



Final Report



*Empowered lives.
Resilient nations.*

END OF TERM EVALUATION OF THE NATIONAL CLIMATE CHANGE PROGRAMME

Prepared By

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Disclaimer

This report has been produced through an extensive consultative process of various stakeholders who in one way or another were involved during the design and/or implementation of the National Climate Change Programme. However, the interpretation or misinterpretation of the data and information contained in this report remain the author's sole responsibility.

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M. Alexander R. Phiri

April, 2017

¹The full list of people consulted is attached in the annexes

LIST OF ACRONYMS

| | |
|----------|--|
| AAP | African Adaptation Programme |
| ACA | Africa Climate Adaptation |
| CAI | Climate Action Intelligence |
| CC | Climate Change |
| CCM | Climate Change Management |
| CEPA | Centre for Environmental Policy and Advocacy |
| CISONECC | Civil Society Network on Climate Change |
| CNA | Capacity Needs Assessment |
| CPD | Country Programme Document |
| CSO | Civil Society Organization |
| CV | Curriculum Vitae |
| DCIC | District Climate Information Centre |
| DDP | District Director of Planning |
| DEC | District Executive Committee |
| DESC | District Environmental Subcommittee |
| DoDMA | Department of Disaster Management Affairs |
| DOS | Department of Surveys |
| DRM | Disaster Risk Management |
| DRR | Disaster Risk Reduction |
| EAD | Environmental Affairs Department |
| ENRM | Environment and Natural Resources Management |
| EPA | Extension Planning Area |
| EPD | Economic Planning and Development |
| FAO | Food and Agriculture Organization |
| FGD | Focus Group Discussion |
| FICA | Flanders International Cooperation Agency |
| GCF | Green Climate Fund |
| GEF | Global Environment Facility |
| GHG | Green House Gas |
| GoM | Government of Malawi |
| HSA | Health Surveillance Assistant |
| IP | Inception Report |
| KII | Key Informant Interviews |
| LUANAR | Lilongwe University of Agriculture and Natural Resources |
| MDG | Millennium Development Goal |
| M&E | Monitoring and Evaluation |
| MEA | Multilateral Environmental Agreements |
| MGDS | Malawi Growth and Development Strategy |
| NAMAs | Nationally Appropriate Mitigation Actions |
| NAP | National Adaptation Plans |
| NAPA | National Adaptation Programmes of Action |
| NCCIP | National Climate Change Investment Plan |
| NCCMP | National Climate Change Management Policy |
| NCCP | National Climate Change Programme |
| NCCRF | National Climate Change Response Framework |
| NDRM | National Disaster Risk Management |
| NGO | Non-Governmental Organization |
| NPC | National Planning Commission |
| NCCSC | National Climate Change Steering Committee |

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|--------|--|
| NCCTC | National Climate Change Technical Committee |
| OECD | Organization of Economic Cooperation and Development |
| OPC | Office of the President and Cabinet |
| PEI | Poverty and Environment Initiative |
| PSIP | Public Sector Investment Plan |
| REDD++ | Reducing Emissions from Deforestation and Forest Degradation |
| SC | Steering Committee |
| SEM | Sustainable Energy Management |
| SMART | Specific, Measurable, Achievable, Realistic and Time-bound |
| SWAp | Sector Wide Approach |
| TA | Traditional Authority |
| TNA | Training Needs Assessment |
| ToC | Theory of Change |
| ToRs | Terms of Reference |
| UNCED | United Nations Conference on Environment and Development |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNFCCC | United Nations Framework Convention on Climate Change |
| UNITAR | United Nations Institute for Training and Research |

EXECUTIVE SUMMARY

This report presents findings of the End of Term Evaluation of the National Climate Change Programme. Four projects all contributing to the same results framework were covered under this evaluation: i) The National Climate Change Project funded through core funds from UNDP; ii) The UN CC Learn implemented with funds from UNITAR; iii) The Support to the National Climate Change Project funded by the Flanders International Cooperation Agency (FICA) and iv) Africa Climate Adaptation and Food Security (ACA) project funded by the Japanese Government. The projects contribute to UNDAF Outcome 1.2: Targeted population in selected districts benefit from effective management of environment; natural resources; climate change and disaster risk by 2016. The evaluation was commissioned by the United Nations Development Programme (UNDP) Malawi Country Office. The main purpose of the evaluation was to assess the extent to which outcomes and outputs of the four projects had been achieved.

Fieldwork for the evaluation was conducted during the first three weeks of December, 2016. The study largely adopted qualitative approaches to collecting data and information as guided by the Terms of Reference (ToRs). The OECD evaluation criteria of project relevance/appropriateness, effectiveness, efficiency, impact on target group and sustainability were used. The study was carried out in four main phases. A comprehensive Desk Review was conducted to understand the project design which guided the revision of the methodological approach. This constituted the main input into preparation of the Inception Report where detailed methodology and study tools were prepared. The final phase was fieldwork where a large number of Key Informants was interviewed. The final phase was report writing.

Summary Findings

The summary findings from the End of Term Evaluation have been presented in the matrix below.

| Evaluation Criteria | Summary Findings |
|--------------------------|---|
| Project Relevance | The project was very relevant to Malawi. This is for a number of reasons: i) it was aligned to the Malawi Growth and Development Strategy II; It was also designed to address many gaps that existed which hindered effective implementation of climate change adaptation and mitigation strategies, projects and programmes in the country. These comprised poor policy and regulatory environment; no coordination mechanisms; lack of data and knowledge management mechanisms and lack of a framework to guide financing of climate change initiatives. All these were coupled with major capacity gaps at all levels. The relevance has been rated at 85%. |
| Project Design | The project design was good and appropriate considering major gaps that existed which affected effective implementation of climate change management programmes in the country. The sub-projects were also appropriate and properly designed. Despite the fact that some implementing agencies were |

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| | <p>replaced in some sectors in the course of implementation; but generally, the selection was good in relation to the objectives, outputs and outcomes that were to be achieved. The overall institutional framework which included coordination mechanisms in form of the choice of the Ministry of Natural Resources, Energy and Mining as the executive agency; National Climate Change Technical Committee and the National Climate Change Steering Committee were appropriate. The fund disbursement arrangements were generally more streamlined compared to the design phase of the NCCP. There is however, serious duplication of coordination mechanisms between Disaster Risk Management and Climate Change Management where the people involved are usually the same and discussing interlinked issues. The dividing line between DRM and CCM is very thin hence calls for streamlining these structures. The project design together with the relevance has been rated at 85%.</p> |
| <p>Efficiency</p> | <p>The programme has been very efficient in execution of its activities as planned in the Project Support Document. This is explained by: i) consistency in project desk officers where there was relatively limited capacity loss. The institutional memory was good for smooth execution of activities in relevant sectors as assigned by the project management; ii) Doing more with little resources. Huge financial resources were not necessary at all levels. Some activities were carried out with minimum resources owing to proper organization and sensitization of communities; iii) staff enthusiasm particularly in the education sector contributed to delivery of outputs with efficiency. Although some challenges were faced in the flow of funds, but in general, the flow of funds was good. This has been rated at 80%.</p> |
| <p>Effectiveness</p> | <p>All the four projects considered under this evaluation have been very effective in achieving the objectives. For example, majority of activities under all the four output areas under the NCCP have largely been achieved. The National Climate Change Management Policy, has been finalized and launched, climate change issues are being mainstreamed into plans and planning processes at all levels; relevant policies are being revised to incorporate climate change issues; coordination and institutional mechanisms have been put in place and partial operationalization of the National Climate Change Investment Plan has been done through fund mobilization to implement some initial projects. The ACA sub-project contributed a lot to achievements made under Output Two despite the rushed design which somewhat affected its overall focus. Similarly, the UN CC Learn has achieved a lot of results where a lot of capacity building has been carried out, climate change issues have been</p> |

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| | <p>incorporated into primary and secondary school curricula including into Teachers Training syllabuses; Two Resource Books have been developed to guide teaching of climate change related material in schools. Finally, the FICA support to National Climate Change Project has demonstrated that a multisectoral approach to implementation of climate change management strategies is an effective way to enhance results.</p> <p>UNDP has been very instrumental in achievement of these results. However, the main challenge is that multiple projects implemented under an outcome are not only costly to manage but building synergies among them seems to be difficult. This also leads to UNDP management stretching itself too much and sometimes leads to going into areas where UNDP has no or limited comparative advantage. UNDP should focus on areas where it has a strong comparative advantage. Nevertheless, this has been rated at 90% which is very good.</p> |
| <p>Outcome achievement and Sustainability</p> | <p>The project has contributed a lot to improving the policy landscape in Malawi. Climate change issues are being mainstreamed into policy documents, strategies and plans, which will ultimately also lead to effective budgeting. There is now strong political will manifested among others through the development of the National resilience plan. Although not a direct product of this project, the National Resilience Plan has a lot in common with the NCCP where synergies could be sought. Institutional and coordination mechanisms that have been established coupled with the capacity building achieved through this project all point to major impacts of the project. The various products produced under the project also constitute a legacy of the project.</p> <p>All these achievements and outcomes have set a solid foundation for sustaining the momentum that has been generated through the project for effective climate change management in Malawi. This has been rated at 95% which is quite impressive.</p> |

Best Practices

The programme demonstrated some best practices which should be adopted in programming of future projects and programmes focusing on Climate Change management in the country.

- Training of Primary Education Advisors (PEAs) resulted in some creativity of some of them. The Trophy introduced by Mr. Chilapondwa a PEA in Sharpe Valley in Ntcheu district to reward people who had achieved highest survival rates of the trees planted was adopted by the Department of Inspectorate and Advisory Services introduced the initiative to several other education zones in the country.
- A multisectoral approach to project management has proved to be a good practice for integrating practices and skills in the promotion of adaptation strategies to climate change. This has been demonstrated through the FICA funded micro-projects in the three district councils.
- The NCCP has tried to bring all stakeholders together through the institutional structures that have been established and other knowledge and information sharing mechanisms. This has resulted in minimising duplication of efforts in project implementation.

Lessons Learnt

Several lessons have been learnt through the implementation of the NCCP activities in the country. The main lessons learnt could be summarized as follows:

- It has been noted that some development issues evolve too quickly and are dynamic. This is particularly so with regards to climate change. What this entails is that policies that are designed to address them should also be flexible.
- Processes in government systems take long. This has particularly affected the development and approval of the National Climate Change Management Policy. It is important to involve the higher offices such as Principal Secretaries or indeed Parliamentarians early enough to shorten the process.
- Although Task Forces can be used as an effective mechanism for ensuring that views from various sectors are incorporated into a document but these usually prove to be too slow. Where the need for ownership of the process and quality assurance are of paramount importance; a combination of a Task Force driven by a consultant would speed up the process.
- Further, climate change is a developmental issue but private sector has not been adequately involved and brought on board. The private sector is an interested party on issues to do with climate change management but it has up to now largely been left out of the climate change agenda in Malawi.

- It is not always necessary to generate fresh information or baselines to guide project implementation. The inventory exercise that was done early in the project to identify climate change adaptation and mitigation strategies led to a compilation of some best practices that guided implementation of some of the project activities.
- Enhanced capacity in terms of physical numbers of staff and their skills has led to improvement in the way UNDP works with government and other partners.
- Flexibility in project implementation can lead to very positive results. The case in point here is the surprising tremendous results that the project has achieved through the Ministry of Education.
- Adoption of existing project implementation structures ensures high results and sustainability of initiatives.
- The evaluation has established that engagement of local leaders, such as Members of Parliament, serves as an effective means of encouraging further interest on climate change issues from communities.

Recommendations

The main recommendations from the evaluation findings are as follows:

Develop a New Programme following a Catchment Approach: There is a need to adopt a programmatic approach targeting catchments for the successor programme to the NCCP. Investments on climate change should follow a catchment management approach while maintaining the focus on areas most prone to the impacts of climate change. This approach will borrow a lot from Productive Public Works Programme (PPWP) under the Malawi Social Action Fund Project IV, which has already adopted a catchment management approach in its interventions. Adopting a catchment approach entails several sectors being involved at the same time. There is a need to build appropriate synergies among them and properly defining roles and responsibilities including the “rules of the game” or operational guidelines within the catchment.

UNDP should adopt a Participatory Approach in the Next Programme: UNDP needs to facilitate the development of a concept note for the next programme which should be used as a selling tool to other development partners. The entry point to selling the ideas contained in the concept note will be the Donor Group on Environment, Natural Resources and Climate Change. While facilitating the development of a more accommodating National Climate Change Programme, UNDP's defined role in the implementation of this programme should be coordination and provision of support to capacity building at all levels. This should include building the capacity of

decentralized structures so that they too play a better role in supporting implementation of adaptation and mitigation initiatives at the community level.

There is a need to finalize the SWAp: As a means to mobilize the donor community and other development partners around Climate Change, ENRM; UNDP should support the finalization of the SWAp for this sector. This will be commensurate with the Catchment Approach and the broad donor involvement in the development of the successor programme to the NCCP as proposed in the two recommendations above.

UNDP should facilitate establishment of a Climate Change Management Fund: There is a need to create a climate change management fund agency. Whatever form it takes, it should have two components as follows:

1. A fully-fledged secretariat with a technical team that has technical know-how on Climate Change issues; and
2. A strong accounting office or system to manage the funds.

Both of these units should be under one body – the National Aids Commission (NAC) model has generally been perceived as the best structure. The Reserve Bank of Malawi and the Ministry of Finance could serve as Trustees to this body to play an oversight role to ensure that donor funds (financial prudence) are appropriately used for the interest of the country. Overall, the Board to this body should have a strong financial background.

Need for a robust M&E system for climate change investments: For the successor programme to the NCCP, there is a need to develop a robust and comprehensive M&E framework on climate change. This could be similar to the M&E framework for Food Security Policy for example, where all agencies involved in implementing various climate change related activities (on adaptation and mitigation) should be reporting to this national M&E framework with clear indicators to which they are contributing. The comprehensive M&E Framework should be linked to the MGDS M&E system, which is the overarching system for monitoring development programmes in Malawi.

Consolidate Climate Change Management and Disaster Risk Management: In view of the overlaps in institutional coordination structures and inter-relationships between Disaster Risk Management and Climate Change Management, there is a need to collapse the two structures into one. However, this should be limited to the Steering Committee in view of the fact that both thematic areas are very broad. Thus combining them at Technical level will result in not adequately discussing and addressing issues within each thematic area or sub-sector.

Create Awareness of the National Climate Change Management Policy: Using various communication channels and tools, the MoENREM should take the lead in publicizing the NCCMP. The messages should also be translated into major local languages to ensure wider outreach.

Establish a “Think-Tank” on Climate Change and Disaster Risk Management: Policy makers as agents of change in the country require evidence based policy making processes. In this regard, a “Think Tank” mainly comprising the academia and research institutes should be motivated to generate the necessary information through research that would guide in the policy making process.

CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1 Introduction

During the 2012 -2016 cycle, under the MGDS II theme 1 on sustainable economic empowerment, UNDP's support has focused on improved coordination, investment planning, mainstreaming and knowledge management at the national and district levels to ensure a low emission and climate-resilient development. These objectives were to be achieved by strengthening the policy environment, improving data and information management, and enhancing capacities for resource mobilization, coordination and monitoring of institutions responsible for climate change mitigation and adaptation, environment and natural resources management, disaster risk management and energy planning. UNDP support to government under this theme was through four main projects, namely: National Climate Change (NCCP), Disaster Risk Management (DRM), Environment and Natural Resources Management (ENRM); Sustainable Energy Management (SEM) and Poverty and Environment (PEI); but in this evaluation only the National Climate Change Programme (NCCP) was evaluated.

The evaluation thus covered the period: January 2012- December, 2016. Although the consultations were not done nationally, but the scope of the evaluation had a national geographical coverage. The main projects that fell under this evaluation are: i) Support to National Climate Change Programme (FICA funded); ii) UN CC: Learn Project to Strengthen Human Resources, Learning and Skills Development to Address Climate Change in Malawi (UNITAR –funded), iii) The Africa Climate Adaptation and Food Security Project and iv) The National Climate Change Programme with UNDP's core funding.

The rest of this Chapter presents the background, purpose and scope of the evaluation and the methodology; Chapter Two presents the development challenge and Theory of Change; Chapter Three discusses the Findings of the End of Term Evaluation; Chapter Four highlights main Best Practices and Lessons Learnt from the NCCP while the final Chapter (Chapter Five) highlights the main conclusions followed by some key practical recommendations.

1.2 Background

The United Nations Development Programme (UNDP) has continued to support the Government of Malawi (GoM) through the United Nations Development Assistance Framework (UNDAF) outcomes focusing on environment and energy for sustainable economic development. The central purpose of the UNDAF is to help Malawi achieve the Millennium Development Goals as locally articulated through the Malawi Growth and Development Strategy (MGDS) II 2011/2012 – 2015/2016, which is the overarching operational medium-term strategy for the country. Hence, the UNDAF has to align itself to the main objective of the Government of Malawi which is to promote economic growth as a means to reduce poverty, aid dependency and to achieve the

Millennium Development Goals (MDGs)². During the 2012 -2016 cycle, under the MGDS theme 1 on sustainable economic empowerment, UNDP's support focused on improved coordination, investment planning, mainstreaming and knowledge management at the national and district levels to ensure a low emission and climate-resilient development. These objectives were to be achieved by strengthening the policy environment, improving data and information management, and enhancing capacities for resource mobilization, coordination and monitoring of institutions responsible for climate change mitigation and adaptation, environment and natural resources management, disaster risk management and energy planning.

UNDP support to government under this theme was through four main projects, namely: National Climate Change (NCCP), Disaster Risk Management (DRM), Environment and Natural Resources Management (ENRM); Sustainable Energy Management (SEM) and Poverty and Environment (PEI); but this evaluation only focused on the National Climate Change Programme (NCCP).

The Terms of Reference (ToR) for this evaluation clearly indicate that the national climate change programme was designed to enable the Government of Malawi to climate-proof the policies, strategies and plans of the sectors of the economy most directly affected by climate change, in order to create an enabling policy and regulatory environment within which vulnerable communities will be empowered to adapt to these challenges in harmony with the environment. The project was to catalyse a change in approach from reactive adaptation to making proactive adaptation as a core component in all development, particularly in aspects of decentralized planning, notably in agriculture / land management. The project was also meant to enhance data and knowledge management, to support improved decision making at all levels (from individual to national), and also improve co-ordination of climate change activities at national and district levels, among donors, NGOs and CSOs. Capacity of the critical ministries in climate change management was to be built specifically around planning, coordination for effective implementation. Further, increased financing for adaptation and mitigation was to be sought through operationalization of the National Climate Change Investment Plan and financing mechanisms established through exploring the Sector wide approach. The project has supported government efforts in securing financial support for adaptation and mitigation from the various emerging markets / funds, while providing assistance to the country to move towards a low carbon growth path.

The summary background and context of the project constitute the main focus areas of the End of Term Evaluation of the NCCP.

1.3 UNDAF Outcome

The NCCP falls under the UNDAF 1.2, namely: Improved management of environment, natural resources and climate change for sustainable development at national and

² Recently redefined as Sustainable Development Goals

district level by 2016. The UNDAF outcome was adopted verbatim as the UNDP Country Programme Outcome MWI-27.

1.3.1 Expected UNDAF Outputs

The UNDAF Outcome 1.2 had the following expected outputs:

1. Environment, natural resources, climate change, and disaster risk management mainstreamed in policies, development plans and programmes at national level and implemented in 15 disaster-prone districts;
2. Data and knowledge on the impact of climate change, environmental and natural resources degradation and natural disaster collected and made accessible to decision makers in Government, Private Sector and Civil Society; and
3. Targeted population in selected districts benefit from effective management of environment; natural resources; climate change and disaster risk by 2016.

It is important to point out here that the UNDAF Outcomes went through a rationalization process in 2013 which resulted in dropping 3 outcomes and rephrasing Outcome 1.3 to "*Improved management of environment, natural resources and climate change for sustainable development at national and district level by 2016*". Since one outcome under the Sustainable Growth Cluster was dropped, the number of Outcome 1.3 changed to Outcome 1.2 as reflected above.

1.4 Purpose, objective and scope

The evaluation covered the period: January 2012- October, 2016. Although the consultations only sampled two districts; the evaluation took a national coverage with regards to how the NCCP has been implemented in the country. The End of Term Evaluation falls under the thematic area of environment, climate change, disaster risk management and energy.

Thus the main purposes of the evaluation were as follows:

- i. Determine the extent to which the outcome and outputs of the three projects had been achieved;
- ii. Assess UNDP's contribution to the outcome;
- iii. Document the achievements, best practices and lessons learnt during the course of implementation of the programme to inform future decisions in design, implementation and management of similar projects;

- iv. Provide recommendations for future programming based on the results from the NCCP while taking into account the aspirations of the UNDP's Country Office to rationalize its portfolio to have few, large and more coherent projects during the period 2017 - 2018.

1.4.1 Specific Objectives of the Evaluation

The specific objectives or tasks which provide the scope of the evaluation are as follows:

- Assess whether, and to what extent, the project's outcome and outputs have been achieved;
- Determine the impact, both positive and negative, as well as intended and non-intended from contribution of the project to the achievement of the outcome;
- Examine and analyse factors which have positively and negatively impacted on achievement of project outputs and outcome;
- Assess the effectiveness and appropriateness of institutional arrangements and partnership strategies of each project;
- Assess the role of the Ministry of Natural Resources, Energy and Mining in implementing the NCCP;
- Assess the extent to which the UNDP-supported project outputs and non-project assistance contributed to the respective UNDAF and Country Programme outcome;
- Examine the extent to which gender equality and women empowerment and human rights targets as cross-cutting issues were integrated and achieved;
- Document lessons learnt and best practices during the course of implementation to inform future decisions in project design, implementation and management of similar interventions; and
- Provide a framework for a large and coherent programme encompassing priority interventions in the areas of disaster risk management, climate change, energy and environment.

1.5 Evaluation methodology

The End of Term Project Evaluation largely adopted qualitative approaches to collecting data and information as guided by the Terms of Reference (ToRs). The guiding principle for the evaluation was to balance the evaluation process between assessment of the project performance and soliciting of lessons learned for future

project cycle management. The study used the OECD evaluation criteria. Thus, the evaluation focused on project relevance/appropriateness, effectiveness, efficiency, impact on target group and sustainability as articulated in the Terms of Reference.

The evaluation was organized and carried out through the following phases:

- Desk Study and Literature Review
- Inception Phase
- Interviews with Key Informants
- Information synthesis and data analysis
- Report writing

Details of descriptions of techniques used to collect data and information are presented below.

1.5.1 Desk Study and Literature Review

The desk study and literature review focused on a review of several project-related documents. Policy related documents such as the UNDAF (2012-2016) and the MGDS II (2012 – 2016) also formed part of the documents that were reviewed. The full list of documents reviewed has been attached to this report. The review of these documents provided the evaluator with the necessary background materials and information that guided the consultations at various levels. This exercise was also important in guiding the development of the checklists that were used in conducting Key Informant Interviews and Focus Group Discussions (FGD) at various levels. Thus, the review of the documents ensured a better understanding of the project designs, implementation institutional arrangements, funding arrangements, budgets, logical frameworks as well as the target districts where the project was implemented. The review of these documents was however guided by the Terms of Reference so that only relevant issues in these documents are focused on. The information gathered from these documents also supplemented fresh data and information gathered using various tools. It is worth pointing out that literature review was conducted as an on-going exercise throughout the study period.

1.5.2 Inception Phase

The Inception Phase (IP) was planned for in this evaluation as a stage where the consultant revisited and elaborated the proposed methodologies after initial feedback and guidance from the client and the evaluation Reference Group. The preparation of the Inception Report was also partially informed by the Desk Review.

The Inception Report was prepared based on a structure that was submitted together with the ToRs for the evaluation. In particular, the IP contained a detailed and refined methodology including a revised Theory of Change; a detailed Evaluation Matrix; sources of data; tools for data collection as well as analysis.

1.5.3 Key Informant Interviews

Key Informant Interviews (KII) were carried out at two levels. i) At the central level and ii) at the district level. Only two districts were targeted for interviews. These are Mulanje and Salima districts. Key informant interviews focused on a number of key people who had directly or indirectly been involved in the design and/or implementation of the programme. It was believed that these people, through their involvement in the programme, had rich information about various elements of the programme which would be useful to the evaluation. The selection and identification of these key informants was guided by UNDP and some of the Key Informants³.

As alluded to above, in addition to the Evaluation Matrix which had detailed questions based on the evaluation criteria, tailor-made checklists were also used to guide the interviews at various levels.

1.5.4 Information synthesis and data analysis

The study approach as has already been pointed out was largely qualitative in nature. Checklists guided the interviews with Key Informants. What this entails is that there was very little quantifiable data gathered in this evaluation. Thus key analytical approaches involved summaries and synthesis of information to establish common trends in the responses provided by the Key Informants. Triangulation using the information gathered from various key informants and stakeholders at different levels was also used. This ensured that information gathered from these sources is compared to arrive at concrete findings and conclusions for each key issue being explored in the evaluation.

1.5.5 Report writing

The evaluation report has been developed following the structure that was provided by UNDP as part of the Terms of Reference and Call for Proposals.

1.6 Limitations

The evaluation was carried out between end of November, 2016 and end of January, 2017. Although, contractually, the assignment was given adequate time, but the timing of much of the consultations and their intensity presented some key challenges and limitations. These limitations could be summarized as follows:

- The time for consultations and interviews was compressed within two weeks with a very tight schedule. This included visits to some districts. Due to the tight schedule, most of the interviews mainly those done around Lilongwe were rushed, where some crucial information may not have been adequately captured. In some cases though follow-ups with phone calls were made. Besides, due to the tight schedule, community level consultations and project site visits, particularly for the FICA supported project could not be done.

³ The full list of people interviewed has been attached to this report.

- The schedule of interviews that was proposed assumed all the Key Informants would be available at the proposed times. In reality, this was not the case. A lot of adjustments were done to the timing of the interviews which naturally resulted in extending the period allocated for the interviews. Nevertheless, this allowed the consultant to interview almost 95% of the key informants as planned by the client.
- The evaluation was conducted close to the festive season. This explains the postponement of some of the Key Informant Interviews since most people were busy to finalize other equally important office work. During the interviews, divided attention was apparent in some of the Key Informants.

CHAPTER TWO: DESCRIPTION OF THE CHALLENGE

2.0 PROJECT STRATEGY AND LOGIC MODEL

The NCCP was designed with the aim to address some major gaps in climate change management in Malawi. First, although the Government of Malawi (GoM) had ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1994; developed and launched the National Adaptation Plan of Action (NAPA) in 2006 and also developed and launched the National Communications Strategy, Malawi did not have a home grown coherent programme on climate change. Indeed, the Environmental Affairs Department (EAD) was designated as a UNFCCC focal point but there was no strategy and forum for driving the climate change agenda in the country.

Further, since EAD was the UNFCCC focal point; through its interactions at international level under the auspices of this framework, it had the privilege of knowing what was happening worldwide on climate change. This included knowledge on strategies for accessing funds from the Global Environmental Fund (GEF) and other multilateral bodies. Specifically, after the development and launch of the NAPA, countries needed to design and implement projects on climate change adaptation and EAD was the only department with access to GEF funds and information. This meant that although funds for implementing climate change adaptation projects were available at the international level, Malawi did not have a proper mechanism in place to access these funds and knowledge beyond the Focal Point.

Additionally, the NAPA identified six districts that were then, considered to be the most prone to climate change impacts. What this means is that when projects started focusing on climate change as informed by the NAPA, the interest was only in these six districts. As a result, there was over concentration of donors as well as implementing agencies in these districts with a lot of duplication in target communities. Hence, several observations were made as follows:

- There were many small projects on climate change concentrated in the six districts with minimum coordination;
- There was poor coordination of CC projects at all levels;
- There was a lot of uncoordinated donor interest to support climate change projects in Malawi;
- There were no mechanisms in place for raising issues of climate change at the policy level;
- Data and knowledge management were lacking;
- Relevant sectors were operating in silos with no strong databases, evidence and information sharing mechanisms as bases for inducing investments on climate change;
- The NAPA as the name entails only focused on adaptation; and

- The country had no strategy on mitigation, capacity building for climate change, research, technology development and transfer. All these were missing in the NAPA as crucial areas that required special attention.

In addition to these gaps, it was also noted that the Department of Meteorological Services was operating without a policy. As a result, the department could only generate information but did not have a strong mandate to advise the general public on what the weather or climate data and information that it generates and disseminates means in terms of guiding decision making.

Hence, the Theory of Change was to attempt to among others; bring relevant sectors and other players together to operate in a more coordinated way within appropriate institutional and policy frameworks.

2.1 Theory of Change and the Logic Model

The Theory of Change (ToC) can be understood as a way to describe the set of assumptions that explain both the mini-steps that lead to a long term goal and the connections between these activities and the outcomes of an intervention or project. Thus, ToC is most often defined in terms of the connection between activities and outcomes, with the articulation of this connection the key component of the ToC process. The ToC articulates the thought process as understood through the selection of projects and activities to generate given outputs and outcomes. In other words what is the expected change process that will result in the defined project outputs and outcomes? The adoption of Theory of Change in development practice, ensures delivering the right activities for the desired outcomes. In our case, therefore, it is important to understand the key underlying assumptions, main activities, objectives, outcomes as defined in the NCCP project document.

Through the ToC, a logical sequence (the Logic Model) of ideas can be understood with regards to the design of a project or programme. Hence, by creating a theory of change and a logic model, programmes are easier to sustain, bring to scale, and evaluate, since each step - from the ideas behind it, to the outcomes it hopes to provide, to the resources needed - are clearly defined within the theory and displayed within the logic model.

It is important to reiterate that the National Climate Change Project (NCCP) aimed to contribute to UNDAF Theme 1 – Sustainable and Equitable Economic Growth and Food Security and to UNDAF Outcome 1.2, namely: Improved management of environment, natural resources and climate change for sustainable development at national and district level by 2016. The main questions that need to be answered here are: what were the key components and activities of the NCCP that were identified as a means to effectively contribute to this UNDAF outcome?

This will be answered through a synopsis of the NCCP, its complementary projects followed by a summary schematic logic model populated with some aspects of the projects described below.

2.1.1 The NCCP Focus

The NCCP was designed to address some of the issues that have been highlighted in the preceding sections. Specifically, the project was designed to enable the Government of Malawi to climate-proof the policies, strategies and plans of the sectors of the economy most directly affected by climate change, in order to create an enabling policy and regulatory environment within which vulnerable communities would be empowered to adapt to these challenges in harmony with the environment. The project was to catalyse a change in approach from reactive adaptation to making proactive adaptation as a core component in all development, particularly in aspects of decentralized planning, notably in agriculture / land management. The project was aimed at enhancing data and knowledge management, to support improved decision making at all levels (from individual to national), and also improve co-ordination of climate change activities at national and district levels, among donors, NGOs and CSOs. Capacity of the critical ministries in climate change management was being built specifically around planning, coordination for effective implementation. Increased financing for adaptation and mitigation was to be sought through operationalization of the National Climate Change Investment Plan and financing mechanisms established through exploring the Sector wide approach.

The NCCP Outputs and Activities

The project was to be delivered through the following four outputs and their respective activities:

Output 1: Climate change mainstreamed in policies, development plans and programmes at national level and implemented in 15-disaster prone districts

The activities under this output included: finalisation and operationalisation of the National Climate Change Policy and developing of associated Acts, policies, strategies and action plans to mainstream climate change at national and local levels. It was also designed to build capacity to catalyse carbon financing, establishing a district-based funding facility to support development of community based CC demonstration activities (in coordination with DRM and ENR) and communication of lessons learned from the 15 pilot districts back to national level policy development processes (including visits by MPs/Ministers to selected target districts) Capacity for strategic and inclusive planning, policy making and coordination at all levels, including monitoring, would be strengthened to achieve these outputs.

Output 2: Data and knowledge on impacts of climate change collected and made accessible to decision makers in Government, Private Sector and Civil Society

The activities under this output included: completion of the on-going work on CC scenarios for Malawi and vulnerability maps produced, disseminated –scientifically validated downscaled scenarios to key sectors. Information dissemination and knowledge on CC widely disseminated using a range of communication tools to Malawians to raise their awareness and also support their adaptive capacity. Further, research on CC would be shared at the national level meetings and a feasibility study

undertaken on the concept of setting up of national “Centre of Excellence” on CC, which if accepted would be set-up. A possibility of setting up a system of “Research Grants” for climate change in Malawi was also to be looked into. This would require further associated institutional, individual and systematic capacity strengthening, in order to achieve the necessary impacts.

Output 3: Coordination mechanisms and implementation arrangements for CC established and used at national level and in disaster-prone districts

Under this output, the planned activities included: strengthening of SWG on climate change and establishing a more effective donor coordination mechanism. A review would be carried out on institutional frameworks for CC at district level and civil society advocacy on CC would be strengthened. A series of preparations for setting up of a Sector Wide Approach (SWAp) around Climate Change, Environment and Natural Resources Management was planned (Strategic Plan, capacity assessments and diagnostics, indicator frameworks, etc.) that were to lead to a robust, well-coordinated and resourced SWAp. Special attention was to be accorded to strengthening the capacity for the institutions to drive the required coordination efforts around climate change.

Output 4: Implementation modalities and financing mechanisms for the National Climate Change Investment plan established and operationalised at national and district levels

Under this output, activities leading to the operationalisation of the NCCIP were to be implemented. This was to be supported by an International Climate Change Planning and Financing Specialist, recruited by UNDP. The activities included the development of different guidelines to guide the operations of the multi-discipline climate change investment plan. The guidelines were to include: standard operational guidelines, Investment plan management guidelines, and different operational MOUs for stakeholders. The financing mechanisms and implementation modalities were also to be defined under this output. The resource mobilization strategy would be developed and operationalised while specific capacity needs for management of the multi sectoral projects was to be built. A proposed Climate Change Fund would also be operationalised under the output, to ensure a one-stop and transparent resource mobilization and financing mechanism for effective climate change financing.

In addition to these four outputs, output 5; a project management and advisory support was also added to the project design. The main activities under this output were a baseline study; mid-term and end of term evaluation, to ensure measurable progress and implementation quality assurance.

2.1.2 The NCCP Sub-projects

Three complementary or sub-projects were designed under the National Climate Change Programme. These were:

- i) The UN CC Learn Project to Strengthen Human Resources, Learning and Skills Development to Address Climate Change in Malawi;

- ii) The Support to National Climate Change Programme; and
- iii) The Africa Climate Adaptation and Food Security Project

2.1.2.1 UN CC: Learn Project

The UN CC Learn Project to Strengthen Human Resources, Learning and Skills Development to Address Climate Change in Malawi was designed to complement the on-going National Climate Change Project (NCCP) and the African Adaptation Programme (AAP). The project was developed as a direct response to a call for proposals from the United Nations Institute for Training and Research (UNITAR). This call for proposals came at an opportune time not only because of the on-going climate change related projects but also because these projects had already identified capacity gaps and justified the need for capacity building on climate change at all levels in the country. Thus, Government of Malawi and its development partners, in particular the United Nations Development Programme (UNDP) considered the call very relevant to the country.

The call for proposals focused on capacity building on climate change, this was an opportunity for Malawi to build some capacity in this area. As alluded to above, at this time, the Ministry of Economic Planning and Development (MEP&D), was already coordinating other programmes and projects focusing on climate change. These projects mainly focused on mainstreaming climate change into development programmes, projects and budgets at all levels. Further, within the framework of the NCCP, a Training Needs Assessment (TNA) and a Capacity Needs Assessment (CNA) had just been finalised. These studies identified some capacity gaps in a number of areas. Hence, based on the findings from these assessments; the CC Learn pilot project for Malawi came at a time when most government ministries, departments and other key stakeholders were required to gain awareness on climate change issues (climate change science, adaptation, mitigation practices, technology transfers and financial mechanisms). It was noted therefore that the project on climate change learning would serve as an opportunity to undertake deliberate efforts to foster coordinated approaches to training and capacity building process using external resources for the National Climate Change Programme initiatives.

Given the fact that the proposed pilot project had clear and better objectives on capacity building; it was noted that it could help the country to meet its capacity building needs to effectively implement climate change adaptation and mitigation interventions. Additionally, by participating in the pilot project, it was believed that Malawi would benefit since effective efforts at mitigating the impacts of climate change would require harnessing of existing scientific knowledge at national, regional and global levels and to package and disseminate this information for the adoption and utilization by end-users (policy makers, academicians, private and civil society) to enable them to produce realistic plans and take improved adaptive action to limit the adverse effects of climate change on their livelihoods. This is consistent with output 2 of the NCCP.

The other main purpose for designing and implementing the UN CC: Learn Pilot Project was to serve as a demonstration by the Malawi Government of its commitments to the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol which Malawi signed and ratified among many other multilateral environmental agreements (MEAs). The United Nations Framework Convention on Climate Change (UNFCCC) is an international environmental treaty negotiated at the United Nations Conference on Environment and Development (UNCED), informally known as the Earth Summit, held in Rio de Janeiro from 3 to 14 June 1992. The objective of the treaty is to "stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system". Thus among others, in Malawi, the UN CC: Learn Project developed, launched and operationalized the Climate Change learning strategy which is in conformity with Article 6 of the UNFCCC. This article focuses on education, training and public awareness on issues of climate change.

2.1.2.2 Support to National Climate Change Programme

The FICA support to the NCCP was designed to implement some downstream adaptation and mitigation interventions. The principal objective of the Flanders International Cooperation Agency (FICA) support to Malawi government through United Nations Development Programme (UNDP) was to enhance the adaptive capacity of selected communities in three vulnerable districts of Karonga, Salima and Mulanje to impacts of climate change, and to reduce Malawi's carbon foot print through improved waste management in Lilongwe City. To achieve this objective, the support was designed with the following focus areas:

- Improving climate change community resilience through agricultural production-adoption of climate smart agricultural principles;
- Enhancing climate change mitigation interventions through proper waste management and pollution control practices.

The support from FICA responds to output 4 on the UNDAF, and it was aimed at achieving the following outputs and milestones by 2016.

Output 1: Climate Change Adaptation investment: Community resilience improved through climate smart agricultural production in selected Districts.

- Promote water harvesting technologies for agricultural production in selected areas;
- Support aquaculture production in selected areas;
- Support small scale irrigation systems in selected areas;
- Intensify conservation agriculture in selected areas; and
- Adopt improved post-harvest management of produce in selected areas.

Output 2: Mitigation Investment: Solid waste management improved in Lilongwe City

- Promote Solid waste recycling technologies; and
- Promote waste management initiatives in schools.

The project started in June 2014 and the first disbursement to the Local Councils was done in August 2014.

2.1.2.3 Africa Climate Adaptation and Food Security Project

The Africa Climate Adaptation and Food Security Project (ACA) was implemented in Malawi from July 2013 until June 2015, as part of a Regional undertaking, which also involved the countries of Burkina Faso, Niger, Mozambique and Tanzania. It followed on from a previous project 'Africa Adaptation Programme' (AAP), with the aim of addressing critical gaps in climate information generation, access and dissemination for decision makers, as well as facilitate trials and scaling up of climate adaptation measures.

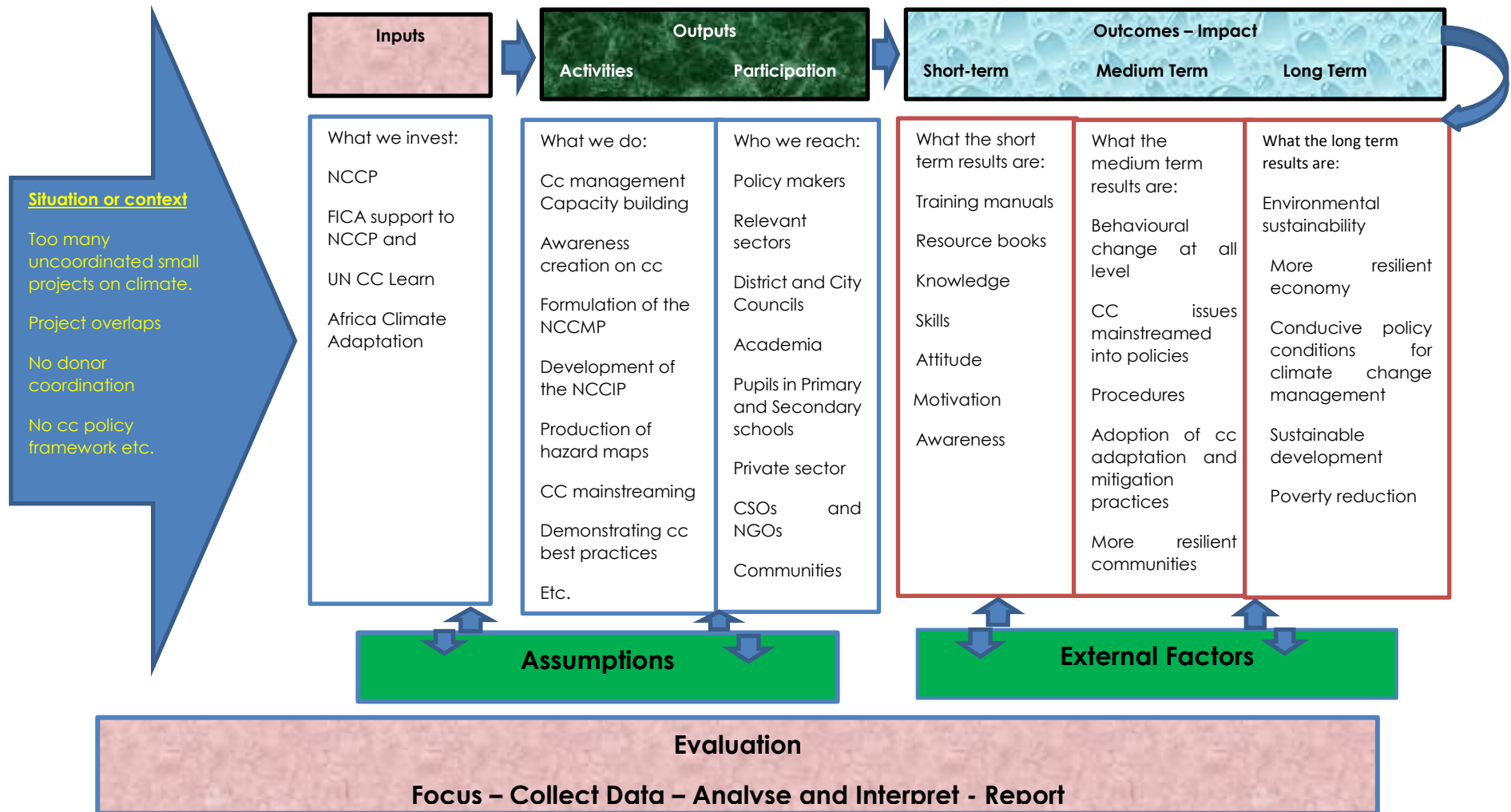
It was noted that despite the fact that Malawi had a number of ongoing climate adaptation initiatives, there existed critical gaps that had not been addressed by the ongoing development interventions and programmes. The ACA was therefore aimed to address a number of these existing gaps, through enhancing the capacity of Malawi to adapt to current and projected impacts of climate variability and change on food security and other development priorities. This was to be achieved through strengthening climate risk management and pursuing climate-resilient development paths through two outputs:

- Output 1: Improving climate information systems for informed decision-making and planning and promoting integrated planning approaches, and;
- Output 2: Testing and scaling up climate risk management measures, including community-based adaptation, and enhancing the capacity for financing for climate adaptation.

The ACA project was undertaken from July 2013 to June 2015 through resources totalling to 665,000 US Dollars from the Government of Japan, to support a number of activities at both national and district levels, the latter targeting, Karonga, Salima, Mulanje and Nsanje Districts.

It is noted from the discussion of the three sub-projects above that they are all strongly linked to the overall framework of the NCCP as described through the four outputs. Each one of these projects fits within a specific output of the NCCP. For example, FICA support to NCCP (Output One); UN CC Learn (Output Two); and ACA fits within Output Two of the NCCP.

Programme Action – Logic Model



CHAPTER THREE: EVALUATION FINDINGS

3.0 INTRODUCTION

This chapter discusses the findings of the End of Term Evaluation of the NCCP. The main purpose of the evaluation, as already highlighted earlier in the report, was to assess the performance of the programme using the OECD evaluation criteria: relevance, effectiveness, efficiency and sustainability. Thus, the findings have been discussed around each one of these criteria. The evaluation has also provided a grade out of 100 guided by the issues raised around each one of these criteria. The grading summary is attached to this report as Annex 7.6.

3.1 Relevance of the NCCP and sub-projects

The relevance as an evaluation criterion relates to the degree to which the objectives of a project remain valid and pertinent either as originally planned or as subsequently modified owing to changing circumstances within the immediate context and external environment of that project.

The project was very relevant to Malawi. This is for a number of reasons. First the NCCP falls under Theme I of the MGDS II: Sustainable economic growth. The Government of Malawi recognizes the importance of sustainable economic growth to poverty reduction and improvement in the living standards of Malawians. However, it is noted that the achievement of this policy goal is seriously being undermined by a number of challenges which, include climate change and environmental degradation. For Malawi, climate change adds another layer of complexity to existing development challenges (*inter alia*; high levels of poverty, and inequality, rapid population growth, underdeveloped markets, poor infrastructure and service provision as well as weak governance systems)⁴. Thus addressing the problem of climate change will significantly contribute to achieving sustainable economic growth of the economy. Second, despite the fact that the GoM ratified the UNFCCC as early as 1994; developed and launched the NAPA (2006); and some investments had been initiated by various agencies in six target districts viewed, at that time, as the most prone to the impacts of climate change as identified in the NAPA; major gaps still existed with regards to climate change management in the country. Among others, these gaps related to congested and uncoordinated interventions in the six districts. The lack of coordination was true for sectors, NGOs, and CSOs implementing projects in these districts as well as the donor community in their provision of financial support to facilitate these initiatives. This entails overlaps and a waste of both human and financial resources to generate significant impact in these districts. Third, although climate change had been highlighted in the MGDS II as one of the key development challenges for Malawi, there was no policy framework to guide design and implementation of mitigation and adaptation projects and programmes aimed at addressing this challenge. As highlighted under the Theory of Change section above, the three sub-projects

⁴ NCCP PSD (2012)

reviewed under this evaluation, all of them fit very well within specific outputs of the NCCP. Thus their relevance can be understood within the overall framework of the programme.

It is implicit from the above paragraph that the relevance of the NCCP cannot be overemphasised. This needed to be tackled in a holistic manner, with a focus on the national development challenges that climate change poses by creating an enabling environment and requisite capacities to put in place a national climate change framework, and operationalise the response framework through improved mainstreaming of climate change in policy and planning, increased financing to mitigate and adapt to climate change, better knowledge management and more effective coordination at all levels.

3.2 Design of the NCCP and sub-projects

The design of the project relates to how well project objectives have been articulated including the choice of implementing agencies, structures or mechanisms put in place for achieving them. First, the lack of policy and regulatory frameworks and coordination mechanisms resulted in overlaps and duplication of effort among donors as well as agencies implementing projects on climate change without proper policy guidance. In this regard, it was difficult to measure the contribution of these efforts to addressing climate change impacts and their ultimate contribution to national development. Second, data and knowledge management were lacking. Relevant sectors were operating in silos with inadequate databases to guide choice of interventions, lacked information sharing mechanisms among others. Third, coupled with the lack of evidence and databases was serious capacity gaps at all levels in the understanding and articulating mechanisms and strategies to address the challenges of climate change.

The project design was good and appropriate considering these gaps which affected effective implementation of climate change management programmes in the country. The four main outputs of the project around which various activities were carried out have been viewed as appropriate and adequately reflecting the gaps highlighted above and detailed in the project strategy section. Summary outputs focused on the following:

- i) Establishing an appropriate policy and regulatory framework for mainstreaming climate change issues in development policies, plans and programmes at all levels;
- ii) Establishing data and knowledge management systems to ensure that all key decision makers in government, private sector and CSOs have access to it;
- iii) Establishing coordination and implementation guidelines for climate change; and
- iv) Development of a NCCIP and establishing its implementation and financing modalities

Three sub-projects were also implemented and these have formed part of this evaluation. In many ways, these projects complemented very well the overall NCCP Programme design.

UN CC Learn: The UN CC: Learn Project was designed and implemented as a demonstration by the Malawi Government of its commitments to the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol which Malawi signed and ratified among many other multilateral environmental agreements (MEAs). The project was designed and implemented to enable the country undertake deliberate efforts to foster coordinated approaches to training and capacity building process using external resources for the National Climate Change Programme initiatives. The Capacity Needs Assessment (CNA) conducted during the first phase of the NCCP informed the UN CC Learn concept and served as its baseline. Initially coordinated by the Malawi Institute of Education (MIE) but for good reasons later transferred to the Department of the Directorate of Inspectorate Services of the Ministry of Education, Science and Technology, the implementation arrangement has been viewed as good considering the tasks that were to be carried out.

The FICA support to NCCP: This project was implemented with the aim to demonstrate some best practices in terms of choice of adaptation and mitigation measures as well as how such activities could be coordinated at the district and community levels. At the district level, the project was coordinated through the District Environmental Officer in collaboration with the District Commissioner and the District Director of Planning (DDP). The multi sectoral approach that was adopted under this project using existing governance structures to implementation of the activities in the targeted Extension Planning Area (EPA) has been viewed as very appropriate.

The ACA project: The ACA contributed to data collection and knowledge management under Output Two of the NCCP. Among others, the project prioritized synergies with ongoing and existing initiatives to maximize complementarities and sustainability which included complementarity with the priority areas of the National Climate Change Programme (NCCP). It is clear therefore that the ACA was a sub-component of the overall NCCP framework. The Project worked with a number of implementing partners, including the Ministry of Natural Resources, Energy and Mining (MERM), and Environmental Affairs Department (EAD) as leads, working with the Departments of Climate Change and Meteorological Services (DCCMS), Department of Surveys (DOS), Department of Disaster Management Affairs (DODMA) and Economic Planning and Development (EPD), as responsible parties. These are already implementing partners of the NCCP.

The appropriateness of the design is also reflected in the choice of the agencies to take the lead in implementation of the activities as detailed in each one of these output areas. These have been summarised in the Table below and also detailed in the annexes.

Table 1: Summary of Implementing Agencies

| Implementing agency | Roles and comments |
|--|---|
| Department of Land Resource and Conservation | Representing the Agriculture sector but involved in Climate Smart Agriculture. Diversification aspects have not been adequately articulated in project implementation. Engagement with Agriculture as a sector has not been adequate in the project despite the importance it was given at the design. |
| Department of Surveys | In order to better understand the distribution of hazards and levels of vulnerability in the country so that appropriate strategies are targeted, maps were necessary. The Surveys Department has the necessary personnel with skills to contribute to this activity. The Hazard maps have been viewed as very useful training and delivery of DRR related interventions. However, the department would have preferred using data from the country than global for more precise pictures on the ground. |
| Ministry of Economic Planning and Development | Since the First Phase of NCCP implementation, it was generally recommended that issues of climate change should be coordinated from EP&D since climate change as development issues are cross-cutting. Therefore, for effective development of plans to mainstream climate change, EP&D was at that time considered the most appropriate. This included development of monitoring and evaluation systems where EP&D was considered a neutral player coordinating all sectors involved. These views are not shared by everyone. But ministry has been actively engaged in the project. |
| Department of Climate Change and Meteorological Services | As an agency responsible for development and dissemination of climate and early warning related information, among others, it was to take the lead in the establishment of District Climate Information Centres. These centres would be custodians of information for grassroots communities. This was an appropriate choice. The department also Chaired the National Climate Change Technical Committee meetings. |
| National Commission for Science and Technology | They were identified to develop guidelines for research and outreach on climate change. Much as the commission was an appropriate choice but the guidelines developed have not been used for any research |

| | |
|--|--|
| Forestry Department | Selected to establish a carbon trading unit. A correct choice but the department did not achieve anything under the NCCP. The main explanation was that although an assessment that identified investment options was conducted, among others, no donor was interested in carrying out a national forestry inventory to monitor carbon stocks to show what ecosystem services were being provided. |
| MoLG&RD | The main role was to facilitate mainstreaming of cc into local council plans and planning processes. They were also to develop instruments for capacity building. As custodians of Local Councils, this was an appropriate choice. Among others, they developed a climate change adaptation best practices booklet and district training manual including orienting district staff on climate change issues. |
| Ministry of Education Science and Technology | Through the UN CC Learn as a sub-project to NCCP, MIE was the initial choice to coordinate cc issues mainstreaming into school curricula. For good reasons, the Department of Inspectorate and Advisory Services later replaced MIE. Impressive results have been achieved by them – a reflection of an appropriate choice |

3.2.1 Project Implementation and Coordination

The project started with establishing an overall framework followed by implementation. This meant establishment of institutional and coordination structures before starting to implement the project. This is shown in Figure 2 below. It is worth noting that some of the agencies' names have been revised to reflect what they are called today.

It is also important to point out that the Ministry of Natural Resources, Energy and Mining (MoNREM) appears at various levels in the Programme Implementation structure because of the roles it has played in the coordination of the programme at various levels.

The overall institutional structure for implementation and coordination of programme activities was appropriately designed. Each one of the main components of this structure is discussed below focusing on the roles they have played in this programme. In particular, the focus is on the MoNREM; the National Climate Change Steering Committee (NCCSC) and the National Climate Change Technical Committee (NCCTC). The other components are discussed under other sections that follow.

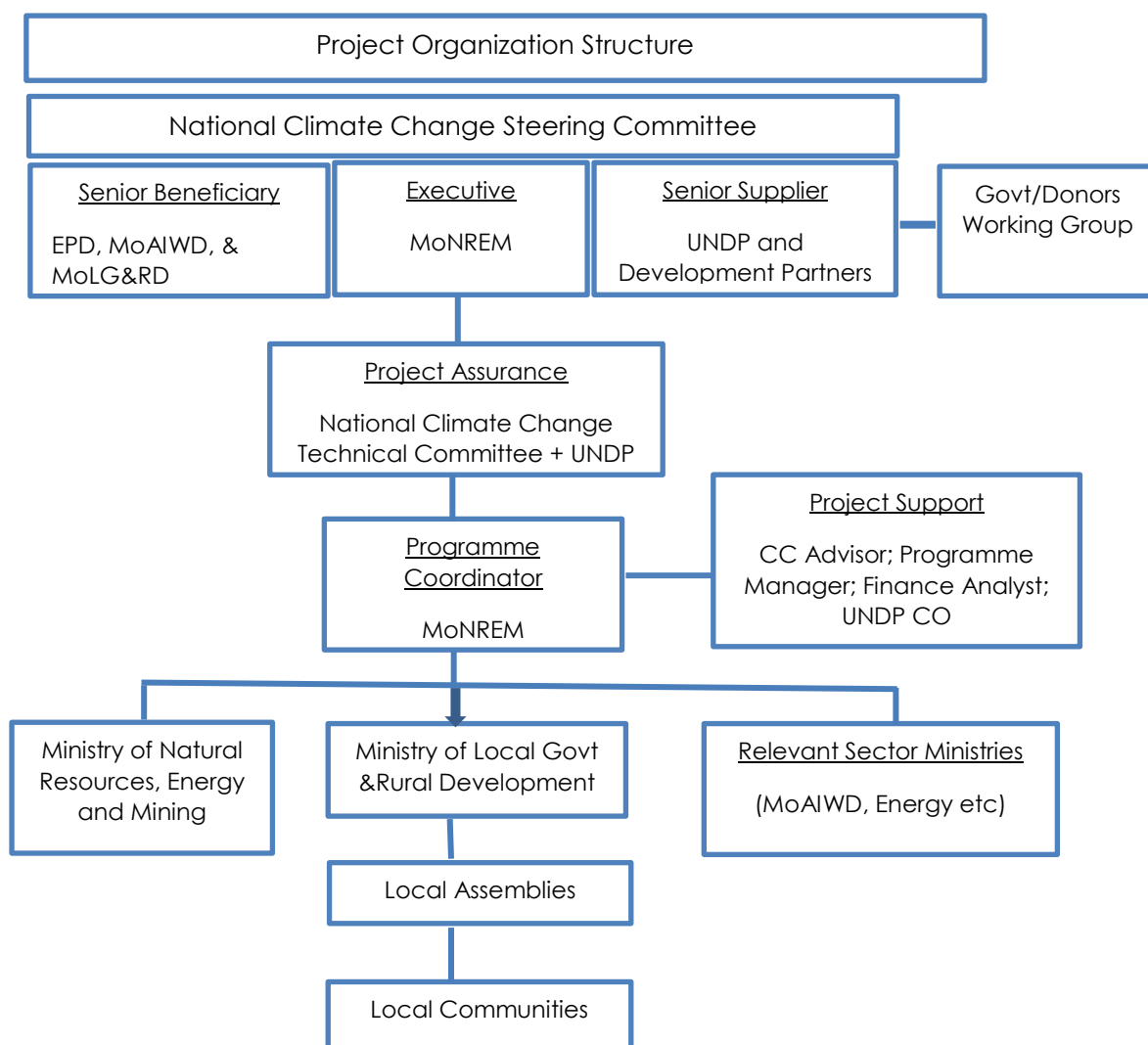


Figure 2: NCCP Management Arrangements

3.2.1.1 The Role of MoNREM in Project Coordination

The identification of the Ministry of Natural Resources, Energy and Mining⁵ (MoNREM) to drive the overall coordination for implementing the NCCP was appropriate. Indeed, it is important to acknowledge the fact that some controversies and disagreements existed early in the programme relating to coordination between MoNREM and Ministry of Economic Planning and Development (MoEPD). These were resolved and MoNREM played the Executive role in programme implementation. The MoNREM was thus the main Implementing Partner in the programme. However, the MoEPD chaired the National Climate Change Steering Committee (NCCSC) to ensure planning and monitoring oversight of the programme.

To this end, as highlighted in the Figure above, the UNDP and other Development Partners played the role of Senior Supplier which provided guidance regarding the technical feasibility of the project and use of project resources. On the other hand, the senior beneficiary role was represented by sector ministries (e.g. MoEPD, MoAIWD,

⁵ At the design called Ministry of Environment and Climate Change management

Energy and Mining, MoLG&RD, etc.) to ensure the realisation of project benefits from the perspective of project beneficiaries.

The evaluation used network analysis tools to map out the actors in NCCP and examined the level of information sharing among them. At the Apex there is The National Climate Change Steering Committee (NCCSC) that among other things provides strategic direction and policy guidance on programme focus. The programme activities were mainly funded using donor funds channelled through UNDP but with overall coordination by "The Secretariat" (MoNREM-EAD). Implementation of activities was carried out through the government departments and Civil Society Organizations. All these were done with technical backstopping from the National Climate Change Technical Committee (NCCTC)⁶.

In the network map in Figure 3 below, actor centrality measures for degree centrality, and closeness centrality. Degree centrality results reveal connectedness of the actors to others. It is expected that highly connected actors have the high chance of influencing the decision in a network. As envisaged, the Steering Committee, the National Technical Committee and the Secretariat (MoNREM-EAD) exhibited the highest degree centrality. Since all of these actors were by design the main central actors in the planning and implementation of the NCCP they provided the main influence in the direction of the programme.

The evaluation has established that a lot had been achieved within a very short time since the coordination issues had been resolved. The big achievements have been the revision of the NAPA, production of the NAMAs, development of the National Investment Plan and finalisation and launch of the National Climate Change Policy. In addition, there has been a lot of government and donor engagement through the Chief Director. The reorganization of the donor community to become more coordinated also assisted in better engaging with government. Unfortunately, some of the products or activities were done in a hurry thereby overlooking some issues and sector in the process. *Inter alia*, the experience that EAD has acquired through the NCCP has spilled over to other departments. For example, DoDMA is also in the process of integrating disaster risk reduction into school curricula. Since EAD went through a trial and error learning process, they serve as a good advisor to DoDMA as they try to incorporate disasters into school curricula.

⁶ The sub-projects implementation arrangements have already been highlighted in the programme design section

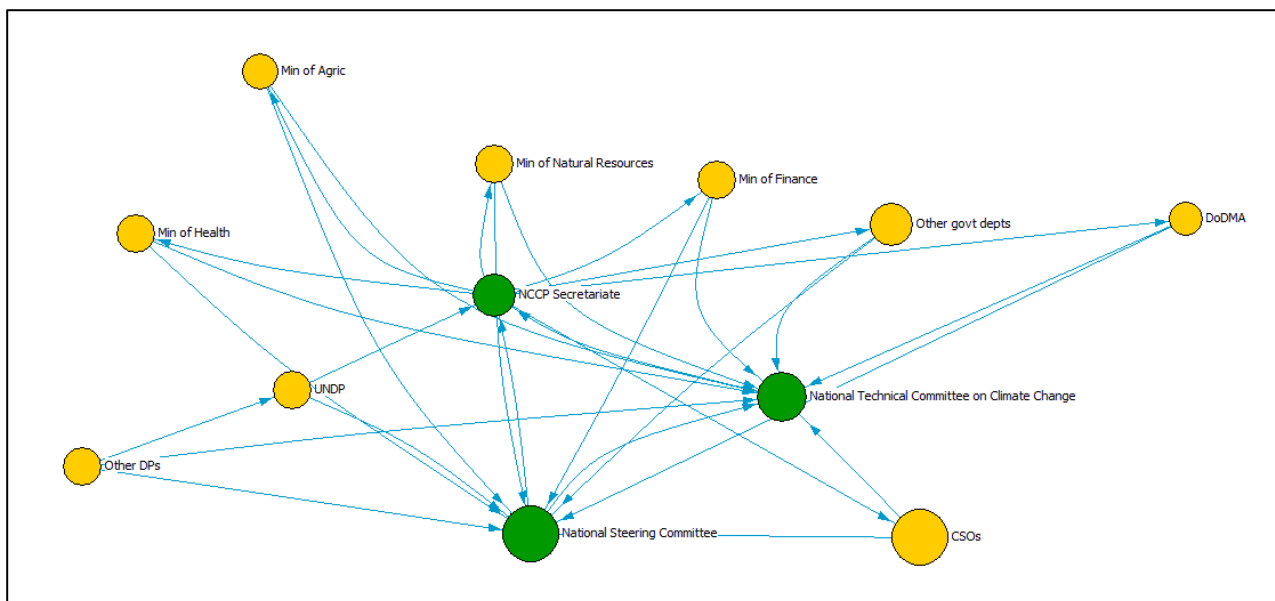


Figure 3: Actors in the implementation of the National Climate Change Programme

3.2.1.2 The Role of the NCCSC and NCCTC

There are two committees at Government institutional level. These are: the National Climate Change Technical Committee (NCCTC) and the National Steering Committee on Climate Change (NCCSC) that provide oversight on climate change activity implementation. These were a major outcome of the first phase of the NCCP. The two committees are permanent national climate change committees recognized in the National Climate Change Management Policy (NCCMP). The NCCTC provides a platform for efficient and effective implementation of national, regional, and global partnerships on climate change. This provides an institutional framework for national and international co-operation; embracing a holistic approach to climate change interventions towards development of adaptation and mitigation initiatives through partnerships between Government agencies, the private sector, NGOs, CBOs, academia, and local communities. On the other hand, the NCCSC provides a forum for effective policy dialogue on frameworks, priority setting, and ways and means of facilitating investment and transfer of technology on climate change initiatives in the country.

The NCCTC has over the course of programme implementation proved to be an effective mechanism for information sharing and coordinating the various sectors and other agencies. This is also reflected in the stakeholder network Figure 4 below. The information sharing network which informed the NCCP programme stakeholders is however much more complicated than the implementation network. Individual implementing agencies were responsible for disseminating information either directly to other agencies or indirectly through the national secretariat and the coordination platforms. The information sharing challenge also arises from the fact that membership or participation in these committees has tremendously grown. Not only has membership grown but more and more agencies are willing to be coordinated

thereby creating a challenge of numbers. The NCCTC is currently suffering from its success in view of the fact that the numbers of agencies as well as the agenda are growing. In addition to this challenge is the fact that the same people are also supposed to attend meetings on sister platforms on Disaster Risk Management (DRM) coordinated through the Department of Disaster Management Affairs (DoDMA). In most cases, the issues discussed are in many ways interrelated.

In order to alleviate the challenge emanating from the numbers of partners and issues to be discussed in TC meetings, sub-committees have been set-up; where some other agenda items have been delegated. The bloating of the TC is not all bad since as more and more projects come through the TC, this is becoming a quality assurance mechanism as well as a clearing house which includes allocation of these projects to districts based on the felt needs and gaps.

Nevertheless, the Malawi Government now has very good institutional mechanisms for approving and coordinating climate change management issues in the country. This does not only include, Technical Committee and Steering Committee with Principal Secretaries who examine alignment of issues to their sectors.

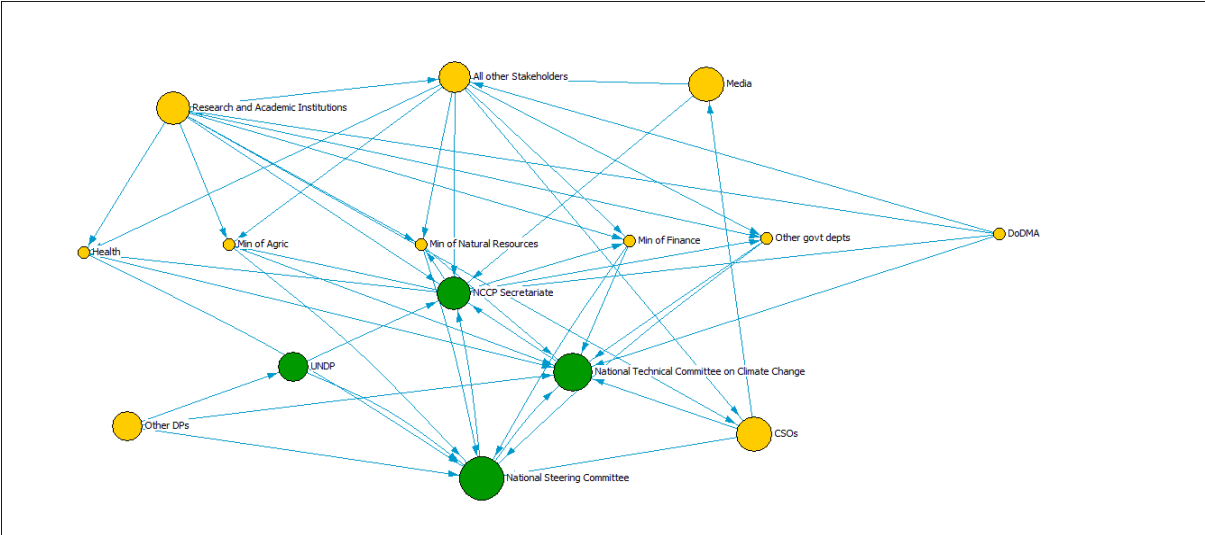


Figure 4: Information sharing among programme stakeholders

3.2.2 Flow of Funds to Implementing Partners

There is convergence among Key Informants that the project design for the disbursement of funds was generally good. All external funds were channelled through UNDP which later transferred the funds to the Secretariat or EAD for disbursement to implementing Partners. Funds were disbursed from UNDP only when there was an approved and signed quarterly work plan by the Steering Committee, a correct cash transfers request as well as progress and financial report from the previous quarter. Figure 5 below gives a schematic representation of the funding network for the program stakeholders.

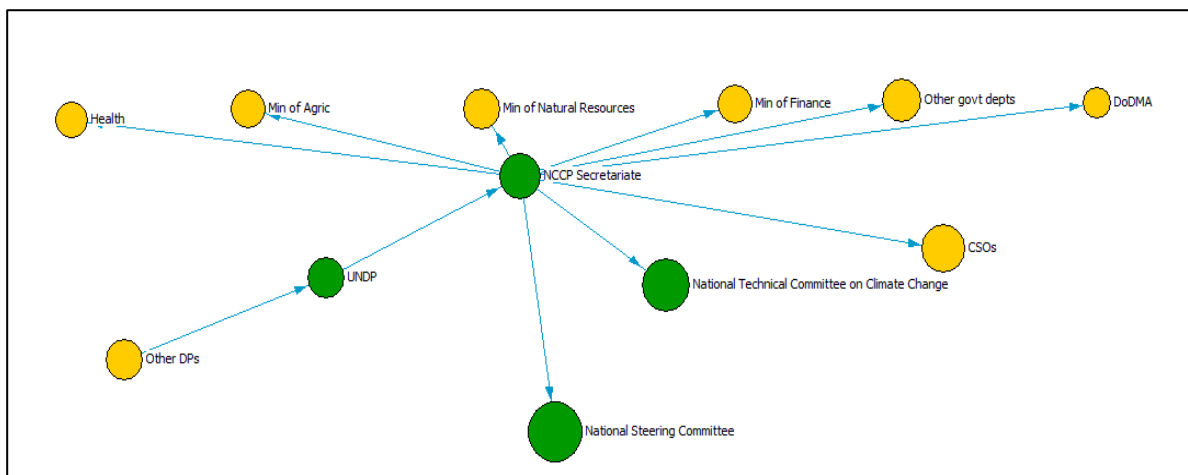


Figure 5: NCCP Flow of Funds Network

In general, the design was good with funds flowing smoothly. Nevertheless, a few challenges have been highlighted with regards to the design and flow of funds to Implementing Partners and districts.

- Late disbursement of funds usually experienced during the first quarter of each year. Unexplained cuts of the budgets submitted have also been reported as a challenge that affected implementation of activities. It was reported that funds meant to come in the first quarter were usually received in the second quarter meaning that activities were being pushed forward. From the implementing partners' perspective, these delays arose mainly from UNDP's long procedures in approving fund disbursements. However, from UNDP's explanation, some of these delays in disbursement of funds arose from submission of incomplete requests which, unfortunately, could not be honoured until all the required information has been submitted. On the part of the Steering Committee meetings, particularly those held at the end of the year, the delays in funding this activity have been due to the fact this is also the period when COP meetings are usually held. During this time, most EAD staff are also busy with this event as well as organizing the STC meetings resulting in the delays. It has been pointed out however that this situation improved at the end of the programme.
- All the district councils of the pilot project opened their own bank accounts where funds were disbursed from UNDP through EAD. At the council level, funds were controlled through the District Environmental Officer in collaboration with the District Commissioner and District Director of Planning. The challenge with this arrangement was that there wasn't any serious capacity assessment of these councils to manage the funds which resulted in serious accountability problems in Karonga District Council.

It is worth pointing out that the extra layer of control (EAD) seems not to please some Implementing Partners preferring direct disbursement to them from UNDP. Due to some delays experienced in flow of funds, there is a need to start devolving some of the

control of funds to responsible Parties. However, this should be done selectively by identifying activities for which funds can be disbursed directly and some which still need to be supported through EAD. The slow flow of funds frustrates Implementing Partners. By allowing Implementing Partners to control some of the resources through quarterly disbursements against financial returns for example, this will enhance ownership of what they are doing with the funds.

3.2.3 Some weaknesses and challenges in the design of the project

Despite the fact that the design of the project has been viewed as generally good, a few weaknesses have been highlighted to guide future programming. The main ones are as follows:

Agriculture not adequately focused on: The main engine for Malawi's economic growth and development is agriculture. Besides, more than 80% of Malawi's population lives in the rural areas where their main livelihood is agriculture. Hence, programmes implemented to address the problem of climate change cannot be effective without a special focus on this sector. It has been noted through this project however, that agriculture as a sector did not take the centre stage during implementation. Of course agriculture was clearly highlighted in the PSD as the first key priority area. It was also the main focus of the micro-projects where irrigation, water harvesting, post-harvest management, Land Resources and Conservation and Aquaculture constituted the basket of activities. But the fact that Agriculture at the policy level was largely represented by the Department of Land Resources and Conservation has been seen as a major weakness. It has been noted with concern that the programme failed to engage and involve the mother Ministry of Agriculture. This is because in both Steering Committee and Technical Committee meetings, Department of Land Resources and Conservation Department was delegated to represent the ministry. This was a lost opportunity for the ministry to engage at the highest level and demonstrate that climate change is indeed a key challenge to the sector and that it needs to be confronted head-on. However, in future, it is important that ministry headquarters plays a key role in the design and implementation of climate change management programmes. It is important to engage with the higher policy level right from the conceptualization of the programme to ensure that a clear policy guidance on climate change management is provided since majority of mitigation as well as adaptation activities focus on this sector.

Weak strategies for communication and awareness creation: Strategies for communication and awareness creation of CC issues are not yet comprehensive enough. Communication strategies have mainly remained at the high level and not focused enough at the districts and communities. Indeed, the Climate Change Week coordinated by EAD each year tends to raise awareness among the general public but this is limited in outreach. It is also noted that there has been an attempt to mount media campaigns to raise relevant CC issues as outlined in the communication strategy. But these attempts were only short lived and did not generate the level of awareness required. People that are most affected need to understand how they are affected by Climate Change but also how they themselves contribute to it. There is a

lot of information in policy documents and strategies that the grassroots communities need to know and how they can use it to guide their livelihoods decisions. This was not well harnessed in the design of the NCCP. Policy documents without awareness creation is not enough. To many, climate change is like HIV/AIDS which needs a strong outreach component to make the “noise” which people should hear and be able to adopt mitigation and adaptive strategies.

No Comprehensive M&E Framework for the programme: While recognizing the fact that a Monitoring and Evaluation Matrix was developed at the programme design stage. However, this is limited to the NCCP with core UNDP funding. The sub-projects that have been discussed above were not part of this framework. The M&E system which was developed and finalised late in the project cycle, was mainly linked to the National Climate Change Investment Plan and not much to climate change in general. Coupled with this weakness is the lack of baseline data. The PSD points to a baseline survey that was to be conducted at the commencement of work in selected districts with a small number of comparable control districts. But this was not done. Baseline data are useful not only to project management in guiding their monitoring activities but also to such activities as the Mid-Term and End of Term Evaluation.

Missing private sector participation: Although private sector involvement in climate change management activities is envisaged as reflected in the PSD, but the sector is vividly missing in all the project activities. This is despite the fact that the NCCMP highlights the “polluter –pay” principle. It is acknowledged that one of the main factors explaining private sector absence is that Government usually conducts business through meetings – which unfortunately are sometimes too long therefore not attractive to private sector operators. Nevertheless, there is a need to define a clear niche as a relevant category of private sector operators. Once such a niche is identified, appropriate strategies for engaging and involving these operators in climate change management projects should be devised – of course recognising the fact that “time is money” for them. An example of such strategies is “breakfast meetings” where all invited stakeholders could make a short presentation on how they are being affected by climate change in their business. This could then be turned into how they could be involved in broader strategies at the national level to address climate change related challenges.

Rushed design of the ACA project: The design of the project was rushed, such that it did not provide the UNDP country office with adequate time to conduct research on areas that would produce high value results. The design of the ACA was done without much involvement of stakeholders in the country. Hence, the contextualization of the project and how to complement existing initiatives was not done. With already proposed activities and implementation structures, the CO was advised to fit the project into a pre-designed concept, which in this case was the NCCP, and as such implementation of some elements like social protection and climate fund proved difficult to implement. Further, the direct implementation where IPs received funds

directly from UNDP proved a major challenge negatively affecting the drive by them to implement the planned activities.

3.3 Efficiency

Efficiency is a measure of how economically resources/inputs (funds, expertise, time etc.) are used to achieve results. One of the questions that could be asked is whether the projects were cost effective compared to similar interventions. In other words, were these the best set of projects to deliver the outcomes? Were the project resources adequate? (Manpower, physical and financial)

Many studies point to the fact that although there is a growing concern among the donor community to show cost-effectiveness or indeed value for money in Climate Change and Disaster Risk Management project design and evaluation, there is usually no or limited data for these assessments. According to Moench et al (2008), often little information is available on the economic basis for investment in alternative avenues for risk reduction, making investments in specific DRR activities difficult to justify relative to both alternatives available and to other social investments that contribute toward similar development objectives. In view of this, project evaluations tend to use qualitative indicators which point to factors that help to explain project outputs and outcomes.

Indeed, climate change is a challenge worth spending money on since it negatively affects economic growth and the livelihoods of many people in Malawi. In view of the fact that many gaps existed in the country that negatively affected effective climate change management, the funds spent through NCCP project were justified. It is not clear however, whether an alternative programme would have been a better arrangement to achieve the outputs and contribute the UNDAF outcome as has been achieved. Where weaknesses were identified, they have been adequately explained.

Several factors explain the level of efficiency in this project:

- **Consistency of Desk Officers:** Consistency of Desk Officers has ensured that the capacity built towards project activities and outputs is not lost. It has been reported that about 90% of the Desk Officers have remained the same since the beginning of the project. This has helped them to harness the knowledge and skills acquired for the project. A high staff turn-over in this area would entail always sensitizing and training the people with less time to focus on using the knowledge and skills for project results.
- **Doing more with little:** Proper organization and coordination have resulted in doing more with limited funds. This has been clear through the micro-projects in the target districts. Some activities were carried out with minimum resources owing to proper organization and sensitization of farmers.

- **Staff enthusiasm:** The results achieved under the Ministry of Education are largely explained by the enthusiasm that was demonstrated at various levels to show results.
- **Small –too – small:** Although the micro-projects have demonstrated some good practices through the multisectoral approach to climate change management; they have been regarded as not big enough to generate the “noise” required to bring about significant impact on policy.
- **Flow of funds:** Although flow of funds has been regarded as good in general, it also has been cited as one of the major factors that have affected the efficiency in the way some project activities have been implemented. In part, this element also reflects back at implementing partners and the coordinating offices in ensuring timely and complete technical and financial reports. This has tended to slow down implementation as some time is spent sorting out financial and technical reporting matters.

3.4 Effectiveness

Effectiveness criterion relates to the extent to which an intervention has attained its major relevant objectives. This is related to the term: efficacy. Specifically, what are the major achievements of the project vis-à-vis its objectives, performance indicators and targets? Have there been any unplanned or unexpected effects or results of the project?

The discussion on effectiveness of the project in achieving its objectives will be discussed under each one of the projects that have been evaluated under the NCCP.

3.4.1 National Climate Change Programme

The NCCP Programme Support Document (PSD) summarises the outputs and activities that were planned. The discussion under this section will thus focus on the planned activities and the level to which they have been achieved. This will be guided by the four outputs as summarised under the Theory of Change section above. A detailed summary Table of specific achievements has also been attached as an annex to this report.

Output 1: Climate change mainstreamed in policies, development plans, and programmes at national level and implemented in 15 –disaster prone districts:

The project has achieved a lot under this output. First, the National Climate Change Management Policy has been finalised and launched. However, it has not yet been operationalised. However, the approval of the policy by cabinet made a recommendation to have a legislation. The proposed Acts (e.g. Environmental

Management Bill) that would serve as legislation for the operationalisation on the NCCMP has already been drafted and would be presented to parliament soon. But other relevant Acts such as; Forestry Act; Energy Act; and the Forestry Act are to be revised to incorporate climate change issues.

Further, other sector policies such as the Forestry Policy; the National Agriculture Policy; and the Fisheries Policy have been revised to incorporate climate change issues. This also includes sector plans where Climate Change Focal Points have been instrumental in incorporation of climate change issues. The Ministry of Local Government and Rural Development has coordinated the capacity building activities for local councils and now climate change issues have been mainstreamed into the district planning process; District Social Economic Profiles and District Development Plans.

All these achievements coupled with the requisite capacities that have been built through the project will ensure that CC activities are not overlooked in planning at all levels.

Output 2: Data and knowledge on impacts of climate change collected and made accessible to decision makers in Government, Private Sector and Civil Society:

The implementation of the activities under this output were mainly done through the Africa Climate Adaptation and Food Security (ACA) Project. The main results have been: the development of a Monitoring and Evaluation (M&E) Framework for the National Climate Change Investment Plan (NCCIP), one of the first nationally-lead Climate Change M&E Frameworks for the country. The project also supported the development by the Department of Surveys of In-depth Hazard and Vulnerability Maps for the entire country to provide visual locations of high vulnerabilities for use by the Department of Disaster Management Affairs in their Disaster Risk Reduction activities. It also supported the strengthening of District Climate Information Centres (DCICs) in seven districts that serve as a source of climate and weather information for communities, the piloting of climate adaptation initiatives in the form of agroforestry in selected communities, as well as the creation of an online Climate Action Intelligence (CAI) database system to provide information to decision makers on who is where and doing what on climate change in Malawi. Under this output, Research Guidelines were developed but no research has been reported that could be a source of data and information for decision making.

Table 2: Summary achievements of the ACA Project

| Product | Numbers and comments |
|---|---|
| M&E Framework for the National Climate Change Investment Plan | The ACA project supported the development of an M&E Framework for the National Climate Change Investment Plan. It is expected that the framework will provide guidance to sectors, and as part of the national development planning and management process, will serve an M&E Master Plan for the country to track its response to climate change. Note should be taken however that this was not comprehensive enough. |
| Production and dissemination of Climate Change Hazard and Vulnerability Maps | The Hazard and Vulnerability Mapping for the country, in order to inform decision makers in particular DoDMA on the vulnerability 'hot spots' was conducted by Inter-governmental organization 'Regional Centre for Mapping of Resources for Development' in partnership with the Department of Surveys. These included a geospatial database, the hazard and vulnerability maps and a web-based geo-visualization application including activities and indicators on food security and disaster risk reduction management. |
| Support Climate Action Intelligence Data base | The AAP supported the development of the Climate Action Intelligence (CAI) database, which provides information on key stakeholders involved in climate change activities in the country, the duration of their interventions, aims, objectives and their locations. In 2014, 200 CAI kits were disseminated comprising of a policy makers report, actions and actors' inventory, user manual and electronic databases. Due to challenge faced by stakeholders to access the database, an online database system with a dedicated URL was then developed, in order to ensure that all users with internet connectivity could view information on climate change projects underway throughout the country. |
| Support to GIS and ICT infrastructure for management of climatic data and information | The project supported the sharing of information across six (6) departments through the continued support and maintenance of servers in the Departments of DCCMS, Forestry, Land Resources, DoDMA, Water Resources and Department of Surveys |

| | |
|--|--|
| <p>Promote Media Campaigns</p> | <p>The ACA project also supported a number of awareness raising efforts on climate change throughout its duration. In particular, the following were achieved: a total of 366 radio jingles on climate change, each one minute in length, were aired during peak radio broadcasting hours; a total of 48 programmes on climate change, of 15 minutes in length, were aired on community radios in Mchinji, Salima and Karonga districts to raise awareness among rural communities; special messages by the Parliamentary Committee on Natural Resources and Climate Change were aired on TV Malawi, as well as National Radio stations; a number of awareness raising events were supported for the District Climate Change Information Centres in the communities, using local drama and arts groups, to act out the impacts and associated dangers of climate change and the role the centres play as an information hubs. The awareness raising events targeted all members of the community, including children, young men and women and vulnerable groups.</p> |
| <p>Appropriate materials with dimensions knowledge with gender</p> | <p>In support of the DCICs, established under AAP, the ACA project supported the development of different materials including posters, pamphlets, brochures and booklets which were printed (18,300 copies) for the district climate centres in Karonga, Salima, Mulanje and Nsanje. These were printed in both English and local languages of Chichewa and Tumbuka, to improve dissemination of climate information, communication and understanding of climate change issues in the districts.</p> |
| <p>Linking DCICs with Rural Radio Stations</p> | <p>Four-hundred and sixty (460) messages were developed by July 2015, through the DCICs which serve as the vehicle for relaying information in the districts. To improve dissemination of climate and weather information further, these centres have been linked with Rural Radio stations in two of the districts of Nsanje and Mulanje, who receive regular forecasts and can disseminate this information to their listeners.</p> |

It is clear from the summary achievements provided above that much as information sharing and dissemination has been done using various tools; but some of the planned activities were not done. For example, besides the development of research guidelines, there has been no research on CC whose results could be shared at the national level as was planned in the PSD. In addition, there has been no feasibility study conducted for setting up a Centre of Excellence in Malawi.

Output 3: Coordination mechanisms and implementation arrangements for Climate Change established and used at national level and in disaster-prone districts:

The main coordination mechanisms that have been established under this output area are: the National Climate Change Technical Committee (NCCTC) and the National Climate Change Steering Committee (NCCSC). These have been the main platforms for sharing climate change information. Among the donors, a Development Partners Group on Climate Change, Environment and Natural Resources has been established as a direct product of this project. As a result, this now provide a coordinated mechanism for government in engaging with the donors.

District Councils through the Ministry of Local Government and Rural Development have been strengthened in support of the planning process to incorporate climate change issues into plans. At all levels, civil society organizations (mainly CEPA and CISON ECC) have been actively involved including in the development of the National Climate Change Management Policy.

But a Sector Wide Approach (SWAp) has not yet been developed. However, a lot of preparatory work and studies have been done. This includes Capacity Needs Assessments; Training Needs Assessments; National Climate Change Response Framework among others.

Output 4: Implementation modalities and financing mechanisms for the National Climate Change Investment Plan established and operationalised at national and district levels:

Some projects have been funded as direct results to operationalise the National Climate Change Investment Plan. Some of these are the FICA support to the NCCP; the USAID PERFORME project and the Climate Planning by EU. Nevertheless; stakeholders would have preferred to see more multisectoral and donor support to this plan. Three projects since 2013 when the plan was launched is viewed as a very small number.

The proposed climate change management fund has not yet been established. The present report has made some proposals and recommendations on how such a fund could be developed. On the other hand, steps towards its establishment are being taken among which an exploratory visit to Rwanda where such a fund already exists.

The project has set a solid foundation for doing more on climate change management in the country. However, Government needs create a conducive environment for enhanced donor support and mobilisation of more funding at local and international levels towards implementation of climate change adaptation and mitigation measures.

3.4.2 UN CC Learn

The UN CC: Learn Pilot Project was designed and implemented as a demonstration by the Malawi Government of its commitments to the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol which Malawi signed and ratified among many other multilateral environmental agreements (MEAs). The UN CC Learn pilot project for Malawi was designed and implemented to enable the country undertake deliberate efforts to foster coordinated approaches to training and capacity building process using external resources for the National Climate Change Programme initiatives. The Capacity Needs Assessment (CNA) conducted during the first phase of the NCCP informed the UN CC Learn concept and served as its baseline.

Initially coordinated by the Malawi Institute of Education (MIE) but for some reasons later transferred to the Department of the Directorate of Inspectorate Services of the Ministry of Education, Science and Technology, the project has achieved what have been generally qualified as impressive results. The education sector through their involvement in this project has been identified as a “*star performer*” in the project.

Project management was generally overwhelmed with their achievements. The trainings they have conducted under the project have been termed very impressive. This is despite the fact that in the early stages of the project, the focus was on Malawi Institute of Education to coordinate the component. Once the Ministry of Education came on board they were very quick to start adapt to the demands of the project and produce results. A lot of capacity building activities have been conducted by the sector contributing to mainstreaming of climate change issues in Teacher Training; primary school and secondary school curricula. Training activities have been conducted by experts on Climate Change from LUANAR and some subject matter specialists from such ministries as Agriculture. This has ensured uniformity in the knowledge and skills acquired by the Trainer of Trainers.

The matrix below shows a summary of some of the main achievements of the UN CC Learn project component.

Table 3: Summary achievements of the UN CC Learn

| Product | Numbers and comments |
|--|--|
| Posters | Posters were developed and distributed in all primary and secondary schools, across the country. This includes private schools and Teacher Development Centres. 10 Posters distributed per Secondary School; 4 per Primary School and 4 per Teacher Development Centre |
| Source Book for Secondary Schools | 37,000 books have been printed and disseminated to 5300, government schools and 263 government recognized private schools for free. |
| Training of PEAs | 400 PEAs were trained as Trainers of Trainers. Each PEA was on average expected to train 15 Head teachers and 45 ordinary teachers for their respective zones. |
| Climate change issues incorporated in school curricula | The project has led to incorporation of cc issues in Geography, Social Studies, Agriculture and Biology. In the rest of the other subjects, cc issues have been incorporated as cross-cutting issues. This is for both Primary and Secondary School Curricula. |
| Teachers trained on how to use Source Book | Teachers have been trained on how to use the Climate Change Source Book. This comprises 22,600 Primary School and 1,200 Secondary School Teachers. This was again on a ToT basis where the trained teachers were expected to train others |
| Incorporation of cc in Teacher Training Curricula | Syllabuses for Teacher Training have also incorporated cc issues. |
| Training of Frontline Extension workers | Training of Frontline Forestry Extension Workers and Health Surveillance Assistants to enable them better incorporate climate changes issues in extension delivery. This component was also supported by the ACA project to avoid duplication. |

Some challenges

The project, as already pointed out has been very successful. The challenges faced relate to the following:

- The training skipped districts of Nsanje, Chiradzulu and Chikwawa with a plan to train them later. However, it was later learned that all the remaining funds

were assigned to the production of the Source Book. This has left a gap in capacity building in those districts;

- There has so far been no assessment to check whether the curricula are being used in schools as planned. This would include assessing the skills of the pupils and some practical evidence in the schools since school pupils are being used as change agents.

3.4.3 FICA Support to NCCP

The principal objective of the Flanders International Cooperation Agency (FICA) support to Malawi government through United Nations Development Programme (UNDP) was to enhance the adaptive capacity of selected communities in three vulnerable districts of Karonga, Salima and Mulanje to impacts of climate change, and to reduce Malawi's carbon foot print through improved waste management in Lilongwe City.

To achieve this objective, the support was designed with the following focus areas:

- Improving climate change community resilience through agricultural production-adoption of climate smart agricultural principles;
- Enhancing climate change mitigation interventions through proper waste management and pollution control practices.

The main sectors identified to participate in the implementation of activities in the district councils were:

- Water Department – to take the lead on water harvesting initiatives;
- Land Resources and Conservation – to drive Conservation Agriculture and other land conservation practices;
- Crops Department in the Ministry of Agriculture – To take the lead on Post-Harvest Management;
- Irrigation Department – to lead on small-scale irrigation initiatives; and
- Fisheries Department – to coordinate aquaculture activities in the selected Extension Planning Areas (EPA)

Table 4: Summary activities by sector and achievements

| Sector | Main activities and achievements |
|--|--|
| Department of Fisheries | Excavation and rehabilitation of some fish ponds. Generally, aquaculture has attracted a lot farmers including young people. |
| Land Resources | Introduction of different types of climate smart practices including, reduced tillage, mulching. A lot of interest in CA technology because results have been quite quick and visible. More farmers in the target areas are adopting the practice. |
| Water Department | Excavation of infield water harvesting structures, construction of above ground dams. But the unit cost of these activities has been regarded as very high |
| Irrigation Department | Preparation of some land and actual implementation of gravity fed irrigation. A lot of interest but the main challenge has been water supply and conflict in its access and use. |
| Crops Department | Construction of grain silos. This has attracted very little interest among beneficiaries regarded not appropriate because metal silos were being introduced |
| Solid Waste Management in Lilongwe City Council | Waste management systems have been initiated. However the activity met some challenges which have affected the initial focus of the activity. However, solid waste management scenario for Lilongwe was initiated, and a number of waste management interventions have been initiated in some schools in city. |

It is important to point out here that supplemented support to this sub-project was provided by the ACA project in order to fill some gaps that were observed in the implementation of the micro-projects in the three districts. As such, the ACA project was able to fill this existing gap, complementing the existing interventions around CSA project by supporting the additional agroforestry component in the same targeted districts.

Factors explaining the results

Several factors have been identified which help to explain the level of success of the project component. These are as follows:

- Monthly coordination meetings were put in place with a goal of sharing lessons on how the project has started on the ground, and they provided a good forum for sharing lessons and information. These also served as monitoring visits, which provided a good challenge for beneficiary districts to operate with speed and quality, and also promoted knowledge exchange.

- The use of existing structures for farmer mobilisation and training has significantly contributed to the results under the project. Lead Farmers working in support of frontline extension workers help to alleviate the capacity gaps of extension workers in the target communities.

The project has learnt that the involvement of district councils at the planning level is very crucial for the ownership of the programme. However, the erratic flow of funds affected implementation of activities. It has been reported however, that the technologies introduced did not require heavy external financial support. Hence, most of the activities were carried out a little money.

Finally, the coordination through the Environmental Development Officer was very effective in bringing all sectors together to work as a team. The lessons learnt through this project are being used to revise Social Economic Profiles and then update the District Development Plans. This complements the activities of the Ministry of Local Government and Rural Development.

3.4.4 Progress towards achievement of programme Outcomes

The National Climate Change Programme was designed to contribute to UNDAF Outcome 1.2: *“Improved management of environment, natural resources and climate change for sustainable development at national and district level by 2016”*. This section highlights the progress that was made through this programme towards the achievement of this outcome. It is thus important to find out the changes that have taken place at the policy and district council levels which could be attributed to project interventions.

The achievement of each UNDAF Outcome results from the contribution of various agencies under the leadership of one of the UN agencies based on their comparative advantage. The lead UN agency for UNDAF Outcome 1.2 was the Food and Agriculture Organization (FAO). Thus besides the NCCP, several other projects were implemented to contribute to the achievement of this outcome. As highlighted in section 1.3.1, UNDP planned to contribute to this outcome through three outputs under the NCCP. The key question therefore is to what extent has NCCP contributed to the achievement of this outcome?

The programme has contributed a lot to changing the policy landscape in Malawi with respect to management of environment, natural resources and climate change. This is in many ways. First, in line with Expected UNDAF Output One, the National Climate Change Management Policy has been finalised and approved; climate change issues are being mainstreamed into policy documents, strategies and plans; coordination structures have been established and institutionalised; among others. These have now created an environment for better management of climate change in the country.

Further, the programme has been an important tool for EAD as a UNFCCC focal point to better articulate climate change in the country. Through the programme, it has led to other projects emerging. These have emanated from the National Climate Change Investment Plan (NCCIP), one of the main products of the project. But as discussed further below, this instrument has not contributed to attracting multisectoral players in addressing climate change challenges in the country. The lack of policy which has only been launched recently is partly to blame for failure to fully operationalise the Investment Plan.

The programme has also facilitated building of capacity in district councils, mainstreaming of climate change into District Economic Profiles, District Development Plans as well as in the District Development Planning systems. This has created a foundation for ensuring that climate change issues are always addressed in the district planning processes. The programme has also implemented micro-projects in selected districts which have served as demonstrations of some best practices and adaptation strategies to climate change. The programme has among others been a learning process to ensure that appropriate mitigation and adaptation strategies are implemented in the communities.

The NCCP also supported a lot of capacity building. Short-term as well as long term training activities have resulted in developing a critical mass of capacity to drive adaptation and mitigation initiatives at various levels and across sectors. Among others, the strong capacity base, Malawi is now ahead of most developing countries with regards to climate change financing through better negotiation skills at international level. Malawi is one of the first countries to benefit from the Green Climate Fund (GCF) which is a result of this project.

Incorporation of climate change issues into primary and secondary school curricula will ensure that schools are producing leaders and managers of tomorrow who already know how to link these issues to national development. These are change agent, not only of current generations but also of those to come. This will in general result in improved management of climate change in the country.

It is noted that UNDAF Output One has largely been achieved through the NCCP. However, UNDAF Output Two and Three have been partially achieved. For example, not much has been done to generate data and knowledge on the impact of climate change, environmental and natural resources degradation and natural disasters to guide decision making in Government, Private Sector and Civil Society. Indeed, hazard maps have been developed to guide DRR activities by DoDMA; Research Guidelines have also been developed but no research work has been carried out using these guidelines to generate data and knowledge for decision making. Thus, the NCCP has contributed to this output but a lot still needs to be done.

Finally, one of the outputs was Targeted population in selected districts benefit from effective management of environment; natural resources; climate change and disaster risk by 2016. Very little has been implemented at the district and community levels that could translate to better management of environment, natural resources;

climate change and disaster risks. As noted already, some mitigation and adaptation activities have been implemented in very few districts to serve as demonstrations. Given the policy and regulatory frameworks that have been developed through this programme, coupled with the demonstrations of some best practices and lessons learned; the NCCP has set the foundation for more investments at the district and community levels.

3.4.5 Challenges faced in project implementation

Despite the fact that the project largely achieved its target objectives, several challenges were faced in its implementation. These challenges are shared between the project management and some key stakeholders of the project. The main ones can be summarised as follows:

- Frustrations with the processes: The long and slow policy approval processes in Malawi affect the momentum of those driving the process. It is important to devise mechanisms for shortening these processes. For example, engaging with policy makers at the higher level early in the policy development process would reduce the “red-tape” and hence shorten the approval process.
- EAD has been moved several times during the life of the project in terms of the ministry to which it belongs. This has tended to disrupt the focus of the project. This is compounded by the fact that despite enhanced capacity in EAD in recent years, the available key staff fail to give the attention that is required on the Climate Change related work in the country. Most of them are too busy and usually attending international conferences⁷. There is a strong need to see the staff more engaged and available in the country, providing the required attention to stakeholders which gives more confidence to donors.
- In relation to the point above, it has been learnt that some development partners were very pleased when a Ministry of Environment and Climate Change Management was created in the country. This was viewed as an opportunity for Malawi to bring more staff in Climate Change sector and create more visibility on these issues, both locally and at the international level. While the donor community was getting organized to support the new ministry, it was renamed, including renaming of some departments – adding to the frustration.
- With regard to technical support from UNDP, the Leadership vacuum within the ENR and Climate Change portfolio that was created by the departure of the previous manager somewhat affected continuity and vision within the NCCP. The replacement came more than two years after. This situation largely affected the way UNDP provided its technical support to the programme.

⁷ All the donors consulted pointed this out

- Project results need to be reported as one. This arises from the fact that several projects were implemented under the NCCP as discussed in this evaluation report. Although it has been demonstrated that all these projects adequately complemented the overall NCCP framework, but the lack of a coherent and common reporting framework resulted in distortions of some results and information on the ground. It is also difficult to attribute individual project contributions to the overall programme outcomes in the absence of a coherent and common reporting framework.

3.4.6 UNDP's added value through the project

The section on UNDP's added value through the NCCP aims to present the perception among the key partners that the UN agency has interacted with during the life cycle of this project. To what extent do these perceptions help to explain the results of the project?

3.4.6.1 Perception among government agencies and CSOs

There is generally a good working relationship between government agencies such as EAD, DCCMS and DoDMA with UNDP. UNDP has adequately supported the project both financially and technically. It has supported a lot of activities aimed at building capacity of relevant sectors but also supporting policy level processes.

Further, there seems to be a very positive development at UNDP Country Office. This relates not only to the numbers of staff that have been recruited but also to the quality of staff. Additionally, the mutual understanding and partnership of UNDP and other agencies including implementing partners seems to have improved, resulting in a better working relations.

However, a few challenges still remain. First, it has been reported that sometimes UNDP does not adequately consult. Issues are sometimes presented when decisions have already been made. Where this has happened, it has resulted in "lukewarm" receptiveness on the part of the partner. This defeats the partnership that is supposed to exist between government agencies on the one hand and UNDP as a development partner on the other. It is recommended that UNDP should take this message in good faith and use the message to re-examine its mode of operation and relationships with partners such as MoNREM.

The other challenge is delayed disbursement of funds. This results in panic implementation of activities at the end of the year or indeed at the end of the project where resources have to be spent with haste. The delayed disbursement of funds usually arise from a twin problem. The long approval processes within UNDP on the one hand and failure to meet the necessary accountabilities in time on the part of implementing partners on the other. This has sometimes been compounded by some capacity gaps within UNDP. For example, the absence of a portfolio manager on Environment and Climate Change created a gap between the Programme Analysts and Resident Representative on the chain of approvals contributing to this challenge.

3.4.6.2 Perception of other Development Partners

Among the Development Partners (DPs), the project has mainly been viewed as a UNDP project. This is mainly due to the fact that UNDP has not adequately taken advantage of the project to engage more with other DPs on issues pertaining to climate change management and support to government. The understanding among the DPs at the design stage was that this would be a National Programme with different agencies involved in the implementation – each implementing a component depending on their comparative advantage. And at that time, all donors felt that they were part of the programme. However, this broad donor focus seems to have been lost on the way.

The involvement of other donors has largely been limited to attending Steering Committee or Technical Committee meetings than being part of the process. And in some of these meetings, all agenda items have come from UNDP. Hence, some donors have not adequately influenced the process – another example of “lukewarm” support. This has also been compounded by some inconsistencies in the invitations of various agencies to the Technical Committee meetings. Hence, most donors view this phase of the NCCP more as a UNDP and Government being in the driving seat alone.

Nevertheless, there have been efforts to go in the direction of pooling the development partners together which led to the establishment of the Donor Group on Environment and Natural Resources and Climate Change. UNDP was instrumental in the establishment of this donor grouping and was its first chair. It is managed under a rotating chairmanship with FAO the current outgoing chair and USAID the previous chair. This has been instrumental in bringing Development Partners together and building stronger synergies among them.

Since the establishment of this group, there has been more information sharing about various initiatives that are being supported in the country which to some extent has led to a reduction in duplication of support. Although this grouping was initially established for information sharing, it is currently also being used as a tool to engage and interface with government through the Chief Director in the Ministry of Natural Resources, Energy and Mining (MoNREM). This has resulted in coordinated support to government. Among others, donors provided a coordinated support to the government delegation to the just ended COP 22 and COP 21. Government made the request to the platform as opposed to making separate requests to individual donors which in the past has sometimes led to “double-dipping” tendencies. The grouping has been viewed as a very good and relevant instrument for donor coordination which should be sustained.

Despite the fact that there seems to be some convergence among the donors regarding their support to government in this area, it has been reported that UNDP has failed to adequately mobilize other donors. Indeed, UNITAR, and FICA have supported sub-projects under the NCCP but there is a strong feeling that more donors would have joined in to operationalise the National Climate Change Investment Plan, for example, had its development process been more consultative and participatory. The

development of this document was largely driven by UNDP alone. In going forward, UNDP should devise mechanisms to attract other donors into mobilizing resources to drive implementation of the activities proposed in this plan.

The other challenge is that UNDP sometimes stretches itself too much and too thinly and ends up going into areas that require a lot of downstream investments where it does not have a strong comparative advantage. It is noted that UNDP usually supports too many small projects which challenges its available capacity to effectively deliver and achieve results. And because there is a tendency to spread too thinly and widely, in the process, unfortunately UNDP blocks or pushes out some development partners who are better resourced to support those areas.

Recommendations

What should be happening is to develop a broad goal and then establish sub-components of the broad programme which feed into that goal in a coherent way instead of having several projects each with a manager making such an arrangement too costly to deliver because of high overheads. Too many small projects is what leads UNDP to sometimes lose focus and go into areas where it does not have comparative advantage. Further, UNDP should concentrate its resources and available capacities in supporting policy level processes and support coordination of various players. These are areas where it has a very strong comparative advantage. It should leave downstream activities to other development partners who have a much better resource base to support those areas. However, UNDP through its linkages to multilateral climate related donors such as GEF, GCF can play a crucial role to support mobilization of resources for implementation of downstream activities by agencies that have a comparative advantage. It has also been learnt through this evaluation that both development partners and government have strong "Trust" in UNDP. In this regard, it could play a key role of serving as a useful and credible liaison between government and the donor community in supporting climate change management initiatives in the country.

This point of view is strengthened by the current Government – Donor relationship in the country. Given the current impasse between the government and development partners on financial support; UNDP can serve as a conduit for some of the funds that the development partners are withholding to support development projects in the country. Much as the NCCP has largely been viewed as a UNDP-Government of Malawi project, there is still a lot of trust in UNDP as a better option for channelling funds to government for financing climate change related investments. Hence, there is room for UNDP to mobilize other development partners to finance climate change activities in Malawi.

3.5 Sustainability

Sustainability is the durability of project positive results after the termination of the technical and financial contribution channeled through the project. This sustainability can be static or dynamic. Static sustainability refers to the continuous flow of the same

benefits that were set in motion by the completed project to the same target groups. Dynamic sustainability refers to the use in, or adaptation of project results to a different context or changing environment by the original target groups and/or other groups. This evaluation assessed both dimensions of sustainability. Several elements have been isolated which point to sustainability of the momentum that has been generated through implementation of the National Climate Change Project.

First, the evaluation has established that the overarching objective of the NCCP has largely been achieved. This has been through enabling the Government of Malawi to: develop a National Climate Change Management Policy, climate-proof policies, strategies and plans of the sectors of the economy most directly affected by climate change, build requisite capacity at all levels not only to better understand climate change manifestations but also to better devise strategies for mitigation and adaptation to climate change. All these interventions are consistent with the Malawi Growth and Development Strategy II. In brief, an enabling policy and regulatory environment has been created for sustained implementation of interventions aimed at addressing the challenges of climate change to the economy.

At the decentralised levels, the Ministry of Local Government and Rural Development has coordinated activities for the integration of climate change issues into sector plans. As custodians of local councils, the ministry has ensured that climate change issues are integrated into local level plans which leads to sustainability. The training manual that has been developed and distributed to all district councils coupled with the fact that CC issues have been integrated into the District Development Planning System will ensure that requisite capacities are built at the local levels for awareness creation and to also ensure that cc issues are always part of the development plans. Enhanced awareness among the local communities will also help them to better appreciate how climate change affects their lives and livelihoods more broadly. The impact of this will be enhanced adoption of mitigation and adaptation measures.

Second, the institutional legacy of the project (NCCSC and NCCTC) on the one hand and the existence of the Development Partners Group on Environment and Natural Resources and Climate Change on the other are a clear testimony that the climate change management agenda in Malawi will continue. In addition to these positive changes, the development of a National Resilience Plan coordinated from the Office of the Vice President is testimony of a strong political will from the Government of Malawi to maintain the fight against the climate change challenge. In parallel, there is growing donor interest to support climate change management initiatives in the country. However, there is a need for government and its development partners to devise appropriate strategies for mobilising and leveraging resources for broader support to climate change management in Malawi.

Third, the evaluation has revealed that the NCCP has induced a lot of interest among various players in the country to join the Technical Committee on Climate Change not only to share their experiences and lessons but also to learn from others. In the process,

there is a growing “Think Tank” on climate change management which will continue to work together for mutual benefit. More and more initiatives are willing to be coordinated through these structures, a sign of the emergence of a coherent effort toward addressing the problems of climate change. Evident from all this is that there are stronger synergies among players and better division of labour, which is resulting in better use of the available human and financial resources.

Fourth, the UN CC Learn project has developed training materials for teachers, mainstreamed climate change issues into Teachers Training; primary school and secondary school curricula. It has also contributed to capacity building within the education, forestry and health sectors. This has contributed to frontline extension workers in forestry and health sectors to better appreciate climate change relationship with their day to day work. All these demonstrate that there will be sustained use of the knowledge and skills in these key sectors.

Finally, but not least, the implementation of the FICA supported activities through existing structures in the three pilot districts of Karonga, Mulanje and Salima will continue beyond project technical and financial support. As discussed in this report, not only did the project use existing structures, but it also supported local plans. There is strong evidence that Frontline extension workers with support from Lead Farmers will sustain the initiatives that have been introduced through the project. Use of existing systems (Frontline extension) and coordination through the District Environmental Officer have been viewed as very positive elements contributing to sustainability.

It is clear from the evidence of sustainability provided above that much of the project activities were upstream. Downstream activities were implemented mainly to demonstrate some good practices as models of climate change adaptation approaches that could be scaled up. The necessary foundation has now been established for doing more at the district and community levels. There is need however, to go there as a team in a more organized and coherent way.

3.5.1 Missing links to climate change mainstreaming into development plans

The main challenge that the country has been facing to mainstream CC into development planning is the lack of policy. The National Investment Plan on Climate Change was developed as a shopping basket for investments in this sector. But the lack of policy made it difficult to operationalise the plan. For example, the Minister of Natural Resources, Energy and Mining could not easily lobby for funds on climate change using the NCCIP without the policy. However, the policy is now in place but some missing links still exist that hinder effective mainstreaming of CC into national development plans.

With the policy in place, it is now possible to link investments on climate change to the Public Sector Investment Plan (PSIP). The PSIP is the tool that Government of Malawi uses to link national development plans with the national budgeting process. However,

while climate change management plans could be linked to the national budgeting process through the PSIP, the lack of legal instruments in the form of National Climate Change Management Act there is still a gap in the budgeting process for climate change management investments. However, consistent with the Public Finance Management Act, all funds mobilised through the budgeting process will be channelled into Account Number One at the Accountant General's Office. This means that the Ministry of Finance is to be a key stakeholder in this process.

Second, although the UNDAF is well aligned to the Malawi Growth and Development Strategy II, comprehensive M&E system for NCCP that is well linked to the overarching MGDS monitoring system is still lacking. Although this was developed, it was mainly to support NCCIP and could not be operationalized since it was difficult to link it with the MGDS II which was already running.

Third, the changes taking place in EP&D to transform it into a National Planning Commission (NPC) tends to have greatly affected the morale and enthusiasm in the department. The lack of clarity what the department will eventually become may largely affect CC investments and mainstreaming.

Finally, upstream and downstream linkages seem to be very weak. As a result, some sectors do not clearly know what their staff are doing on the project at the district level. It has been noted however that this problem is partly explained by their own reporting systems which sometimes leads to the Ministry Headquarters or indeed the Director level not to receive all the information about all the projects in which they participate at the district level. There is a need to strengthen not only coordination within the district councils but also linking them more with the centre. Whatever sectors do in the districts should be put to the attention of the line ministries. However, projects should exercise some prudence when deciding to transfer funds directly to district councils. The case of Karonga under FICA is a good example of poor capacity to properly manage project funds. Thus when disbursing the funds to the districts, it is important to conduct a due diligence to assess whether the target district councils have the necessary capacity to manage the funds properly.

3.6 Gender and Social inclusion

Gender and social inclusion focuses on how the project addressed these issues in the project design as well as during implementation. At the policy level, there are deliberate strategies to ensure that gender issues are integrated into all policy and strategy documents. Thus all these documents have been developed with gender as a crosscutting issue. For example, the NCCMP, the NAMAs, the NAPA and all other documents have integrated gender. Gender is also strongly reflected in the Ministry of Natural Resources, Energy and Mining, and in EAD in particular. Gender is also addressed in the COP delegations from Malawi where gender negotiators are always part of the delegation.

Gender has also guided targeting of beneficiaries in the micro-projects implemented in the three pilot districts. Deliberate steps were taken to ensure that women and other

gender groups such as the youth are included. For example, in the two districts that were visited during the evaluation, it was reported that targeting of project beneficiaries was gender sensitive in the sense that it had a deliberate focus on women since they are considered most vulnerable to the impacts of climate change. The target in all the districts was to achieve a 50-50 representation of men and women across all the project components. The project noted that irrigation and post-harvest activities were dominated by women. However, aquaculture was dominated by men due to the need to excavate fish ponds which is labour demanding.

Further, the Africa Climate Adaptation and Food Security (ACA) project, considered gender throughout the implementation of the project, especially for activities within communities. It was pointed out that women, in particular, are more vulnerable to the impacts of climate change than men, therefore a particular emphasis was placed on ensuring women access climate information and benefit from climate adaptation practices. This was achieved by, for example, using the District Climate Information Centres in Karonga as places for under 5 clinics, to encourage the presence of women and children at the centres. In Mulanje, the District Climate Centre is located within the Agriculture Office, and as a majority of farmers are women, they are enabled to access the information. During the awareness raising events for the centres, drama and arts groups specifically targeted the whole community, with dramas for children and the youth to build their understanding of the roles in the era of climate change. For the agroforestry component of the ACA, beneficiaries of the project were recorded and over 70% were women.

CHAPTER 4: BEST PRACTICES AND LESSONS LEARNED

4.0 INTRODUCTION

A best practice is defined as a technique or methodology that, through experience and research, has proven to reliably lead to a desired result. On the other hand, a Lesson Learned documents the experience gained during a project. These lessons come from working with or solving real-world problems. Collecting and disseminating lessons learned helps to eliminate the occurrence of the same problems in future projects. Thus, both best practices as well as lessons learned are identified and documented in project or programme management to guide future programming.

4.1 Best Practices

Implementation of the NCCP has demonstrated some best practices which should be adopted in programming of future projects and programmes focusing on Climate Change management.

- Training of Primary Education Advisors (PEAs) resulted in some creativity of some of them. Mr. Chilapondwa a PEA in Sharpe Valley in Ntcheu district introduced a Climate Change Trophy to motivate people in his education zone to plant more trees and ensure a high survival rate. This was his own initiative using the knowledge and skills acquired through the training provided under the education component of the project. This indeed resulted in increased survival rate of trees in the zone from 58% to around 85%. As a result, the Department of Inspectorate and Advisory Services introduced the initiative to several other education zones in the country. It is noted therefore that appropriate incentive structures can enhance adoption of climate change adaptation and mitigation strategies.
- A multisectoral approach to project management has proved to be a good practice. This has been demonstrated through the FICA funded micro-projects in the three district councils. Climate change is a very broad phenomenon and cannot be addressed by one sector. This has actually revealed the need for building stronger synergies and ensuring complementarities among sectors. For example, in Mulanje, the project failed to implement irrigation activities in 2016 due to the fact that the river that was used for irrigation had dried-up. This was due to poor catchment management (deforestation) upstream and competition for water because a big irrigation scheme upstream on the Thuchila River did not allow other users downstream to benefit from the water.
- The NCCP has tried to bring all stakeholders together through the institutional structures that have been established and other knowledge and information sharing mechanisms. This has resulted in minimising duplication of efforts in project implementation. Hence, effective coordination mechanisms that have

been established need to be sustained and further strengthened. However, the missing link still remains lack of joint planning across sectors at the higher level where several organizations are working on similar projects.

4.2 Lessons Learnt

Several lessons have been learnt through the implementation of the NCCP activities in the country. The main lessons could be summarized as follows:

- It has been noted that some development issues evolve too quickly and are dynamic. This is particularly so with regards to climate change. What this entails is that policies that are designed to address them should also be flexible. The main concern here is that in Malawi, most policy documents are only reviewed every five years. Climate change has a lot of emerging issues, hence revision of the policy after five years is too long. What this means is that the National Climate Change Management Policy should be viewed as a living document which should be reviewed as crucial issues emerge in the thematic area. The practicality and feasibility of this proposal may require proper guidance from the Policy Unit in the Office of the President and Cabinet (OPC)
- Processes in government systems take long. This has particularly affected the development and approval of the National Climate Change Management Policy. The long delay before a policy document is approved tends to reduce momentum that has been built among those involved in implementing the project. This sometimes leads to dormancy of Draft Policy documents mainly in cases where these were driven by a project. It is important to involve the higher offices such as Principal Secretaries or indeed Parliamentarians early enough to shorten the process.
- Although Task Forces can be used as an effective mechanism for ensuring that views from various sectors are incorporated into a document but these usually prove to be too slow. This was evident in the development of the National Climate Change Investment Plan where a Task Force was used. Where the need for ownership of the process and quality assurance are of paramount importance; a combination of a Task Force driven by a consultant would speed up the process.
- Further, climate change is a developmental issue but private sector has not been adequately involved and brought on board. The private sector is an interested party on issues to do with climate change management but it has up to now largely been left out of the climate change agenda in Malawi. Projects should not just focus on government to implement but also the private sector which is a key stakeholder. There is need to have a balanced approach to development involving all key stakeholders. This was evident at the NCCM Policy Launch discussants where no private sector representative was invited to

present their views on climate change in Malawi. CSOs were represented and are sometimes mistaken to represent the views of the private sector. They are not the best representative of private sector.

- It is not always necessary to generate fresh information or baselines to guide project implementation. The inventory exercise that was done early in the project to identify climate change adaptation and mitigation strategies led to a compilation of some best practices that guided implementation of some of the project activities. In this regards, great gains/or savings can be made on time and resources by starting from what already exists.
- Enhanced capacity in terms of physical numbers of staff and their skills has led to improvement in the way UNDP works with government and other partners. Although this is the case, there is still a need to broaden the expertise in the Climate Change portfolio.
- Flexibility in project implementation can lead to very positive results. The case in point here is the surprising tremendous results that the project has achieved through the Ministry of Education. The Malawi Institute of Education (MIE) was initially identified as the entry point to mainstreaming climate change issues into curricula for primary and secondary schools. However, in the course of implementation it was noted that the Department of Inspectorate and Advisory Services was better placed to play this role. As a result of the flexibility, education sector has largely been identified as the “star” performer in the project.
- Adoption of existing project implementation structures ensures high results and sustainability of initiatives. The downstream activities introduced in the three districts have used existing structures by involving frontline extension workers and lead farmers in extension delivery in the target Extension Planning Areas (EPAs). It has been pointed out that this element has led to the spread and adoption of technologies introduced by the project. Besides, the project built on farmers’ experiences and allowed them to develop their plans. The project only supported implementation of these plans.
- The evaluation has established that engagement of local leaders, such as Members of Parliament, serves as an effective means of encouraging further interest on climate change issues from communities.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 Concluding Remarks

The End of Term Evaluation of the National Climate Change Project was conducted with the main purpose to determine the extent to which the outcome and outputs of the four projects focused on under this evaluation had been achieved. The evaluation was also supposed to provide recommendations for design and implementation of more coherent climate change programmes in Malawi.

Several conclusions could be made from the findings of this evaluation. First; the programme was very relevant to the country in view of the many challenges and gaps that it was meant to address. The programme was also in many ways appropriately designed, involving relevant agencies in its implementation. A few weaknesses in the design of the programme have been highlighted. These are weak engagement with the Ministry of Agriculture at the high policy level; weak engagement with the private sector; weak strategies for communication for awareness creation on climate change, among others. However, through the programme necessary coordination mechanisms and institutional frameworks have been established which have resulted in pooling together various players on climate change management in Malawi. The donor community and implementing agencies alike, they now operate with less conflict, overlaps and duplication of efforts. Sharing of experiences and best practices has been enhanced through these institutional platforms. A think tank in climate change management has emerged. Through the coordinated effort, the government is now in a better position to engage with the donor community. Donors speak with one voice which is a positive development for in moving forward in addressing the challenges of climate change.

Second, despite the few challenges that the programme faced, it has become clear in this evaluation that climate change is a development challenge worth spending money on since it negatively affects economic growth and the livelihoods of many people in Malawi. A number of factors explain the efficiency of programme implementation. These are consistency in the Desk Officers which ensured continuity and institutional memory; general staff enthusiasm who always had the quest for results and relatively smooth flow of funds.

Third, the outputs and outcomes of the four projects have largely been achieved; a demonstration of programme effectiveness. The national climate change programme was designed to *inter alia*, enable the Government of Malawi to climate-proof the policies, strategies and plans of the sectors of the economy most directly affected by climate change, in order to create an enabling policy and regulatory environment within which vulnerable communities will be empowered to adapt to these challenges in harmony with the environment. To this end, a National Climate Change Management Policy has been finalised and launched; various sector policies and plans have been revised to incorporate climate change issues, the National Adaptation Plan of Action (NAPA) has been revised; various strategy documents have

been produced to facilitate and guide implementation of adaptation and mitigation interventions. All these achievements are testimony that the conducive policy and regulatory environment has been created through the project for enhanced management of climate change.

Fourth, in addition to mainstreaming climate change issues into policies and plans and establishment of institutional structures for coordinating climate change activities in the country, capacity building has been done through various mechanisms. Government staff in various sectors have benefited from short-term and long-term training. The education sector has mainstreamed climate change issues into school curricula besides training some officers within the sector. Frontline Extension workers of other sectors such as Forestry and Health have also benefited from the training activities under the UN CC Learn project. Some best practices and lessons have been learnt through these projects which can be scaled up in future programmes and projects. All these point to sustainability.

Despite the impressive overall results of this project, a few areas where the project would have done better can be highlighted. The private sector has not been an active player in the project. Policies and strategies aimed at addressing the challenge of climate change cannot be developed without the participation of the private sector. Similarly, much as agriculture as a sector is pivotal to Malawi's economic growth and development, not much policy engagement at the high level has been done through this project. The Ministry's management at the highest level should create time for direct engagement with other stakeholders at that level so that agriculture should always be in the "lime light" in all programmes relating to climate change management in the country. Further, strategies for active awareness creation to inform the general public about how climate change affects their livelihoods are still weak. Finally, the fact that the NCCP had several sub-projects under it all developed at different times created the challenge of reporting and attribution of their contribution to the programme outcome. A more comprehensive approach is required where proper division of labour would be devised.

Overall, there is growing interest among the donor community to support climate change management programmes in the country. The government of Malawi through its relevant sectors should seize the opportunity so that it receives the required support in addressing the challenge of climate change in Malawi.

5.2 Way Forward and Recommendations

The National Climate Change Project has set the foundation for the design and implementation of a broader and more coherent programme that aims to promote adaptation and mitigation strategies at the downstream level. In particular, an enabling policy and regulatory environment has been created within which vulnerable communities could be empowered to adopt various strategies to adapt to and mitigate the effects of climate change.

As discussed above, most of the activities that have been implemented to achieve this objective have focused at upstream – policy level. In addition to contributing to building capacity at various levels, the NCCP has resulted in the development of a lot of reports, strategies, policies and plans (documents). This entails a lot of meetings, seminars, workshops to present and validate or launch these documents. What is needed now is to implement the recommendations that are contained in the various documents. For example, what needs to be done now is to translate the documents that have been developed such as the NAMAs, the National Climate Change Investment Plan, or indeed the National Climate Change Management Policy etc. at the community level. *“Now climate change management needs to move out of hotels into the communities where its impacts are most felt”*.

What is important is to turn around the causes of vulnerability. There is a need to turn the negative data contained in the various reports into positive indicators. In addition to the enabling policy and regulatory environment that has been established through the project, there is also a strong political will from the Government of Malawi to tackle the challenge of climate change and disaster risks in a more aggressive and coherent way. This has mainly been demonstrated through the establishment of a Parliamentary Committee on Climate Change, Environment and Natural Resources and the design of a National Resilience Plan, among others.

It is important, therefore, to take advantage of these positive changes to devise appropriate strategies for addressing the challenge of climate change and minimise and/or reverse the negative effects it has on rural livelihoods and on the national economy more broadly. Based on the results and lessons learnt from the NCCP, what are the necessary ingredients for this to happen?

5.2.1 Develop a New Climate Change Management Programme following a Catchment Approach

There is a need to adopt a programmatic approach targeting catchments. Investments on climate change should follow a catchment management approach while maintaining the focus on the areas that most prone to the impacts of climate change. This approach will borrow a lot from Productive Public Works Programme (PPWP) under the Malawi Social Action Fund IV Project; which has already adopted a catchment management approach in its interventions. The Operational Manual of the PPWP indicates that a Catchment Management Approach aims at minimizing the adverse effects of natural disasters and improve the quality of life by using integrated bio-physical, social and economic techniques. The catchment forms a dynamic and integrated bio-physical, economic, social, environmental and political system containing people, agriculture, forestry, water, industry, etc.

It is clear that since climate change is cross-cutting and affects several sectors at the same time, a holistic approach to addressing its impacts is necessary. What this means is that while ensuring synergies and complementarities across sectors at the district council level it is also necessary to build strong spatial linkages. There should be a clear division of labour among sectors with clearly defined roles in the catchment. It has

already been demonstrated through the FICA funded project that a multisectoral approach generates better impact in the target communities. Further, for better visibility, reporting and policy guidance, district councils need to be strongly linked with the centre. In other words, district councils should serve as sources of information to inform policy in the various sectors. For this to happen, proper reporting structures and systems need to be established and/or strengthened.

For greater impact these initiatives can be broadened by establishing linkages with other existing programmes in the country. For example, linkages could be established with such programmes as the Social Cash Transfers (SCT) with skills development for climate change related work on adaptation or mitigation activities. This will avoid continuity of free cash handouts every month. Appropriate activities could be identified for the target beneficiaries who in the current design of the SCT are considered labour constrained. This could be an entry point to the catchment management approach like working on nursery establishments for trees rather than receiving free cash alone.

The activities that constitute a programme could be arranged into clusters within a broad catchment approach. For example:

- Agriculture cluster;
- Early warning cluster
- Social support cluster
- Education cluster
- Water cluster
- Health cluster, and so on.

Cross cutting issues of gender and social inclusion for example need to be incorporated in all the different clusters. Facilitating functions or special considerations are the following:

1. Catchment conservation requires a clear understanding of upstream and downstream relationships. This entails disregarding the boundaries of the districts, the Traditional Authorities etc but only consider the catchment area.
2. Standard Operating Procedures or guidelines are important when there are several organizations working together. They need to develop a common approach and “rules of the game” to dealing with the problems that they aim to address.
3. There is a need to scale up the training in all the districts and upstream particularly aimed at ensuring stronger coordination within and across sectors.

UNDP still has a big role to play in this endeavour to ensure that requisite capacities are built for stronger coordination between downstream and upstream levels. There is a need to develop a more strategic arrangement at the higher policy level before going down to the lower levels - districts.

The whole of this exercise needs to start with identification of the key catchments and the areas that are most prone to the effects of climate change. Once these areas have been defined, a mapping exercise of projects being implemented, their focus, scale and duration need to be conducted to guide the design of the successor National Climate Change Management Programme.

5.2.2 UNDP should adopt a more Participatory Approach in the Next Programme

The End of Term Evaluation has revealed that despite a good start at the design stage of the NCCP where UNDP engaged with all key donors and development partners in the country; however, in the course of its implementation the level of engagement dissipated resulting in the loss of the broad perspective in the ownership of the programme. As a result, the NCCP has ended up to be viewed among the development partners as a UNDP-Government of Malawi (MoNREM-EAD) programme. This has among others led to weakening their support to the programme since they are less identified with it and yet there is growing interest among them to support the government of Malawi in its efforts in addressing the challenge of climate change. It is clear that UNDP missed an opportunity through implementation of the NCCP to mobilize more donor support to the climate change agenda in Malawi.

As alluded to in this report, UNDP is viewed as a credible development partner who could play an effective liaison role between the donor-community on the one hand and the Government on the other in driving the climate change management agenda in the country. Besides, it has extensive experience in supporting the sector. Thus, guided by the recommendation above (5.2.1); UNDP needs to facilitate the development of a concept note for the next programme which should be used as a selling tool to other development partners. The entry point to selling the ideas contained in the concept note will be the Donor Group on Environment, Natural Resources and Climate Change. Pledges of support to specific thematic areas or indeed clusters as proposed above will be made and these will be used in the development of a comprehensive and coherent programme.

While facilitating the development of a more accommodating National Climate Change Management Programme, UNDP's defined role in the implementation of this programme should be coordination and provision of support to capacity building at all levels. This should include building the capacity of decentralized structures so that they too play a better role in supporting implementation of adaptation and mitigation initiatives at the community level.

5.2.3 There is a need to finalize the SWAp

Under output 3 in the PSD of the NCCP, it was envisioned that a series of preparatory work would be conducted for setting up a Sector Wide Approach (SWAp) around Climate Change, Environment and Natural Resources. Instead of developing a strategic plan, a National Climate Change Investment Plan (NCCIP) was developed;

some capacity assessments were already conducted under the first phase among others. But all these activities did not culminate in the establishment of a SWAp.

As a means to mobilize the donor community and other development partners around Climate Change, Environment and Natural Resources; UNDP should support the finalization of the SWAp for this sector. This will be commensurate with the Catchment Approach and the broad donor involvement in the development of the successor programme to the NCCP as proposed in the two recommendations above. Under the SWAp, donors willing to support the sector will thus contribute to a single basket of funds, which in turn will contribute to the national plan as may be developed under the two recommendations above. It is expected that the Government of Malawi and its development partners as facilitated by UNDP, will agree on a more coherent resource allocation system and plans to be supported under such an arrangement. Since the funds will be used on priority areas as may be guided by the NCCMP and its Implementation Plan; such an approach will among others result in more efficient management of donor funds in the sector.

5.2.4 Facilitate Establishment of a Climate Change Management Fund

The NCCMP proposes enhanced prioritization of financing for implementation and coordination of climate change management activities through increased national budgetary allocation, establishment of a Climate Change Management Fund, improved access to international climate financing (both multilateral and bilateral) and private sector investments. The special focus of this evaluation is on the establishment of the Climate Change Management Fund and its implications for the future role of UNDP in this area.

The main question is what form should this fund management agency take to gain confidence of both bilateral and international development partners? There is convergence of ideas on the need to establish a body that will operate impartially with no or minimum government influence. The need to have no or limited government influence is, *inter alia*, to ensure that climate change work is not politicized which does not usually please the donor community. It is expected that the proposed SWAp in the recommendation above (5.2.3) will evolve into a fully-fledged Climate Change Management Fund. The SWAp should therefore be viewed as a transition into the establishment of the Fund.

With these views in mind EAD would not be the best to manage this fund. As a guide to the design of the climate change management fund agency, whatever form it takes, it should have two components as follows:

3. A fully-fledged secretariat with a technical team that has technical know-how on Climate Change issues; and
4. A strong accounting office or system to manage the funds.

Both of these units should be under one body – the National Aids Commission (NAC) model has generally been perceived as the best structure. The Reserve Bank of Malawi and the Ministry of Finance could serve as Trustees to this body to play an oversight role to ensure that donor funds are appropriately (financial prudence) used for the interest of the country. Overall, the Board to this body should have a strong financial background.

On the other hand, the technical secretariat will be responsible for scrutinizing project proposals and small grants applications from a cross section of agencies with expertise in implementation of climate change adaptation and/or mitigation activities. All such project proposals will be developed within the broad framework of interventions that will be developed by the agency. It is strongly believed that such an arrangement would win the trust of donors.

Since such a fund management organization will be accredited to existing multilateral green fund bodies such as the Global Environmental Fund (GEF); the Green Climate Fund (GCF) and others, UNDP's role with regards the coordination of international financial support to Climate Change and Environmental and Natural Resources work in the country would be significantly weakened. Once this is achieved, it will be a major milestone in UNDP's support to the sector in Malawi.

The fund would sustain itself through levies that it would draw from the funds mobilized for various activities in the country. But there is need for its capitalization in the early stages before it could become self-sustaining.

5.2.5 Need for a robust M&E system for climate change investments

The NCCP was implemented without a comprehensive M&E system. Although a broader and more detailed M&E system was eventually developed, but this was late in the project cycle and developed for the National Climate Change Investment Plan and not much focusing on climate change in general. The difficulty of operationalizing the M&E system also arose from the fact that the MGDS II was already running and was toward the end of the cycle.

In pursuance of the four recommendations above, what needs to be done is to develop a robust and comprehensive M&E framework on climate change. This could be similar to the M&E framework for Food Security Policy for example, where all agencies involved in implementing various climate change related activities (on adaptation and mitigation) should be reporting to this national M&E framework with clear indicators to which they are contributing. The comprehensive M&E Framework should be linked to the MGDS M&E system, which is the overarching system for monitoring development programmes in Malawi.

5.2.6 Consolidate Climate Change Management and Disaster Risk Management

The End of Term Evaluation has established that Climate Change Management and Disaster Risk Management are being implemented in Malawi as if they are totally

different. The two use different coordination institutional structures (SC and TC). But in reality, Disaster Risk Reduction initiatives cannot be implemented without making reference to climate change. To many, these terms address the same problems but only have different historical perspectives or time horizon. In essence, Climate Change Adaptation is the same as Disaster Risk Reduction. It has also been reported that usually, the same people participate in meetings of the Steering Committee and Technical Committee for DRM and CCM.

It is therefore recommended that the two coordination structures should be merged. However, collapsing the two structures should be limited to the Steering Committee (SC). This is due to the fact that both CCM and DRM are very broad. Thus combining them at Technical level will result in not adequately discussing and addressing issues within each thematic area or sub-sector. Hence, only the Steering Committees should be merged into one while maintaining separate Technical Committees where more membership could be co-opted as necessary. Nevertheless, the fact that DoDMA is anchored to the Office of the President and Cabinet while Climate Change Management is in the Ministry of Natural Resources, Energy and Mining calls for careful consideration of how the restructured Steering Committee will be chaired. This will definitely require extensive high level consultations to ensure that a practical and politically acceptable structure is established. What is critical, however, is to isolate all related issues that require high level coordination to be brought at this level.

5.2.7 Create Awareness of the National Climate Change Management Policy

It has been noted through this evaluation that strategies for communication and awareness creation of climate change issues are not yet comprehensive enough. Communication strategies have mainly remained at the high level and not focused enough at the districts and communities. The National Climate Change Management Policy launched at the end of November, 2016 should be taken as an opportunity for creating more awareness of Climate Change at all levels within the country.

The awareness creation should start with sensitization campaigns of the general public about the existence of the NCCMP, its purpose and objectives. Several tools for disseminating the messages could be used. These could include radio and Television messages and jingles; short plays aired on the radio and Television; thematic discussions by experts aired on the radio and Television; policy briefs which could be handed out to participants during major events as well as Press Releases widely published in the Local Press. This would also entail translating key aspects of the policy document for wider dissemination and outreach. The Ministry of Natural Resources, Energy and Mining should take the lead in these campaigns.

5.2.8 Establish a “Think-Tank” on Climate Change and Disaster Risk Management

The evaluation has established that engagement of local leaders, such as Members of Parliament, serves as an effective means of encouraging further interest on climate change issues from communities. However, Climate Change is a very new phenomenon and is still poorly understood by many including policy makers. Therefore, in terms of moving forward on this subject including on how government could be induced to allocate more budgetary resources to climate change management, there is a need to establish a “Think Tank” responsible for generating research results and packaging them in a way that policy makers and other decision makers could understand and use.

It is clear in this regard, that the academia and research institutes need to be mobilised and organized to play this role. Research Guidelines developed under this project could be used to manage a competitive grant scheme. What is crucial in this endeavour is to generate information that will demonstrate to policy makers that action is needed. For them to be convinced there is a need to generate information that demonstrates various impacts of climate change. One of the platforms for sharing such research results is the Parliamentary Committee on Environment, Natural Resources and Climate Change. In addition to presentation and discussion of research results, policy briefs should be prepared from each one of the studies so that policy makers could use these as reference materials in lobbying for more resources for the sector.

5.2.9 Design “Tailor-made” Mechanisms for Engaging with the Private Sector

Modalities of enticing the private sector and Civil Society Organizations to get engaged should also be devised.

6.0 ANNEXES

6.1 List of Documents Reviewed

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6.3 Summary of Implementing Partners

| No | Implementing Partner | Rationale for choice and key roles |
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| 1 | Ministry of Education (Malawi Institute of Education and Department of Inspectorate and Advisory Services) | The Malawi Institute of Education (MIE) – was identified to coordinate the UN CC Learn project activities relating to mainstreaming of climate change issues into the primary and secondary school curricula. But in the course of implementation, it was realized that the Ministry of Education, Department of Inspectorate and Advisory Services was better placed to manage this component. |
| 2 | Surveys Department | The main role of the Surveys Department was to develop Hazard and Vulnerability maps for use by the Department of Disaster Management Affairs in their DRR interventions. The mandate therefore was to provide spatial information (GIS) to show how climate change is reflected on the ground. |
| 3 | Ministry of Local Government and Rural Development | The main role of the MoLG&RD was the integration of climate change into sector plans at the district level. This was done, among others, through development of a climate change adaptation best practices booklet and district training manual including orienting district staff on climate change issues. The trainings started in 7 district councils using project funds but this was rolled out to all the other councils using funds from a sister project – the Poverty and Environment Initiative (PEI) |
| 4 | Department of Forestry | The Forestry Department was identified as one of the Implementing Partners of the NCCP to establish a carbon trading unit. The first step to do this is to conduct a national forestry inventory to monitor carbon stocks and ecosystem services being provided. This is important for the identification of appropriate adaptation and mitigation strategies. However, funding has not yet been identified for this exercise. |
| 5 | Department of Climate Change and Meteorological Services (DCCMS) | Establishment of District Climate Change Centres. The DCCMS is also the chair of the Technical Committee on Climate Change Management. |
| 6 | Department of Economic Planning and Development (EP&D) | Coordination and mainstreaming climate change into development planning; development of an M&E system |

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| 7 | Department of Land Resources Conservation | The department was identified to represent the Ministry of Agriculture, Irrigation and Water Development. The main focus however has been the role of this department on promoting Climate Smart Agriculture. They |
| 8 | National Commission for Research, Science and Technology. | They developed guidelines for research and outreach. However, these have not been used to guide research activities on climate change. |
| 9 | Academia - LUANAR | These were identified to play the same role as the National Commission for Research, Science and Technology. It was realized during implementation that the National Commission was better placed to play this role. However, LUANAR has been actively involved in providing input into different knowledge products such as the Education Source Book. |
| 10 | District Councils (Karonga, Mulanje and Salima) | Coordinated by the District Environmental Officer the three District Councils implemented micro-projects in selected EPAs. The sectors involved in each district council were: Land Resources and Conservation; Irrigation; Fisheries (aquaculture) and Crops. The choice of the EPA in each district was done through the District Environmental Sub Committee (DESC). The main criterion was to select an EPA most prone to impacts of climate change. |

6.4 Results-based Performance Matrix

| No | Project Outputs | Planned activities | Achievement status and comments |
|----|--|---|---|
| 1 | Climate change mainstreamed in policies, development plans and programmes at national level and implemented in 15-disaster prone districts | Finalising and operationalising the National Climate Change management Policy | The policy has been finalised at launched at the end of November, 2016. Operationalisation of the policy has not yet started. |
| | | Developing associated Acts | The Climate Change Act has not yet been developed. But Cabinet approved this towards the end of the project. Terms of Reference have been prepared for the exercise. However, the Water Act, Energy Act, the Forestry Act, and the Environmental Management Act are to be revised to incorporate climate change |
| | | Sector policies revision and strategies | Forestry, National agriculture policy and Fisheries policy have been revised and have incorporated CC. This was done in collaboration with a UNDP supported sister project - the Poverty and Environment Initiative |
| | | Action Plans incorporating climate change | Through training of Sector Focal Points in relevant sectors; climate change issues are being incorporated in sector action plans. This is being guided by the NAP. At the decentralised levels, now, almost all the districts have integrated cc issues into their planning systems and plans. They use the handbook on climate change adaptation and mitigation. The District Climate Change Manual is also used by district level staff for training communities on climate change issues. Each district council has a training manual. |
| | | Build capacity to catalyse carbon financing | Department of Forestry was key at implementing this activity under the REDD++ activities. But no donor so far is |

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| | | | interested in funding a national forestry inventory as a basis to monitor and finance carbon stocks. |
| | | Establishing a district-based funding facility to support development of community-based CC demonstration activities | The FICA support to the NCCP was given as a grant to piloted implementation of demonstration of adaptation interventions in Karonga, Mulanje and Salima. |
| | | Communication of lessons learnt from the 15 pilot districts back to national level policy processes | Two main channels were used on this activity: i)all studies conducted in the project are presented to the Steering Committee mainly comprising Principal Secretaries or delegated Directors and they are mostly involved in shaping policies (most recommendations touch on policy issues). ii) The second channel has been through supporting the parliamentary committee on Natural resources which is responsible for climate change. Specific trainings on how they can influence climate change related policy directions and environmental related bills have also been conducted. In addition, different policy briefs have also been developed targeting policy makers |
| | | Capacity for strategic and inclusive planning, policy making and coordination at all levels including monitoring will be strengthened | This has largely been achieved. A lot of training at all levels including with Parliamentarians has been done to create awareness and action on climate change. |
| 2 | Data and knowledge on impacts of climate change collected and made accessible to decision makers in Government, Private Sector and Civil Society | Completion of on-going detailed work on CC scenarios for Malawi and vulnerability maps | An atlas of Hazard and vulnerability maps has been developed by the Department of Surveys and is available. This activity also included training of some key staff in the department. The maps were developed for use by DoDMA in their activities on DRR and it was supposed to be linked to the Website for DoDMA and MASDAP portal. However, the link has not yet been completed. Savers to link the six key departments besides DoDMA and MASDAP have been procured. It did not produce any CC scenarios. |

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| | | Information dissemination and knowledge on CC will be widely disseminated using a range of communication tools | Not much information and knowledge has been done under the project. However, the Climate week has been greatly appreciated as a tool for creating awareness to the general public. There is a strong feeling that more aggressive awareness creation needs to be done. |
| | | Research on CC will be shared at the national level meetings. | Besides development of Research Guidelines, no research on CC has been done as a direct activity of the project. However, some experiences or research results from other partners such as Total Land Care and LEAD have been shared at the Technical Committee meetings. This project was designed to provide guidance on enabling actions, so by developing guidelines for research it achieved its goal, but did not do well in following up or equipping NCST as the lead to take over implementation of next steps. |
| | | Feasibility study will be undertaken on the concept of setting up national "Centre of Excellence" on CC. | The feasibility study has not been undertaken. However, Climate Change Information centres have been established in 7 districts. Further, under the FICA micro-projects component, Climate Change centres have been established for information sharing. Initially planned for the District Council's offices but later moved to DADOs office since these are the ones that directly interface with farmers |
| | | A possibility of setting up a system of "Research Grants" for CC in Malawi will be looked into | No Research Grants system has been set under the project. However, Research Guidelines have been developed. |
| 3 | Coordination mechanisms and implementation arrangements for CC established and used at national level and in disaster-prone districts | Strengthening of SWG on Climate Change | The main platforms for sharing climate change information have been the Steering Committee and the Technical Committee |

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| | | Establishing a more effective donor coordination mechanism. | A Development Partners' Group on Climate Change and Environment and Natural Resources has been established under a rotating chairmanship arrangement. UNDP was the first chair of the group with FAO the current chair |
| | | A review will be carried out on institutional frameworks for CC at district level and civil society advocacy on climate change | The District Environmental Sub Committee (DESC) has been strengthened to support District Development planning process to address climate change issues in district plans. CISONNECC and CEPA have been actively involved in this project including in the development of the National Climate Change management Policy |
| | | A series of preparations for the setting up of Sector Wide Approach around CC. | Several documents have been prepared in this regard. These are CNA, TNA, National Climate Change Response Framework; Sector Policies Response to Climate Change in Malawi. A Comprehensive Gap Analysis etc could serve this purpose. A consultancy was also commissioned to look into the feasibility of a CC&ENR SWAp. The SWAp is not yet in sight |
| 4 | Implementation modalities and financing mechanisms for the National Climate Change Investment plan established and operationalised at national and district levels | Operationalisation of the National Climate Change Investment Plan | Although the NCCIP was launched in 2013, it has not yet been fully operationalized. The M&E Framework was finalized about two years later. However, PERFOME project supported by USAID, Climate Planning by EU were aligned to the investment plan. We provided the guidance and direction based on the investment plan FICA is the only direct result of the investment plan. What has been missing is how to engage the private sector with a business model that would attract them to have a return on their investment. This is an area where the next programme could focus on. |
| | | Recruitment of an International Climate Change Planning and Financing Expert | Not recruited since the NCCIP is not yet operationalised. |

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| | | Development of guidelines for multi-discipline CC investment planning | Not yet developed |
| | | Financing mechanisms and implementation modalities will also be defined under this output | A Feasibility study to establish a climate change SWAP was conducted. However, it has been reported that the Steering Committee advised that a Climate Change Fund should be established first and evolve into a SWAp. This is why UNITAR and FICA did not have separate accounts (projects) but were designed to be part of the NCCP |
| | | Resource mobilisation strategy will be developed and operationalized | The investment plan served this purpose and FICA funding is part of the funding from the investment plan. Thus, the resource mobilisation strategy has been operationalised. |
| | | A proposed Climate Change Fund will also be operationalised under this output. | This has not yet been established. However, with support from the project, visits to other countries such as Rwanda have been done to learn about how such a fund could be set up. Proposals have been provided in this report. |
| 5 | project management and advisory support | Baseline study | It seems no baseline study was carried out for the project. However, various studies were conducted which presented the situation as at the beginning or in the early stages of project implementation. Some of these are Capacity Needs Assessment, Training Needs Assessment, and Sector Policies Response to Climate Change in Malawi. A Comprehensive Gap Analysis etc. |
| | | Mid-Term Evaluation | No Mid-Term Evaluation was done on the project |
| | | End of Term Evaluation | The present study serves this purpose |

6.5 Knowledge Products Produced by the NCCP

| No | Project | Key Outputs | Purpose; Outcomes and/or comments |
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| 1 | National Climate Change Project | Capacity Needs Assessment (CNA) for Climate Change Management Structures in Malawi. (2011) | The main objective of this study was to undertake a capacity needs assessment that will identify the capacity needs of existing climate change management structures and knowledge gaps |
| | | Background Report for the Development of a National Strategy to Strengthen Human Resource and Skills to advance Green, Low Emission and Climate Resilient Development. (2012) | As part of the deliverables the study determined among others, the necessary human resource capacity requirements and gaps that can be addressed through training at institutional and individual levels for the Climate Change Management Structures in Malawi to effectively discharge their roles in climate change management. |
| | | Sector Policies Response to Climate Change in Malawi. A Comprehensive Gap Analysis | The main tasks of this study were to: i) Review climate change and adaptation related policies and laws in Malawi; ii) Identify and review national, regional and international policy best practices; iii) Undertake gap analysis of current policy measures and legal frameworks related to climate change and adaptation; and iv) Identify policy/or institutional constraints related to climate change adaptation |
| | | National Climate Change Response Framework (October, 2015) | The objective of the National Climate Change Response Framework is to guide the nation in responding to climate change in a coordinated manner. In addition, the NCCRF seeks to highlight the areas where climate change interventions should be focusing, by providing a framework for responding to climate change at a strategic level. |
| | | Nationally Appropriate Mitigation Actions for Malawi | The concept of NAMAs emerged at the thirteenth session of the Conference of the Parties to the UNFCCC in Bali, in December 2007. With regard to developing countries, it was agreed that Parties would consider: |

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| | | <p>“Nationally appropriate mitigation actions in the context of sustainable development, supported and enabled by technology, financing and capacity-building, in a measurable, reportable and verifiable manner.” The Malawi NAMA covers five key sectors and their associated proposed project concepts, namely: agriculture, forestry, energy, transport and waste management.</p> |
| | Handbook on Climate Change Adaptation and Mitigation Best Practices in Malawi (2012). | The purpose of the handbook is to disseminate best practices in climate change adaptation and mitigation that have been generated from selected districts in Malawi in order to promote wider application through scaling-up; out-scaling and replication. The handbook has been used to guide the design of the Waste Management Project in the Lilongwe City council under the FICA support to the NCCP. |
| | National Climate Change Investment Plan – NCCIP (2013) | The purpose for developing the National Climate Change Investment Plan in 2013 was to enable the government to allocate resources to environment and climate change priority areas and also ensure that actions taken to address climate change are timely. This has not yet been fully operationalized. |
| | The National Adaptation Plan (May, 2016) | The National Adaptation Plan (NAP) process is an opportunity for countries to address climate change adaptation in a holistic manner, to enable the setting up or strengthening of an institutional mechanism to integrate climate change adaptation priorities into broader development and economic planning. The NAP was finalised in April, 2016 |
| | Malawi NAP Stocktaking Report (April, 2016) | The NAP process allows countries to focus on medium to long term priorities, and to take a more coordinated, government-wide, holistic, consolidated approach to climate change preparedness. Stocktaking is one of the initial steps of the NAP process. The report serves as a readiness assessment and a gaps analysis |
| | National Adaptation Plan Roadmap (2015 - 2017) | This is an interactive process for defining adaptation strategies for key climate change sensitive sectors in Malawi. |
| | National Climate Change Management Policy | The policy overall goal is <i>“To promote climate change adaptation, mitigation, technology transfer and capacity building for sustainable</i> |

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| | | | <i>livelihoods through Green Economy measures for Malawi.</i> " Launched at the end of November, 2016. |
| | | Monitoring and Evaluation Framework for National Climate Change Investment Plan (2015 – 2018) | The goal of the M&E Framework is to contribute towards improved management of climate change related programmes through timely provision of information to policy makers and implementers of evidence-based decision making. Although the M&E framework was developed for the NCCIP, it is meant to serve as a broad based framework for all climate change related interventions in the country. Finalised towards the end of the project, it means that the NCCP was largely implemented without an M&E Framework. |
| | | Climate Change Training for Health Surveillance Assistants (HSAs) Report. (December, 2013) | Organised by the Ministry of Health in collaboration with the Ministry of Local Government and Rural Development, <i>the overall objective of the training was to build capacity of the HSAs who are the frontline staff that work directly with the communities. The training workshops aimed at enhancing their knowledge and improve their response to climate change.</i> |
| 2 | UN CC Learn Project | Malawi's Strategy on Climate Change Learning (June 2013) | The objective of the Strategy is to strengthen human resources and skills development for the advancement of green, low emission and climate resilient development. |
| | | Climate Change Poster | The Poster was developed and used as the main tool for training pupils in primary schools country-wide. This was followed by training of some Primary Education Advisors (PEA) on how to use the poster in a Training of Trainers arrangement. PEAs were expected to train teachers in their divisions. |
| | | Climate Change Sourcebook for Secondary School Teachers (August, 2015) | The sourcebook was developed for training secondary school teachers (as agents of change) so that they are equipped with relevant knowledge, skills, and attitudes for them to play an active, deliberate and effective role in the fight against climate change. |
| | | Training of Forestry Frontline Officers | |
| | | Training of Health Surveillance Assistants | |
| | | Training of Primary Education Advisers (PEA) | |

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| 3 | FICA Support to National Climate Change Project | Solid Waste Composition and Green Gases Emissions Baseline Study in Lilongwe City, Malawi. (September, 2016) | The National Commission for Science and Technology (NCST) was commissioned to undertake solid waste characterization and greenhouses gases emission studies to support the City Council in improving their solid waste management system. The aim was to use solid waste from the city for compost manure making. However, this has not yet taken off. |
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6.6 Performance of the NCCP

| No | Evaluation Criteria | Grade | Justification of the grade |
|----|-------------------------------|-------|--|
| 1 | Relevance and Appropriateness | 85% | The programme was very relevant in the sense that it aimed to address several gaps related to climate change management in the country. These related among others to gaps or absence of policy, data and knowledge management, capacity and overlaps in projects and support. However, the design was affected by the fact that the sub-projects were not conceived together with the overall NCCP thereby rushing in the design of some of them such as the ACA and also affecting reporting systems among others. In addition, although the sub-projects were all relevant, some of them were too small to generate more meaningful impact. |
| 2 | Efficiency | 80% | Although it is difficult to demonstrate cost efficiency or cost effectiveness, but it has been demonstrated that climate change is a challenge worth spending money on since it negatively affects economic growth and the livelihoods of many people in Malawi. In view of the fact that many gaps existed in the country that negatively affected effective climate change management, the funds spent through NCCP project were justified. But the delivery was affected by a number of challenges which explain the grade. |
| 3 | Effectiveness | 90% | Majority of the activities that were planned under each one of the four outputs were carried out. The sub-projects also generated good results although not implemented during the full length of the programme. In |

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| | | | general, as discussed in this report, the programme has been very successful. |
| 4 | Sustainability | 95% | The products that have been generated through the NCCP will lead to sustainability of the interventions initiated. For example, a NCCMP has been developed and launched, climate change issues have been mainstreamed in sector policies and plans including within the District Development Planning System. Among others, micro-projects were implemented using existing governance structures which has proved to be a best practice. |
| 5 | Overall grade | 88% | The average performance of the project is very good |

6.7 Evaluation Terms of Reference

1. CONTEXT

1.1 Background

UNDP has continued to support the Malawi (GoM) through UNDAF outcomes focusing on environment and energy for sustainable economic development. The Malawi Growth and Development Strategy (MGDS) II 2011/12-2015/16 is the overarching operational medium-term strategy for Malawi. Its main objective remains to reduce poverty and achieve the Millennium Development Goals (MDGs). It is organized into six thematic areas: i) Sustainable Economic Growth; ii) Social Development iii) Social Support and Disaster Risk Management (DRM); iv) Infrastructure Development; v) Improved Governance and; vi) Cross-cutting issues of gender and capacity development. Under MGDS I, Malawi has achieved macro-economic stability, economic growth, unprecedented poverty reduction, national food security and a 50 % reduction in HIV prevalence rates.

Links to the National Development Strategy

During the 2012 -2016 cycle, under the MGDS II theme 1 on sustainable economic empowerment, UNDP's support has focused on improved coordination, investment planning, mainstreaming and knowledge management at the national and district levels to ensure a low emission and climate-resilient development. These objectives were to be achieved by strengthening the policy environment, improving data and information management, and enhancing capacities for resource mobilization, coordination and monitoring of institutions responsible for climate change mitigation and adaptation, environment and natural resources management, disaster risk management and energy planning. UNDP support to government under this theme was through four main projects, namely: National Climate Change (NCCP), Disaster Risk Management (DRM), Environment and Natural Resources Management (ENRM); Sustainable Energy Management (SEM) and Poverty and Environment (PEI); but in this evaluation only the National Climate Change Project (NCCP) will be evaluated.

NCCP: The national climate change project was designed to enable the Government of Malawi to climate-proof the policies, strategies and plans of the sectors of the economy most directly affected by climate change, in order to create an enabling policy and regulatory environment within which vulnerable communities will be empowered to adapt to these challenges in harmony with the environment. The project was to catalyse a change in approach from reactive adaptation to making proactive adaptation as a core component in all development, particularly in aspects of decentralized planning, notably in agriculture / land management. The project is enhancing data and knowledge management, to support improved decision making at all levels (from individual to national), and also improve co-ordination of climate change activities at national and district levels, among donors, NGOs and CSOs. Capacity of the critical ministries in climate change management is being built specifically around planning, coordination for effective implementation. Increased financing for adaptation and mitigation will be sought through operationalization of the National Climate Change Investment Plan and financing mechanisms established through exploring the Sector wide approach. The project has supported government

efforts in securing financial support for adaptation and mitigation from the various emerging markets / funds, while providing assistance to the country to move towards a low carbon growth path.

Programmes and Projects Review

Between May and August, 2016 the County Office embarked on a process to explore options for the configuration of the CO programme portfolio into 2017. The exercise was a response to three main developments: 1) most programmes and projects in the current portfolio were designed to close in 2016, the final year of the 2012-2016 programming cycle; 2) new demands for projects to be aligned with UNDP Strategic Plan, core strengths of UNDP and reflective of programmatic approaches that avoid fragmentation and are innovative; 3) the realization that the current programme portfolio cannot be carried into 2016 due to limited core resources.

In the final analysis, among other conclusions, consideration will be given to:

- a) Prepare a redesigned DRM project which ensures strengthening preparedness, early recovery and resilience as well as supporting the young people. (Noting UNDP's normative mandate and DRR's special role in building resilience addressing preparedness)
- b) Developing a larger access to energy programme as it has potential to enhance communities' livelihoods by incorporating key elements of and lessons from the Sustainable Energy Management and Decentralized Energy Services projects;
- c) Intégration ENRM and PEI and
- d) Developing an overarching program that encompasses adaptation and mitigation.

The review also came up with three main lessons, namely: 1) to ensure appropriate institutional arrangements and thus avoid multiple layers of institutions and clarity on what would be the collaboration arrangements between national and local levels; 2) to build clear exit strategies and 3) the importance of appropriate level of leadership in steering committees to ensure availability of members at meetings.

1.2 UNDAF Outcome

The national climate change project falls under the UNDAF 1.2, namely: Improved management of environment, natural resources and climate change for sustainable development at national and district level by 2016. The UNDAF outcome was adopted verbatim as the UNDP Country Programme Outcome MWI-27.

1.3 Expected UNDAF Outputs

4. Environment, natural resources, climate change, and disaster risk management mainstreamed in policies, development plans and programmes at national level and implemented in 14 disaster-prone districts;
5. Data and knowledge on the impact of climate change, environmental and natural resources degradation and natural disaster collected and made accessible to decision makers in Government, Private Sector and Civil Society;

6. Targeted population in selected districts benefit from effective management of environment, natural resources, and climate change and disaster risk by 2016.
7. Output 1.3.4: Innovative renewable and energy saving technologies piloted in targeted locations in rural and peri-urban areas enabling the development of a national programme. (subsequently dropped)

2. EVALUATION PURPOSE

The purposes of the end of term evaluation are to:

- (a) Determine the extent to which the outcome and outputs of the three projects have been achieved;
- (b) Assess UNDP's contribution to the outcome;
- (c) Document the achievements, best practices and lessons learnt during the course of implementation of the three projects to inform future decisions in design, implementation and management of similar projects.
- (d) Provide recommendations for future programming based on the results from the three projects while taking into account the aspirations of the Country Office to rationalize its portfolio to have few, large and more coherent projects during the period 2017 -2018.

The independent evaluation is to be commissioned from November, 2016.

The main users of the evaluation results include:

- The Programme Steering Committees for NCCP, Environment & Natural Resources Management, Poverty & Environment Initiative, Energy and Early Warning and Disaster Risk Management.
- Ministry of Natural Resources, Energy and Mining;
- Office of the President and Cabinet;
- Environmental Affairs Department;
- Department of Energy Affairs;
- Department of Climate Changes Services and Meteorological Services;
- Department of Water Services;
- UNDP

3. EVALUATION SCOPE AND OBJECTIVES

3.2 Scope

Time period: January 2012- October, 2016

Geographical coverage: national.

Thematic coverage: environment, climate change, disaster risk management and energy.

The evaluation will assess the performance of the project using the OECD evaluation criteria: relevance, effectiveness, efficiency and sustainability.

Based on the design consideration and implementation experience, the evaluation will identify priority interventions to be considered during the 2017-18 period and how they should be packaged.

3.2 Objectives

- Assess whether, and to what extent, the project's outcome and outputs have been achieved;
- Determine the impact, both positive and negative, as well as intended and non-intended from contribution of the project to the achievement of the outcome;
- Examine and analyse factors which have positively and negatively impacted on achievement of project outputs and outcome;
- Assess the effectiveness and appropriateness of institutional arrangements and partnership strategies of each project
- Assess the role of the Ministry of Natural Resources Energy in implementing the NCCP.
- Assess the extent to which the UNDP-supported project outputs and non-project assistance contributed to the respective UNDAF and Country Programme outcome;
- Examine the extent to which gender equality and women empowerment and human rights targets as cross-cutting issues were integrated and achieved;
- Document lessons learnt and best practices during the course of implementation to inform future decisions in project design, implementation and management of similar interventions.
- Provide a framework for a large and coherent programme encompassing priority interventions in the areas of disaster risk management, climate change, energy and environment.

4. EVALUATION QUESTIONS

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

4.1 Design and Relevance:

- Whether the problem the projects addressed is clearly identified and the approach soundly conceived;
- Whether the target beneficiaries of the projects are clearly identified;
- Whether the outcome and outputs of the projects were stated explicitly and precisely in verifiable terms with SMART indicators;
- Whether the relationship between outcome, outputs, activities and inputs of the projects are logically articulated;
- Whether the projects are relevant to the development priorities of the country;
- Did the design of the projects take scale and scaling up into consideration;
- Given the capacity building objectives of the projects, how effective were the projects' capacity building interventions?

4.2 Implementation:

- Whether the management arrangements of the projects were appropriate;

- How effective was the delivery of inputs specified in the project documents, including selection of sub-grantees, institutional arrangements, identification of beneficiaries, scheduling of activities and actual implementation;
- The fulfilment 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);
- Determine whether or not lessons learnt from other relevant programmes/projects were incorporated into the project.
- The monitoring and backstopping of the projects as expected by the Government and UNDP;
- The projects' collaboration with industry, associations, private sector and civil society, if relevant.
- The role of UNDP CO and its impact (positive and negative) on project delivery.

4.3 Efficiency:

- Whether the projects resources (financial, physical and manpower) were adequate in terms of both quantity and quality;
- Whether the projects resources are used effectively to produce planned results (Are the disbursements and project expenditures in line with expected budgetary plans)?
- Whether the projects are 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 projects (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.

4.4 Effectiveness:

- What are the major achievements of the project vis-à-vis its objectives, performance indicators and targets? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.
- Have there been any unplanned effects/results?
- Whether there is evidence of UNDP contribution to the outcomes of the projects.
- What major factors affected project delivery and offer what appropriate interventions might have strengthened or addressed them.

4.5 Sustainability

- Assess whether or not the projects' achievements are sustainable?
- Is there an exit strategy for any of the elements of the programme?
- What should be done to strengthen sustainability of project outcomes?
- Assess whether or not the UNDP resource mobilization strategy for the project was appropriate and effective.

5. METHODOLOGY

The evaluator should provide details in respect of:

- a) **Review of projects documentation.** Review of key project documents such as approved project documents, recent studies, reviews, projects monitoring documents, disbursement reports, progress reports and other information available with implementing partners.
- b) **Construct a theory of change, identify detailed evaluation questions, methods (mixed methods) and instruments,** stakeholder mapping, etc.
- c) **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; (iii) interviews with implementing partners. 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.
- d) **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 for all three projects.

6. IMPLEMENTATION ARRANGEMENTS

- a) The Resilience and Sustainable Growth (RSG) Portfolio Manager will provide the overall oversight to the project evaluations and ensure timely delivery and satisfactory final products
- b) 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.
- c) The Programme Analysts responsible for National Climate Change and the NCCP project manager 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 IPs, grantees, beneficiaries and DPs. The Programme Analysts will be supported by the UNDP M&E Specialist to ensure that the evaluation meets the expected UNDP standards.
- d) 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).
- e) The evaluator will be expected to be fully self-sufficient in terms of office equipment and supplies, communication, accommodation and transport. Furthermore, the evaluators will be expected to familiarize themselves with the United Nations Evaluation Group's standards and norms for conducting project evaluations.

- f) The evaluator will provide the RSG Portfolio Manager with regular updates and feedback.

7. DELIVERABLES

- **Inception reports** – will be expected to be formulated within 5 days of the start of the assignment. The reports will include a detailed approach and methodology, schedule, draft data collection protocols and an evaluation matrix. Annex 1 gives a template of the evaluation matrix. The work plan should also include an outline of the evaluation reports as set out in Annex 2 of these TORs. The evaluator will **propose a performance rating scale** to be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.
- **Draft evaluation report** – The Evaluator will present a Draft Report within 5 weeks after presentation of the inception report.
- **Lessons Learned report** – this will be a section within the evaluation report.
- **Final Evaluation Report.** The evaluators will present a Final Evaluation Report 5 days after receiving feedback and comments on the draft report from key stake holders.

8. EVALUATION REQUIREMENTS

8.1 Qualifications

- Minimum of a Master's degree in economics, disaster risk management, energy, social sciences or environmental sciences.

8.2 Experience

- Minimum of 7 years of professional experience in any of the areas of environment, energy, climate change and disaster risk management;
- Experience in gender mainstreaming;
- Minimum of 5 years' experience in program development
- Experience in conducting evaluations for UN agency, government or international aid agency projects in areas of energy, climate change, environment and disaster risk management;
- Excellent communication skills.

8.3 Evaluator's competencies:

- Organizational Development and Management
- Strategic thinking
- Team work skills and experience in leading teams
- Result oriented

9. TIME AND DURATION

The evaluator will be hired for a maximum of 30 person/days.

Contract Start Date: 17th November 2016. Contract End Date: 13th January 2017.