATION

Evaluation Scope

The evaluation should focus on all the five outputs to assess the extent to which the expected results have been achieved. To effectively achieve this, the evaluation is expected to be guided by the **Theory of Change (TOC)** within the **Political Economy framework** which is critical in unearthing central processes or drivers that generate change at different levels. The evaluation is expected to identify some processes or drivers that potentially generated the success or failure of the program. The TOC is further expected to include the analysis of stakeholder involvement and collaboration in the sector within which the Centre for Multiparty Democracy operates. In addition, the evaluation will assess the contribution of the project steering and technical committees in the effective delivery of the project.

The objectives of the evaluation are to:

- Assess and analyse the progress made by the project to date towards achieving the project outcome, goal and outputs and the extent to which these results will be sustained after project closure.
- Examine and analyse factors which have positively and negatively impacted on achievement of project outputs and outcome;
- Assess the relevance of the outputs to the effective achievement of the outcome and goal;
- Assess the relevance and adequacy of the project outcomes and goal to address political challenges in the democratic governance sector.
- Assess the adequacy of the scope of the project interventions relative to the objectives of the project;
- Assess the extent to which Centre for Multiparty Democracy support Multi-Party Liaison Committees in promoting interparty dialogue and reduce political conflicts in relation to Malawi Electoral Commission (MEC).
- Assess the effectiveness of institutional arrangements, sustainability arrangements and partnership strategies;
- Assess extent to which the existing financial, political and regulatory frameworks support the operation of political parties represented in the National Assembly;
- Provide recommendations and document lessons on the design of the project, implementation, sustainability or exit strategies and partnership arrangements to inform future programming;
- Distil lessons for future programming and improvement in planning for the remainder of the programme.

EVALUATION CRITERIA AND QUESTIONS

Evaluation Criteria

The evaluation will use standard evaluation criteria to assess its performance, which includes relevance, effectiveness, efficiency, impact and sustainability.

4.2 Evaluation questions:

In order to meet the objectives and purpose of the evaluation, the evaluators will among other tasks answer the following questions:

4.2.1 Design and Relevance:

Whether the problem the project addressed is clearly identified and the approach soundly conceived;

Whether the target beneficiaries of the project are clearly identified;

Whether the outcome and outputs of the project were stated explicitly and precisely in verifiable terms with SMART indicators;

Whether the relationship between outcome, outputs, activities and inputs of the project are logically articulated and relevant to address the problem addressed in the project.

Whether the project is relevant to the development of intra-party and multiparty democracy in the country;

Given the capacity building objectives of the project, how effective were the project's capacity building interventions?

4.2.2 Implementation/efficiency:

Whether the management arrangements of the project were appropriate and analyze the institutional arrangements put in place including coordination arrangements, financing arrangements and actual implementation;

What major factors affected project delivery and propose appropriate interventions to address them.

The fulfillment of the success criteria as outlined in the project document;

The responsiveness of the project management to significant changes in the environment in which the project functions (both facilitating or impeding project implementation);

The monitoring and backstopping of the project as expected by the Government and UNDP;

The Project's collaboration with the public and private sector, faith groups and civil society, if relevant;

The role of UNDP CO and its impact (positive and negative) on project delivery

4.2.3 Efficiency:

Whether the project resources (financial, physical and manpower) were adequate in terms of both quantity and quality;

Whether the project resources are used effectively to produce planned results (Are the disbursements and project expenditures in line with expected budgetary plans) and how the project incorporated value for money principles?

Whether the project is cost-effective compared to similar interventions;

Whether the technologies selected (any innovations adopted, if any) were suitable;

Whether there is evidence to support accountability of the project (to be used by UNDP in fulfilling its accountability obligations to its development partners); and

The delivery of Government counterpart inputs in terms of personnel, premises and equipment.

What were the main cost drivers and how these drivers could be abated?

Assess whether or not the UNDP resource mobilization strategy for the project was appropriate and effective.

4.2.4 Effectiveness:

What are the major achievements of the project vis-à-vis its outcome and outputs, performance indicators and targets?

Whether there is evidence of UNDP contribution to the outcome of the project.

Whether there is evidence of DFID contribution to the outcome of the project.

What are the potential areas for project success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.

Given an opportunity, what actions the evaluator(s) would have recommended to ensure that this potential for success translated into actual success.

Any underlying factors, beyond control, that influenced the outcome of the project.

Have there been any unplanned effects/results?

4.2.5 Sustainability

Assess whether or not the project's achievements are sustainable?

Is there an exit strategy for any of the elements of the project?

What should be done to strengthen sustainability of project outcomes?

EVALUATION METHODS

The evaluator should provide details in respect of:

Review of project documentation. Review of key project documents such as approved project document, recent studies, reviews, project monitoring documents, disbursement reports, progress reports and other information available with implementing partners.

Construct a theory of change, identify detailed evaluation questions, methods (mixed methods) and instruments, stakeholder mapping, etc.

Data collection: (i) visits to selected stakeholders to carry out in depth interviews, inspection, and analysis of project activities; (ii) phone interviews and performance data surveys of institutions not visited in person; For each of these interviews, the consultants should first develop and present their ideas for the content and format of the interview forms that will be applied to capture the information required, as well as the method to be used in administering them and tabulating the results.

Analysis: Data triangulation and analysis triangulation to validate evidence and arrive at findings.

The evaluator will be expected to develop and present detailed statement of evaluations methods/approaches in an inception report to show how each objective, evaluation question and criterion will be answered.

IMPLEMENTATION ARRANGEMENTS

The Responsible Institutions and Citizen Engagement (RICE) Portfolio Manager will provide the overall oversight to the project evaluation and ensure timely delivery and satisfactory final product.

A reference group will be established to assist in key aspects of the evaluation process including reviewing evaluation Terms of Reference, providing documents, providing detailed comments on the inception and draft evaluation reports and dissemination of evaluation findings, lessons learnt and recommendations.

The Programme Analyst responsible for the Strengthening Political Parties Project will support the Evaluator on a daily basis with respect to providing background information and progress reports and other documentation, setting up stakeholder meetings and interviews, arrange field visits and coordinating with the IP. The Programme Analyst will be supported by the UNDP M&E Specialist to ensure that the evaluation meets the expected UNDP standards.

 The Evaluator will have the overall responsibility for the conduct of the evaluation exercise as well as quality and timely submission of reports (inception, draft, final etc.).

 The Evaluator will be expected to be fully self-sufficient in terms of office equipment and supplies, communication and accommodation. Furthermore, the evaluator will be expected to familiarise themselves with the United Nations Evaluation Group's standards and norms for conducting project evaluations.

The Evaluator will provide the RICE Portfolio Manager with regular updates and feedback.

DELIVERABLES

Inception report – within 5 days of the start of the assignment. The report will include a detailed approach and methodology, schedule, draft data collection protocols and an evaluation matrix. A template of the evaluation matrix will be provided to the evaluator.   The evaluator will also propose a rating of the performance in the four evaluation criteria: relevance, effectiveness, efficiency and sustainability**.**

Key emerging issues paper – a presentation of preliminary findings to key stakeholders orally and in writing will be made after the data collection and analysis exercise, i.e. within 4 weeks after presentation of the inception report. The purpose of this session is to provide opportunity for initial validation and elaboration of the evaluator's observations and analysis.

Draft evaluation report – The Evaluator will present a Draft Report within 5 weeks after presentation of the inception report.

Lessons Learnt report.

Final Evaluation Report. The Evaluator will present a Final Evaluation Report 5 days after receiving feedback and comments on the draft report from key stake holders.

TECHNICAL REQUIREMENTS

Qualifications

The Evaluator must satisfy the following qualifications and experience:

Master's degree in political science, public administration, Law or other related social sciences;

Minimum of 7 years of professional experience in the areas of democratic governance, human rights and Rights Based Approaches to development.

Proven experience in gender mainstreaming or promoting gender equality:

Experience in conducting evaluations for UN agency, government or international aid agency projects on democratic governance;

Excellent communication skills;

8.2 Evaluator's competencies:

Democratic Governance

Theory of change analysis

Political economy analysis

Human Rights Based Approach to Programming

Results Based Management

Gender mainstreaming

Strategic thinking

Strong analytical, reporting and communication skills

Result oriented