Evaluation of the Malawi Electoral Cycle Support 2017-2021
Project Number: 00103966
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Final Report

Charlemagne Gomez

David Nungu

ACKNOWLEDGEMENTS

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List of Acronyms

CMD	Centre for Multi-Party Democracy
CSOs	Civil Society Organizations
CVE	Civic and Voter Education
DAC	Development Assistance Criteria
DC	District Commissioners
DCA	Danish Church Aid
DFID	Department for International Development
DPP	Democratic Progressive Party
EMB	Election Management Body
ET	Evaluation Team
EU	European Union
EOM	Election Observation Mission
EUD	European Union Delegation
FPE	Fresh Presidential Elections
GDI	Gender Development Index
GEER	Gender Election Evaluation Room
GII	Gender Inequality Index
HDI	Human Development Index
ICC	Inter Communication Center
IFES	International Foundation for Electoral Systems
IL	Intervention Logic
KII	Key Informant Interviews
LGE	Local Government Elections
LNOB	Leave no one behind
MCP	Malawi Congress Party
MEC	Malawi Election Commission
MESN	Malawi Election Support Network
MPS	Malawi Police Services
OECD	Organization for Economic Cooperation and Development
MCP	Malawi Congress Party
NDI	National Democratic Institute
NECOF	National Elections Coordination Forum
NICE	National Initiative for Civic and Voter Education
PPA	Political Party Act
PIP	Project Implementation Plan
RACER	Relevant, accepted, credible, easy to monitor and robust against manipulation
RBA	Rights Based Approach
SADC	South African Development Community
SDD	Sex disaggregated Data
SMART	Specific, Measurable, Available at an Acceptable Cost, Relevant and Timebound
ToC	Theory of Change
ToR	Terms of Reference
TPE	Tripartite Elections
UDF	United Democratic Front
UNDP	United Nations Development Programme
UNEAD	United Nations Electoral Affairs Division
USAID	United States Agency for International Development
UTM	United Transformation Movement
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UDF.	United Democratic Front
VAWE	Violence Against Women in Elections
WFD	Westminster Foundation for Democracy
WFP	World Food Programme

Project Name:	Malawi Electoral Cycle Support
Donor(s):	EU, DFID UK, Norway, Irish Aid and USAID
Implementing agency/Agencies:	UNDP with responsible partner UN Women
Key Project Partners:	Malawi Election Commission, Center for Multiparty Democracy, Malawi Police Services, Women Candidates and involved in the electoral process.
Project Duration	from	August, 2017	to	June 30 2021
Total Budget	USD15,041,915.00			
Evaluation Type (mid-term or final)	Final			
Evaluator Name(s)	Charlemagne Gomez and David Nnungu			
Evaluation Duration	from	March 2021	to	June 2021

Figure 1: Overview of the project

Executive Summary

UNDP has commissioned the present, final evaluation to provide an independent assessment of the performance of the project. The evaluation examined evidence of whether, why and how the results are linked to the UNDP intervention and identified factors that have driven or hampered progress. This report therefore provides an overview of the success of the intervention and examines the causal and effects links between the inputs and activities, and outputs, outcomes and impacts. Key findings and conclusions derive from the answers to the seven key Evaluation Questions developed by the evaluators (see annex one).

In the context of the Covid-19 pandemic, the evaluation spanned from early March to June 2021. It encompassed the review of over eighty documents and reports, a series of semi-structured interviews and two focus group discussions conducted remotely with some 82 key respondents. The evaluation faced a small number of limitations, including the inability of the international evaluator to travel to Malawi, due to the Covid pandemic. While the evaluation endeavored to consult with a wide range of stakeholders, and while this was largely possible, the evaluators were only able to speak to a small sample of external stakeholders. The evaluators contacted over 100 persons, however a number of organizations did not respond or did not make anyone available for interviews. Nonetheless, the fact that the evaluation was able to consult with over 80 stakeholders is an important feat, and it endeavored to ensure that different groups, were represented amongst the interviewees.

The intervention under review, entitled "Malawi Electoral Support" commenced on August, 2017 and spanned over a period of 43 months after undergoing a total of four extensions. As a result of political complexities, the calling of the Fresh Presidential Elections and the challenges related to the Covid 19 pandemic, the project underwent a subsequent no cost extension in 2020 and is currently due to conclude on June 30, 2021. The intervention has a total project budget of USD 15,041,915.00 and its overall objective was for "the 2019 Tripartite Election be assessed by local, regional and international commentators as a significant milestone in the evolution of Malawi´s electoral process that demonstrates heightened legitimacy and institutionalization of the multiparty system. The intervention has five key outputs:

Output One: The MEC is trusted as an impartial entity with the capacity to credibly administer and manage elections in accordance with its national and international obligations.

Output Two: Women´s political empowerment throughout the electoral cycle is strengthened

Output Three: Support CMD in its efforts to improve the ability of political parties to contribute to orderly elections.

Output Four: Capacity building of the Malawi Police Service (MPS) for heightened security around elections that contribute to less electoral violence

Output Five: Effective and efficient management, partnership formation and monitoring and evaluation of the Project.

The evaluation utilized a mixed-method approach for data collection and data triangulation. The evaluation exercise was informed by a number of lines of evidence including a comprehensive desk review, the holding of semi structured interviews as well as holding a number of focus groups. The evaluation matrix in annex I outlines the indicators as well as the sources and data collection tools utilized. This included the utilization of already established indicators outlined in the results framework as well as the application of an additional number of indicators in order to denote relevance, impact and

sustainability. The utilization of a mixture of sources ensured diversity of perspectives and allowed the evaluator to cross check information to ensure data accuracy as well as gaining a broader picture of the context as well as the performance of the project. The intervention was evaluated against the six DAC evaluation criteria, namely relevance, effectiveness, efficiency, impact, sustainability and coherence. The evaluation also assessed the consideration given to Gender Equality and Human Rights in the intervention's design and implementation.

The evaluation came to the following conclusions:

RELEVANCE:

The overall relevance of the project was found to be **satisfactory.** The multifaceted approach was seen to be very relevant, and all stakeholders were consulted about their needs. The project was informed by the Needs Assessment Mission (NAM), and while an additional component supporting the MPS was added in the second year of implementation, it was easy to incorporate and considered as relevant by all stakeholders.

Gender was mainstreamed across all four outputs, however the timing and length of interventions sometimes meant that gender did not permeate across all of the results. Youth which was identified as a key target group and featured particularly under Outputs One and Three was not necessarily mainstreamed across the intervention, and required a more multifaceted approach. Minority groups, persons with disabilities and other groups did not feature heavily in the design, and the intervention does not show any specific results for these groups.

The overall results framework is found to be overly succinct in its formulation. The intervention logic appears to provide a relatively coherent, comprehensive and targeted response to the above-mentioned, and identified critical needs to support the Malawi Electoral Cycle 2017-2021. Nonetheless, additional amendments to the project document were needed to include the output/activities on police and lessons learned. While the overall design of the project did provide a fairly targeted response, the actual framing of the outputs and the lack of output indicators as well as outcomes, resulted in a particularly lackluster framework.

Further, given the political complexities, economic and political environment of Malawi, the theory of change while embracing a multifaceted approach, required more active participation of groups outside the key beneficiaries to promote the required shifts in mindsets and to ensure checks and balances on key issues such as female and youth participation as well as a process which was deemed to be heavily politicized and is resistant to change.

Finally, the Theory of Change while recognizing key challenges to the conducting of elections, failed to identify key steps to mitigate the identified problems should they arise. As a result, the project took a back seat to the electoral process in 2020 and could have done more to explore ways of further supporting the process while maintaining its neutrality.

COHERENCE
The coherence of the intervention is rated as **highly satisfactory;** the project enjoyed excellent relations with the other key international supporters of the electoral process; and the mapping of the process with the NRIS project was pivotal to its success.

Further, the inclusion of UN Women was paramount, given their mandate and the two UN agencies enjoyed a very good collaboration. Collaboration with other UN agencies were also pivotal to the two elections whereby World Food Programme (WFP) lent logistical support in the provision of 250 lorries (100 in 2019 and 150 in 2010) to the MEC to support election day logistics.

EFFECTIVENESS

The overall rating of effectiveness is deemed as **satisfactory.** When examining all activities, out of a total of 18 programmed activities, 16 of them fully met their established targets and two only partially. While, as stated under relevance, some of the targets were not necessarily the most relevant or did not really represent the overall change envisaged under each output, given the political complexities, the evaluation finds that the project was able to deliver on most aspects of its outputs. The project was able to ensure the effective performance and attainment of its established goals; however, the overall results of the individual outputs were influenced by the political complexities of the process as well as the underwhelming design of the project which did not always promote a nuanced approach that could contribute to the overall result under each output.

Output One - The MEC is trusted as an impartial entity with the capacity to credibly administer and manage elections in accordance with its national and international obligations. In terms of effectiveness, the output **achieved 8 out of 9 established indicators**, however when examining the results, only four out of the nine results were considered to have been fully met under each individual activity. The overall output result was achieved prior to the announcement of the court decision to revisit the presidential result; however, this decision has had a long term and negative impact on the overall trust that MEC enjoyed up until the 2019 TPE. To this end, the overall result is ranked as **moderately satisfactory.** The evaluation concluded that the project contributed to a number of significant improvements to the integrity and professionalization of the MEC however weaknesses still exist particularly in the transmission of the results and communication. Notwithstanding, while the court case adjudicated on the irregularities, it is important to not place all the responsibility on MEC. Elections are a political race, and the influence by individual supporters of candidates and political parties also contribute to and influence the carrying out of irregularities. As a result, these irregularities were significant enough to undermine the confidence in MEC by the general public in its ability to impart elections that are considered "free and fair". Nonetheless, the project has contributed to some key milestones which has contributed to the institutions long term capacity to administer and manage elections in accordance with its national and international obligations for the future.

Output Two - Women´s political empowerment throughout the electoral cycle is strengthened - achieved **all three of its performance targets**; however, the evaluation concludes that only one of the envisaged results under the individual activities was fully achieved and while women´s political empowerment definitely saw some improvements, women are still severely underrepresented in politics. To this end, the overall ranking of the output is **moderately satisfactory.** While the parliament has witnessed a 5 percent increase in the number of women parliamentarian and therefore ranks the overall result as moderately satisfactory, the introduction of some activities and support too late in the process as well as the complexities and challenges which exist for women to be empowered contributed to this particular result. Key highlights are indeed an increase to the number of women in the parliament, and local councils as well as an interest in the number of women nominating themselves for candidature. Political parties did open up to having more women in leadership positions, with a total of five political parties promoting women to drive policy and leadership roles. Nonetheless activities were sometime isolated events and did not carry through to the entire electoral cycle (activities were stopped after the TPE elections, despite the project undergoing two project extensions thereafter) thus leading to a lost window of opportunity to further work on gender empowerment in the political process.

Output Three - Support CMD in its efforts to improve the ability of political parties to contribute to orderly elections - **achieved two out of its three performance indicators**, however individual results of the activities were not deemed to be fully achieved. The overall result which sought to improve the ability of political parties to contribute to orderly elections did reap some rewards, and the overall result of the output was deemed to be moderately **satisfactory**. The support promoted an improvement in the ability of political parties to contribute to more orderly elections. CMD was able to facilitate discussions and dialogue between the political parties and therefore played a pivotal role in the overall process, especially with the many challenges and constraints that the recent process encountered.

Notwithstanding, the institution is in dire need of radical governance, management and administrative reforms. Furthermore, a more multifaceted approach to changing the shift in policies and the overall political machine would be needed in the future, and this requires time, *buy in* from the political parties and the involvement of multiple stakeholders who have additional expertise on political parties.

Output Four - Capacity building of the Malawi Police Service (MPS) for heightened security around elections that contribute to less electoral violence - **achieved all three of its performance indicators**, there were no established results for each individual activity. The project contributed to filling some of the capacity gaps that the police had, enabling them better able to manage security around elections in a manner which did not further the tension around the process. The interlocutors heralded the output as a success. Nonetheless, the police still struggle from a poor reputation, especially with regards to political interference into its workings and independence This affected the capacity of the police to protect the rights of all citizens without discrimination. Further, the output was plagued by a number of challenges such as the overall short timeframe to implement activities; there were country wide spontaneous organization of public protests and demonstrations subsequent to the TPE, which sometimes resulted in violence. While the MPS has a duty under the Police Act to regulate the conduct of these demonstrations, during the post-elections, MPS were virtually rendered helpless and on a number of occasions the Malawi Defence Force (MDF) had to support or step in. To this end, this overall result is ranked at **moderately satisfactory.**

EFFICIENCY

The efficiency of the intervention is considered to be **satisfactory,** with excellent value for money, with only 15 per cent of the costs being spent on project management. The overall monitoring of the project was deemed satisfactory and up until the 2019 electoral process and the questioning of its results, communication between UNDP and the DPs was considered very good and there was a good flow of information.

The overall role of the Resident Coordinator played a very important part in ensuring that there was a balance between the technical and political nature of the project, with many of the interlocutors highlighting the overall expediency of the offices and its ability to ensure good relations and a good flow of information between all key stakeholders, particularly in the lead up to the TPE.

The evaluation concludes that while the decision by the project to step away from the process was correct, lessons learned indicate that other mechanisms should have been found in order to maintain some of the activities in order to continue to support the process and to find ways of further supporting MEC and process to reduce the overall loss of confidence that ensued subsequent to the holding of the TPE elections.

Further, pursuant to the 2019 process due to the political connotations, UNDP was seen to back away from the process, and while this action was understood, DPs were disappointed at the slower pace of exchange of information and the stopping of formal meetings with the DPS on the current state of the process. While the project was deemed as open to providing information, this information was sometimes deemed as uni-directional, and some DPS expressed a desire to ensure a more bidirectional approach to the overall monitoring of the project.

The quality of the reports was deemed as good, and while providing a lot of information, more results-based reporting showcasing the key success of the project and achievement of targets could have been included. Monitoring tools could have benefitted from the use of more technical tools to showcase information as well as the use of human stories to illustrate where transformative change has happened.

IMPACT

The overall impact of the project was deemed **moderately satisfactory.** A number of positive elements were found to have emanated from the project, including the establishment of a number of systems which will continue to contribute to a more efficient and transparent electoral process in the future. Nonetheless, while there are a number of positive elements emanating from the project, which were

recognized as such as these systems, collaboration between organizations, more female leadership in political parties, the proclamation of the results, many of these key impacts on the process have been undermined by the results process and the ensuing distrust of MEC and its handling of the proclamation of results.

SUSTAINABILITY

The sustainability of the intervention is considered to be **moderately satisfactory**. While many of the results, particularly under Output One and Two are sustainable, (at least in the short to medium term) the very nature of elections, and the overall context in Malawi requires a longer term and strategized approach.

In addition, while the project design incorporated a wide range of stakeholders, emphasis placed on some of the key beneficiaries over others, meant that some of the gains achieved under this intervention will need to continue to be galvanized upon in order to assure their sustainability. Furthermore, given the current context and the recent political history of the country, and the fact that MEC´s capacity has been widely supported till now, in order to ensure future sustainability of not only the results of the project but the process as a whole, a wider net of support would need to be cast and a more strategic democratic governance approach over just technical support would be required.

GENDER AND HUMAN RIGHTS

The evaluation rates this criterion as **moderately satisfactory**, given the fact that some progress has been made with numbers in the parliament and at the local level. While the evaluation found that the progress reports allude to some notable increases in women's leadership in the political parties, the evaluation concludes that women still continue to face a number of barriers to their effective participation and a more research based and integrated approach needs to be developed to better promote women's participation in politics.

The design of the project stated that both gender and youth would be prominent in the intervention and gender would be mainstreamed across the whole of the intervention. While each of the outputs did include some activities promoting gender, the fact that under Output Two, since the end of 2019, there have been no activities recorded and the gender advisor left her post; the evaluation finds that a missed opportunity to carry on working with gender behind the scenes has been lost. Women, despite the increase in numbers in the elections, still require a strategic support to ensure better representation and access to political parties, as well as assurances that MEC has indeed acted upon the gender strategy and has made progress in these areas.

When looking at the interventions approach to youth, especially given the youth bulge in Malawi, an opportunity has once again been missed, as very few activities were really implemented to promoting youth representation across the entire process. With regards to other groups, such as persons with disabilities, the elderly, and persons with albinism, very little has been done in this regard and these were not necessarily taken into consideration in the design.

The evaluation cites the following lessons learned:

Lessons learned One: The paucity of key and relevant indicators as well as a substantial lack of gender sensitive indicators as well as disaggregated indicators has meant that the overall results framework was weakened, and although performance indicators were mostly adhered to, they did not denote a specific change or reflection of the overall result.

Lessons learned Two: While it was important for UNDP to step back during the deliberation of the Court Proceedings, UNDP and Development Partners could have held more formal discussions on the future implications of the results of the court case on MEC, the overall process, the development partners and the key results already successfully delivered by UNDP prior to the holding of the TPE

Lessons Learned Three: Formal meetings in the guise of Steering and/or Technical Meetings are important to maintain dialogue and information flow between Development Partners and UNDP. While not all members of SC could attend due to the circumstances, it would be important to maintain a more formal mechanism in order to ensure information flow and bilateral discussions on the evolution of the process as well as the project.

The evaluation makes the following recommendations:

Recommendation	Linked to Conclusion/ criterion	Recommendation addressed to	Comments on Recommendations	Priority Status
Granting of an extension to ensure continuity into the next electoral cycle and to bridge the support until a new project document is approved.	Relevance	UNDP and Development Partners	It is essential to ensure the continuation of the current project while a NAM is conducted and a new Project Document written and approved. DPs acknowledged that it is highly likely that they will not have sufficient funds until at least late 2022. UNDP could consider the idea of implementing a PIP, project implementation plan (Project in pipeline) in order to provide better flexibility and to further understand the key needs of each of the beneficiaries.	High
Emphasis on supporting civil society, media and key stakeholders such as religious leaders and community leaders to ensure check and balances on the overall electoral process.	Key conclusions two and four, and twenty	UNDP	This could expand to the building of capacity of particular CSOs, or the issuance of subgrants for particular activities., ensuring due diligence and a full time monitoring of the quality of the inputs of the CSOs to the project.	Medium/High
Consideration should be given to expand the outreach to key beneficiaries such as civil society, religious leaders and the media especially with regards to civic/voter education and engaging with potlicial parties	Key Conclusions Two and Fourteen and twenty three/Four and Five	UNDP	While a number of these beneficiaries did benefit from the project, a more strategic approach to include support and technical knowhow in the areas of women, youth, to promote more civic and voter education, as well as outreach to promote more effective communication between MEC and external stakeholders	Medium/High
Selected support to certain areas of MEC including support to outreach to stakeholders to build trust in the institution and build better communication and outreach tools to promote MECs transparency	Key conclusion Nine and twenty-three	UNDP	Support should be according to the needs of MEC but could include more support to mainstreaming gender, youth and other vulnerable persons across all of their work. Work should also center around how to build confidence in the institution through outreach, communication and stakeholder forums	Medium/High
A more strategic approach towards women's political participation based on research identifying the key gaps to effective political participation utilising the six step	Key Conclusion Two, Four, fourteen, fifteen, twenty-Seven and Eight	UNDP	A more informed approach needs to be undertaken. This should include the collection of baseline information on the key barriers to women's participation in politics, both cultural, political and legal. Emanating from this baseline survey, a structured programme for women's participation	High

			should be meted out. Strategic plan should be cross cutting across all components of a new project, and gender sensitive indicators need to be established under each component.	
approach where appropriate/relevant. **(Such an approach can be divided between different implementers ensuring a coordinated and consolidated approach.**				
Focus on women and their empowerment and leadership by providing capacity building to both incumbents and potential leaders for the future.	Key conclusions two, four and ten, Twenty-seven and Twenty-Eight	UNDP and UN Women	Assurances should be made that activities are carried out throughout the duration of the project tenure, covering all aspects of the electoral cycle. Training could encompass leadership skills, public speaking, analysis of the laws and gender equality.	Medium
Renewed focus to youth, their empowerment and role within the electoral process.	Key Conclusion twenty-nine	UNDP	This should include outreach to a number of different groups in enhancing their participation in political parties, their role in conflict mitigation/prevention and participation asvoters	Medium/High
Continued support to CMD with a structured plan on how to implement the key recommendations from the capacity assessment	Key Conclusions seventeen	UNDP	The capacity assessment has outlined what would be required to promote a more effective Governance, administrative and managerial structure. CMD needs to be supported in this area. Nonetheless, it is essential that offers of support, are contingent on commitment by CMD to address the key weaknesses found in the Capacity Assessment. All interlocutors acknowledge the weaknesses of CMD and if they do not take ownership of the recommendations emanating from the capacity assessment, support cannot continue.	High
Renewed support to the MPS with regards to ensuring training of electoral management (technical skills on deployment, crowd management, human rights etc) of trainers to expand to the entire police force	Key conclusion eighteen	UNDP and MPS	The continuation of professionalization of the MPS should continue in order to enable training to penetrate across the country. Like was the case with MEC and CMD, there would thus be need that future designs of MECS provided for a resident technical assistance within the command of MPS for the implementation of the project. .	Medium
Ensure stronger collaboration between other security agencies such as MDF by bringing them together in a number of platforms.	Key conclusion eighteen	UNDP and MDF	Regarding the participation of other entities such as MDF, the assessment noted that MDF is traditionally involved during the electoral results management at the national tally center. However, MDF for example is not included in the Project design. In order to ensure professionalization and a common goal amongst security agencies, there would be need to open up on their role in elections and create interfaces between the MPS and MDF as well as any other security agencies. The MDF offered to support MPS with technical skills building in crowd management.	Medium

Agreement on increased governance mechanisms to ensure a "healthy and bidirectional flow of information"	Key conclusion twenty two	UNDP	The project with other DPS should agree on strengthened governance mechanisms, to ensure a "healthy and bidirectional flow of information to help inform and approve future support notably through the more regular convening of a steering committee to oversee any future action and ensure that bottlenecks and challenges to implementation are immediately discussed and DPs are informed.	Medium/High
Enhance the reports by use of most significant change stories, more reference to indicators and use of gender sensitive indicators for all components.	Key conclusion seventeen	UNDP/M &E	The reports were of a high quality, but they could still benefit from showcasing key results by utilising most significant change stories and referencing to what extent indicators have been achieved. In order to mainstream gender across the whole project, more gender sensitive indicators should be utilised as well as disaggregated data when refereeing how many persons were reached.	Medium
Considerations using data in a more user-friendly format, use of info graphs to reflect where activities have taken place, persons reached etc	Key conclusions twenty-three	UNDP /M & E	In order to better inform the DPs and to outreach to others, preparation of interactive PowerPoint presentations outlining key successes and achievement of indicators to date	Medium
The use of outcome mapping[1] to map outcomes particularly in complex results such as electoral reform	Key conclusion twenty-three	UNDP	This tool is a very effective tool for contexts which are ever changing and results are wholly reliant on the political context and other factors. The use of outcome mapping for electoral reform would be particularly useful in order to showcase the full range of results even if electoral reform does not progress in the way desired.	Medium

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[1] https://www.betterevaluation.org/en/plan/approach/outcome_mapping.

Part One. Introduction

In February 2021, the United Nations Development Programme (UNDP) Malawi commissioned an evaluation of its intervention "Malawi Electoral Cycle Support Project". In the same month, two consultants, namely Ms. Charlemagne Gomez, an international and lead consultant and, Mr. David Nungu, a national consultant, were hired to carry out the evaluation. The evaluation team (ET) hereby presents the final report which outlines the ET's findings and conclusions of the performance of the aforementioned project.

The evaluation officially commenced on 1ˢᵗ March with a kick off meeting with the Chief Technical Advisor and his team. A total of 82 interviews took place with one focus group with female candidates and several individual interviews with political parties. Annex IV has the full list of persons who were interviewed.

Part Two. Context

Malawi is located in Southern Africa with a population of just under 18 million.[2] It gained self-governance in 1963, independence in 1964 and became a republic in 1966. In 1971, Malawi became a one-party government with the Malawi Congress Party (MCP), under the late life president[3] Dr. Hasting Kamuzu Banda, being a governing party. Since then, only parliamentary elections would be held and which were considered ceremonial. These elections were conducted by the Clerk of Parliament.

However, Malawi attained political pluralism in 1993 following a national referendum that resulted in the provisional adoption of a democratic Constitution of the Republic of Malawi (the Constitution) in 1994. This provisional Constitution, which was then adopted in 1995, enshrines a Bill of Rights and under Section 40, political rights, including the rights to participate in democratic elections. Indeed, the Constitution was the basis for conducting the first multi-party general elections in 1994 whereby members of Parliament and the president were elected.

The subsequent general elections were held in 1999. In line with the electoral laws of the time, these elections were followed by local Government Elections in 2000, a year after the general elections. The next general elections were held in 2004. Following the amendment of the electoral laws[4], Malawi adopted a regime of tripartite elections whereby local government elections, parliamentary elections and presidential elections would be conducted at once. The first tripartite elections were, therefore, held in 2014 and were followed by those in 2019. The 2019 presidential election was nullified by the courts and fresh elections were held in 2020.

As well as creating the Bill of Rights whereby elections were enshrined as human rights issues, the Constitution reorganized the administration of elections. The Constitution established elected offices comprising the legislature[5], the executive[6] and Local Government[7]. The Constitution also created an independent electoral body charged with the responsibility of administering and managing elections in Malawi called the Electoral Commission[8]. The enabling legislation[9] passed by Parliament, the Election Commission Act, the Parliamentary and Presidential Elections Act and the Local Government Election Act, provides in detail the administration and management of elections, including the various electoral components which include (i) demarcation of constituencies and wards, (ii) registration of voters, (iii) nomination of candidates, (iv) campaign, (v) verification of voters' roll, (vi) polling day, (vii)

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[2] According to the National Survey Office in the Population and Housing Census 2018, there are 8,521,460 males and 9,042,289 women totally an overall population of 17,563,749.
[3] As he was then called before democratisation.
[4] Parliamentary and Presidential Elections Act and the Local Government Elections Act
[5] Chap VI
[6] Chap VIII
[7] Chap XIV
[8] Chap VII
[9] Malawi does not have a single comprehensive electoral legislation for holding the tripartite elections.

determination of results and, (viii) announcement of results. Within these components, the Commission also determines and resolves electoral petitions. However, any petition that remain unresolved after the announcing of results are brought before the High Court.

It should be noted that the Commission uses public servants in administering and managing elections. These are mainly drawn from among teachers and District Commissioners (DCs) who are heads of local council secretariat staff. Teachers mainly serve as polling staff, including presiding officers while DCs are retained as returning officers. First-Past-the-Post is the electoral system in Malawi,[10] whereby a candidate with the majority of votes takes it all.

The electoral process involves a number of important stakeholders. First, the Malawi Electoral Commission (MEC) works with the candidates either as independents or as sponsored by political parties. Presently, there are more than 10 active political parties which also participated in the 2019 Tripartite Elections (TPE) and 2020 Fresh Presidential (FPE). The Centre for Multi-Party Democracy (CMD) has been at the center for capacitating these political parties to ensure that they are effective and sustainable. There are also other stakeholders such as the national human rights institutions and non-governmental organizations whose interest is in the protection and promotion of the political rights attendant to the elections, including ensuring the right to peace. These take part in monitoring the conduct of the electoral process and also the provision of voter and civic education as well as voter information. The other category is the development partners who co-finance the administration of elections. A basket fund has been established and is coordinated by the United Nations Development Programme (UNDP) with a number of key donors supporting this particular basket. Other key international organizations which lend support to the electoral process are International Foundation for Electoral Systems (IFES) and the National Democratic Institute (NDI). In order to enable a coordinated approach amongst stakeholders, a forum called National Elections Coordination Forum (NECOF) was formed and is convened regularly. At the sessions of the NECOF stakeholders also reach consensus on the effective resolution of any crucial electoral issues.

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*Malawi holds regular elections and has undergone multiple transfers of power between political parties, though the changes were frequently a result of rifts among ruling elites rather than competition between distinct parties. Political rights and civil liberties are for the most part respected by the state. However, corruption is endemic, police brutality and arbitrary arrests are common, and discrimination and violence toward women, minority groups, and people with albinism remain problems. **Freedom House***

In 2019, Freedom House ranked Malawi as partly free with an overall score of 64/100, in 2020 the value decreased by two points, as civil liberties scored two points lower than in 2019. On the Human Development Index, in 2019, Malawi was ranked in the low human development category – positioning it at 174 out of 189 countries and territories. Nonetheless, it is noteworthy to highlight that between 1990 and 2019, Malawi´s HDI value increased from 0.333 to 0,484, which represents an increase of 45.0 per cent.

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[10] Although this was not the case for the 2019 FPE which adopted the 50 plus one, and thus allowing the Two Round system, as stipulated by the Court Decision of 3rd February 2020.

2016	62.7	10.9	4.5	1,025	0.472
2017	63.3	11.0	4.5	1,012	0.473
2018	63.8	11.1	4.6	1,018	0.478
2019	64.3	11.2	4.7	1,035	0.483

Figure 1: Trends in Malawi's HDI component indices 1990-2019
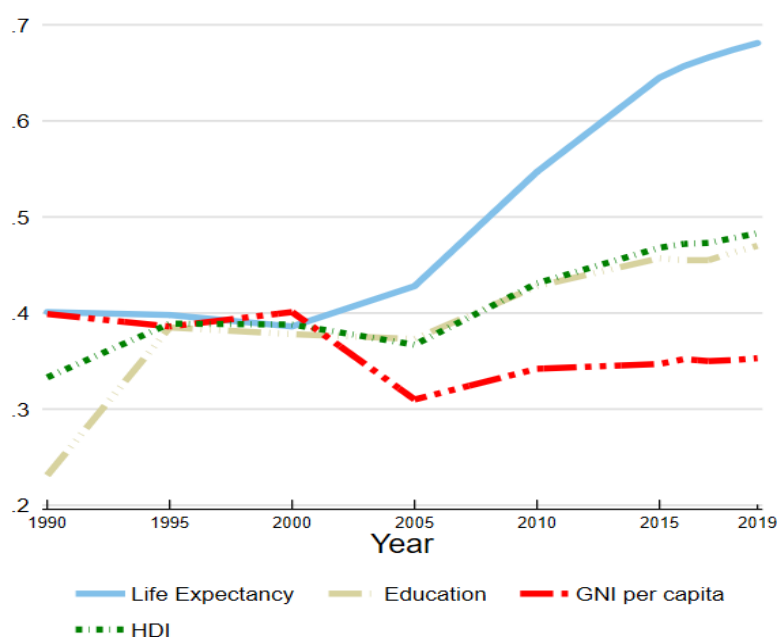
Figure 2: Trends in Malawi´s HDI component indices 1990-2019

The 2019 Gender Development Index value for Malawi is 0.986, placing it in Group One whereby there is very little deviation between men and women. Malawi on the Gender Inequality Index ranks quite low, 142 out of 162 countries with a value of 0.565. While 2019 did see an increase of women´s representation in the parliament, (23%) they are still 7 points away from achieving the 30% critical mass. Maternal mortality is relatively high with 349 deaths for every 100,000 births. Gender Based Violence remains a very serious development challenge in the country, and while an "adequate legal framework exits, the public and non-governmental sector responses to gender-based violence (GBV) are under-resourced, uncoordinated, and inadequate."[11] According to Human Rights Watch, 42 per cent of women are married by age 18 and 9 per cent by age 15.

The Gender Equality Act (GEA) came into force in 2013, wherein section 11 provided for a 40_60 quota for recruitments in the public service. To date, this has had very little impact and while the number of women in decision making positions has increased over the years, there is still low representation of women in the political processes. Electoral reform processes have endeavored to include a reserved seats modality for women. However, this was not adopted by Parliament. In the current electoral reform drive, gender equality is not included in the reform package.

Part Three. Description of the Intervention

The intervention under review, entitled "Malawi Electoral Cycle Support"" spans over a period of 43 months and is due to conclude on 30 June 2021. The intervention commenced in August 2017 and was subject to three amendments due to emerging issues and increased donor contributions.

The project was implemented directly under a Direct Implementation Modality (DIM) with close collaboration with UN Women. Originally the key institutional beneficiaries were to be the Malawi Electoral Commission and the Center for Multiparty Democracy. In 2019, the Malawi Police Services was also included as a key institutional beneficiary. The key stakeholders were the Government of

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[11] https://www.usaid.gov/gender-equality-and-womens-empowerment - accessed 14th May 2021

Malawi, Women´s NGOs, and Development Partners. All funds were administered under a basket fund, with a total of five development partners contributing to the basket. At the final iteration of the project, it had five key outputs:

1). The MEC is trusted as an impartial entity with the capacity to credibly administer and manage elections in accordance with its national and international obligations.
2). Women´s political empowerment throughout the electoral cycle is strengthened
3). Support CMD in its efforts to improve the ability of political parties to contribute to orderly elections.
4). Capacity building of the Malawi Police Service (MPS) for heightened security around elections that contribute to less electoral violence
5). Effective and efficient management, partnership formation and monitoring and evaluation of the Project.

The intervention is financed by UNDP, the European Union (EU), Department for International Development United Kingdom (DFID UK), Norway, Irish Aid and United States Agency for International Development (USAID) for a total of USD15, 041,915.00

The main stakeholders of this action were: the development partners stated above, the electoral Commission, the Malawi Police Force, The Centre for Multiparty Democracy (CMD), political parties, the human rights organizations, the media, and the civil society organizations, among others. These had varied interests and influence on the implementation of the intervention.

Part Four. Purpose and Scope of the Evaluation

4.1.   Purpose

According to the United Nations Evaluation Group (UNEG), in order to ensure quality, all interventions should be systematically evaluated on the quality and the results of interventions in the context of an evolving cooperation policy ensuring a specific focus on result-oriented approaches and the contribution towards the implementation of the Sustainable Development Goals (SDGs). This evaluation examines evidence of whether, why and how the results are linked to the intervention and identify factors that have driven or hampered progress. The evaluation has documented lessons learned for improving project design, relevance, coherence, efficiency, effectiveness and impact of similar projects for the future. The evaluation, therefore, provides an overview of the success of the intervention and examines the cause and effects links between the inputs and activities, and outputs, outcomes and impacts. Ultimately the evaluation serves accountability purposes; enables decision making and; provides learning and management purposes.

Part Five. Approach and Methodology

5.1. Evaluation Approach

In line with the established priority and methodology of United Nations Evaluation Group to conduct quality evaluations that ensure high utility of the results acquired from the exercise, the evaluation adopted the principles of a Utilization-Focused Evaluation - which entailed collecting and analyzing suggestions and recommendations based on the key stakeholders opinions in order to inform future programme design and the way forward for future election support projects under the auspices of UNDP.
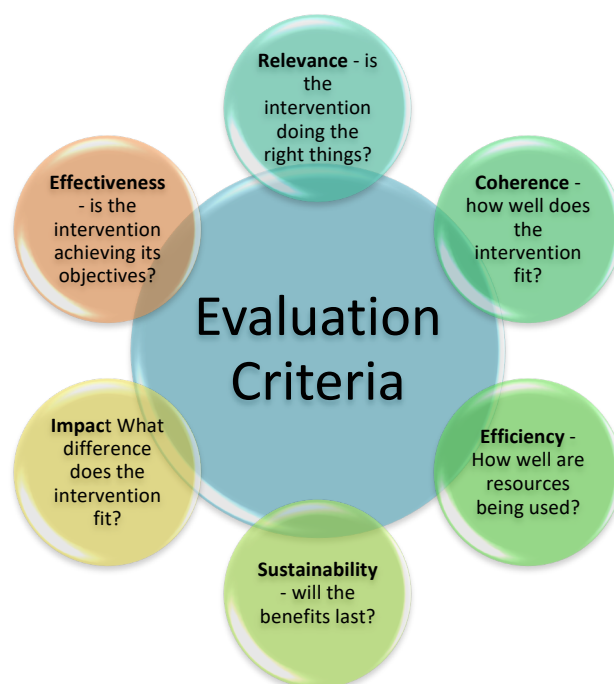
Figure 3: Summary of Evaluation Criteria

Using a mixed-method research design, this evaluation exercise was informed by a number of lines of evidence. The intervention was evaluated against the six DAC evaluation criteria, namely relevance, effectiveness, efficiency, impact, sustainability and coherence. The evaluation also assessed the consideration given to Gender Equality, Human Rights in the intervention's design and implementation.
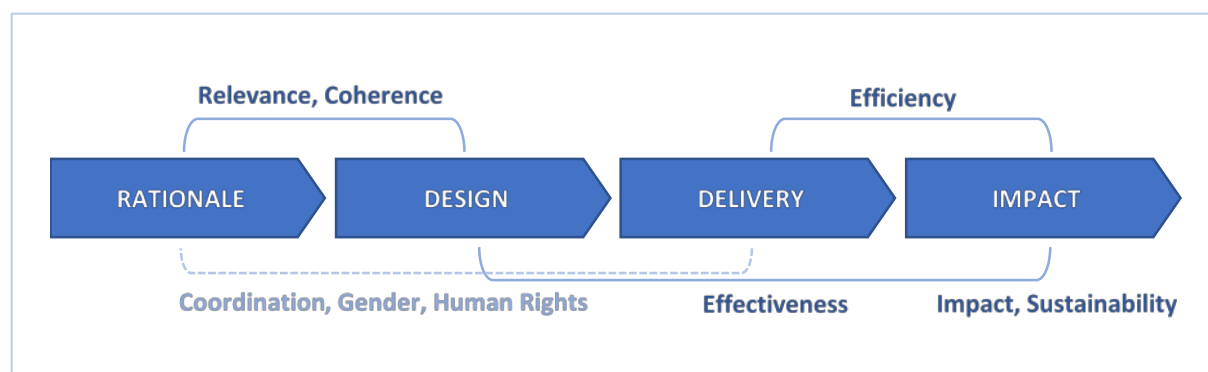
Figure 4:Analytical Framework for the project "Malawi Electoral Cycle Support Project"

5.2. Evaluation Questions

For each of the evaluation criterion and building on the specific areas of analysis specified by the TORs, the consultants developed a comprehensive set of research questions, then regrouped and consolidated them into overarching seven Evaluation Questions.

5.3. Data Collection and Analysis

The data collection toolkit that was utilized during both the desk review and field phases included the collection of quantitative as well as qualitative data/information. The Evaluation Matrix referred to in Annex I illustrates how the data/information was collected with the use of individual tools. As aforementioned, the theory of change and the evaluation matrix using the Organization for Economic Co-Operation and Development / Development Assistance Criteria (OECD/DAC) criteria are central to the overall evaluation framework.

The evaluation consisted of four distinct phases as illustrated in the figure below.

INCEPTION PHASE	DESK PHASE	FIELD PHASE	SYNTHESIS PHASE
Initial data collection Background analysis Stakeholders' analysis Inception Interviews Review of the Intervention Logic Evaluation Design	Information gaps Hypothesis to be tested Project Documentation review Review of project reports Review of Election Observation Mission (EOM) reports of the electoral process in 2019 and 2020 Design of the field phase	Gathering primary evidence Key Informant Interviews Questionnaires for key beneficiaries and stakeholders	Final analysis of findings Formulation of overall assessment, conclusions and recommendations Reporting

Figure 5: Outline of the evaluation phases

Part Six: FINDINGS

6.1. RELEVANCE

Relevance assesses the extent to which the intervention objectives and design respond to beneficiaries, global, country and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. The following section will therefore assess how clearly the projects goals and implementation are aligned with the beneficiaries and stakeholder needs, and the priorities underpinning the intervention.

The evaluation finds that the rationale of the project largely addressed the needs of the beneficiary institutions. The project adopted a multifaceted approach that enabled an unprecedented coherency and coordination among electoral actors. The project was quick to draw from important lessons learned and thus garnered support to target a wider range of actors to encourage more unified positions. While a wider net was cast, the project could have benefited from more targeted approach with regards to civil society organizations, media and key groups often left out in electoral processes. The overall theory of change was correct and identified correctly many of the risks associated with the project.   While activities were well aligned with the overall foreseen outcome of the elections, little attention was paid on how to mitigate some of the more important risks identified if they occurred. The overall design of the results framework followed conventional UNDP frameworks which lacked qualitative indicators. The results framework did not establish any outcome indicators or targets. Some of the indicators established were also sometimes not the most relevant according to the output results or did not denote the established change at the result level. While the evaluation finds the overall design of the results framework to relatively lacklustre, the project did correctly identify the needs of the beneficiaries and the multifaceted approach was positive, to this end the evaluation finds the criterion of relevance to be **satisfactory.**

The MEC project adopted a multifaceted approach that enabled an unprecedented coherency and coordination among electoral actors.
Elections in Malawi have been fraught with problems in previous processes, whereby the credibility of the process has been called into question and the overall "electoral and political trends, and the management of elections, are deemed as fragile".[12] This has in the past resulted in severe disruptions to the process whereby results were disputed which in turn engendered a "significant political risk to stability despite its relatively peaceful history, as well as creating an additional economic burden on the country. While MEC is a key stakeholder in the electoral process, in order to ensure a transparent, inclusive and fair election, an array of different actors each play an important role. Hitherto, while key actors, such as Malawi Elections Commission (MEC), the Media, Civil Society, Centre for Multiparty Democracy (CMD), etc were previous recipients of international support; initiatives have been separated across several projects and actors. While it is acknowledged that not all players under the same basket could be supported, under the present intervention; UNDP endeavored to adopt a broader conceptual approach towards engaging some of the key actors in fostering democratic development in Malawi. This in combination and in collaboration with other key implementers to electoral support meant that all the key players were covered under this project cycle, although of course each to a varying extent and not all the support has proved as fruitful as envisaged.

MEC project drew from important lessons learned from previous processes, and centered around coherence and coordination of the key electoral actors.
Malawi's recent electoral past has illustrated the fragility of the process and how quickly the environment can change. Hence, the project drew from past experiences, *albeit* on a very narrow premise, whereby there were multi-dimensional challenges to the overall administration of the elections. Interlinkages between the key actors were of course existent prior to the intervention. However, the separation of support across a number of actors resulted in a fragmented process and did little to facilitate

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[12] Project document page 11

key stakeholders to come together and arrive at a consensus on specific issues. To this end, the project design was informed by previous support to the electoral process and undertook an adaptive approach which enabled clear rules to be established prior to any derailment of the process and as a result promoted and facilitated communication and cooperation.

With a multifaceted approach, the intervention aimed to garner support from the wide range of actors, and encourage unified positions especially with regards to conflict mitigation and prevention. The widening of the net, therefore, to other key actors could potentially enable more conducive conditions for credible and genuine elections, with a higher level of capacity engagement and ownership among influential stakeholders in the electoral process, and the strengthening of horizontal dialogue. To this end, the Malawi Electoral Cycle Support Project 2017-2021 envisaged that the overall governance structure of the project relied on the engagement and discussion of key electoral stakeholders. The project aimed to "ensure an unprecedented coherency and coordination among electoral actors, affording improved cost efficiency and impact."

The scope of the activities in the design of the project focused on four key stakeholders in the process, including MEC, MPS, Women and Political Parties through the support to CMD. While support was offered indirectly to civil society through the projects´ support to MEC´s civic and voter education process, civil society and the media were largely missing from the projects design and could have further boosted the success of particularly outputs two and three. The breadth of activities was not always far reaching and cross-cutting issues such as gender and youth did not permeate across all four components to the extent envisaged. While the overall approach was appropriate, and support to each of the key actors relevant; support to mainstreaming women across all components was perhaps not as strong as originally foreseen. This was particularly pertinent under the third component (support to CMD) whereby very few activities focused on women. Activities focusing on Youth, albinism, vulnerable persons and persons with disabilities were also very limited. Further, while the target beneficiaries were clearly identified, a number of activities, particularly targeting women were initiated too late in the electoral cycle in order to have a significant impact.

The political as well as the cultural context has an important influence on some of the key outcomes of the project.
The overall timeline of the project was insufficient to achieve some of the key changes such as electoral reform and an increase in women's meaningful political participation to reach required SADC benchmarks. As with all democratic governance projects, the overall results are subject to a pre-established timeline and the building of momentum, particularly with regards to electoral reform and women's rights which are key. The project was signed into existence on the 17th September 2017, and already by the first half of 2018 the fate of the electoral reform bills was already known. To this end, the project removed this activity from the project document and focused the activity on internal reforms of the MEC. Furthermore, while the project did follow an electoral cycle approach, the political complexities associated with the holding of the Fresh Presidential Elections impacted on the timelines of the project and ultimately overshadowed a number of the key successful interventions under the project (please see under effectiveness and impact). The new political context forced UNDP to back away from the process in order to distance itself from the ensuing political crisis for fear of being caught up in the politicization of the management of the results process. This in itself, is not as a fault of the design, but rather the environment under which the project worked

The project aligned with key UN Documents

> **UNDAF Outcome 4.1.4.**
> National institutions effectively support transparency, accountability, participatory democracy and human rights.
>
> **Applicable output from the UNDP Strategic Plan**
> Citizen expectation for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.

The design of the project aligned itself with the UNDAF 2012-2016 (the UNDAF was extended for an additional two years till 2018) outcome 4.1.4 of *"Institutions, effectively support transparency, accountability, participatory democracy and human rights"*, although elections were not highlighted specifically under any of the key outputs.

Malawi has acceded to 12 of the human rights instruments,[13] including the International Covenant on Civil and Political rights (ICCPR)[14], the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)[15], International Convention on the Elimination of All Forms of Racial Discrimination (CERD)[16], and the Convention on the Rights of Persons with Disabilities (CPRD)[17]. It has also acceded to a number of regional treaties such as the African Charter on Human and People´s Rights, the African Charter on Democracy, Elections and Governance and the African Union Convention on Preventing and Combating Corruption.

Theory of Change was considered sound in its rationale and considered the possible impact on the election environment with regards to ensuring peace during the process, however it did not consider the risk to MEC and/or the key results of the project in the case of reported irregularities.

The theory of change of the action foresaw that it would constructively address the root problem of procedural uncertainty that can instigate challenges for the legitimacy of the electoral process by ensuing a multifaceted approach which would promote the coherency and coordination amongst the key electoral actors. Past experience provided a fragmented approach amongst the key actors which sometimes led to procedural uncertainty and misinformation which resulted in mixed perceptions about the credibility of the electoral process which had the potential to ultimately undermine the legitimacy and acceptance of the electoral outcomes.

To this end, the project sought to "shift the paradigm of procedural determination from disparate consultations towards a multi-stakeholder consensus over the outcomes." The goal of this approach was to facilitate a unified perception and clear rules of the game for the electorate and other actors." When examining the results of the project, this shift in paradigm worked to a certain extent and enabled political parties to come together in promoting a peaceful outcome to the elections in 2019. Notwithstanding, while important inroads have been made with regards to strengthening MEC in a number of areas, all safeguards were not put in place in the area of results transmission and communication thereof. Furthermore, it is of note that MEC enjoyed a positive review of their work by international and domestic observers in the subsequent days to the holding of the TPE but prior to the formal announcement of the presidential results. The attainment of these key milestones with the support of the project have been relegated to the backburner and the overall perception of MEC which was hitherto held to be transparent and professional became negative and as a result trust in the MEC has deteriorated since the publishing of the results from the TPE elections. The key gains/improvements to the overall process that were made possible as a result of the support of the project are barely recognized and are overshadowed by the general public's trust in the overall transmission and communication of the results and as a result the overall perception of trust of the MEC itself. The project distanced itself from the process during the deliberation of the court decision, and while informal meetings were held, no formal discussions were held to discuss future steps irrespective of the possible outcome of the court proceedings. This distance continued subsequent to the

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[13] It is only signatory to four of them.
[14] Accession date 22 Dec 1993.
[15] Accession date 12 Mar 1987
[16] Accession 11 June 1996.
[17] 27 Sept 2007

pronouncement of the holding of the FPE and although the support afforded to the electoral process was perhaps proportionate, more discussions and deliberations on an appropriate and robust risk strategy could have been adopted in order to promote more effective damage control concerning MEC, the key gains achieved under the project and the project itself.

> Lessons learned: While it was important for UNDP to step back during the deliberation of the Court Proceedings, UNDP and Development Partners could have held more formal discussions on the future implications of the results of the court case on MEC, the overall process, the development partners and the key results already successfully delivered by UNDP prior to the holding of the TPE.

Furthermore, while the design of the action had a multifaceted approach with the involvement of MEC, CMD, police service and women in general, it was not enough to really promote a paradigm shift in the mindsets of not only political parties to amend and draft more inclusive policies, but the general public was not impacted directly by the project, which could have benefited from more activities looking at civil society´s role in the process as well as the media. These two beneficiaries have access to the key institutional beneficiaries and are able to report on them both in a negative or positive way and they could have perhaps contributed to the overall perception of the public in relation to MECs credibility subsequent to the 2019 TPE. Civil Society is an important link between political parties and the voters as well as having the strength to influence polices, electoral reform and ensure accountability at the highest level through monitoring and observation.

Design of the Results Framework was succinct in its formulation however the absence of outcomes and relevant and more appropriate indicators shifted the focus of the realization of the key results of the project

The overall results framework while quite succinct in its formulation, appeared to some extent to provide a coherent, targeted response to the above-mentioned, identified critical needs to support the Malawi Electoral Cycle 2017-2021. Notwithstanding, as will be seen under effectiveness, the fulfilment of the performance indicators did not always result in the individual output results being attained. Furthermore, a number of the indicators were either not relevant to the activity being undertaken, or the attainment of the target did not necessarily result in the change being identified under the individual activity. This was particularly relevant to Outputs Two and Three. Under Output Four, while all targets were achieved, the overall activities did not cite a particular result but rather the realization of an activity.[18] Cognizant of the fact that the results framework does not provide for indicators beyond output level, the absence of outcomes also makes for a weaker results framework and the vertical connection between the activities, outputs and the overall UNDAF outcome is not always evident. A mixture of qualitative and quantitative indicators would have been more apt for this type of project as well as the inclusion of more gender and human rights sensitive indicators at output and/or outcome level would have enabled the project to better gauge the change that the activities and outputs had produced with regards to women and human rights.

> Lessons learned: The paucity of key and relevant indicators as well as a substantial lack of gender sensitive indicators as well as disaggregated indicators has meant that the overall results framework was weakened, and although performance indicators were mostly adhered to, they did not denote a specific change or reflection of the overall result.

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[18] This was not the case with the other three outputs, whereby each activity had a specific result.

6.2. COHERENCE

UNDP enjoyed a very fruitful and collaborative relation with other key stakeholders offering electoral support

There are only a few international organizations which lend support directly to the electoral process in Malawi; these are namely UNDP, International Foundation for Electoral Systems (IFES) and National Democratic Institute (NDI). Others include but the list is not exhaustive are Counterpart International which supported CSOs in Domestic Observation, Democracy Work Foundation which supports political parties and Danish Church Aid in support of women representation and political empowerment.

IFES, through the Consortium for Elections and Political Process Strengthening (CEPPS) works on supporting a number of the key electoral institutions, civil society as well as support through the BRIDGE programme in collaboration with UNDP and NDI. IFES afforded direct support to the MEC "through updating and developing necessary electoral procedures; supporting capacity-building efforts; developing voter information campaigns and long-term outreach strategies; and updating the MEC's strategic plan."

Subsequent to the nullification of the 2019 presidential election, IFES in the lead up to the fresh presidential election continued to work closely with MEC on developing a comprehensive social media campaign that provided key electoral information to the general public; supported the MEC in updating the electoral procedures for the presidential election; and contributed to the MEC's training of master trainers who then trained presiding officers across Malawi on polling procedures. Over the next year and a half, IFES will continue to partner with the MEC on enhancing electoral administration and management in preparation for the next electoral cycle. IFES is largely supported by UK Aid and USAID

NDI, which has been present in the country since 1994, has been involved in all of the electoral processes and has also partnered with IFES in the CEPPS programme. During the 2019 TPE, NDI supported the Malawi Electoral Support Network (MESN) to conduct a national Parallel Vote Tabulation (PVT), supported CSOs to organize three presidential debates, conducted an issue-based digital voter education that reached over 3 million Malawians, conducted political party poll agent training and conducted research on the effectiveness of the presidential debates. In partnership with Institute for War and Peace Reporting (IWPR), Media monitoring and fact checking activity called ''fake watch Africa'' was implemented.

During the FPE, NDI supported two CSOs to undertake election monitoring, political party poll agent training and radio-based voter education. The two entities have a long-standing reputation in the electoral circuit and worked very well with UNDP, exchanging information regularly. The interlocutors commented that there was relatively no overlap between activities of the three organizations, and all three shared a very fruitful and collegial relationship.

As well as working closely with IFES and NDI, the MECS project also worked very closely with the National Registration System (NRS) project, whose activities fed into one of the key successes of the project, ie the voter registration system. (please see under effectiveness)

The project as well as working and collaborating with other agencies supporting the electoral process, also worked with UN Women. UN Women worked with the Ministry responsible for Gender and CSOs.[19] Activities centered around three key areas, i.e. enhancing civic understanding on women´s political participation and mobilizing communities to support women aspirants and candidates; capacity building for female aspirants/candidates for effective campaign and resourcefulness. The collaboration was considered as effective and the work was already complementary to the work that UN Women was

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[19] CSO´s identified as implementing partners were Pan African Civic Educators Network (PACENET), Women and Law in Southern African Research and Educational Trust (WLSA), Catholic Commission for Justice and Peace (CCJP).

undertaking. The involvement of UN Women at the design of the project also enabled a more nuanced collaboration between the two UN agencies.

The project also worked with a number of key UN agencies, notably the World Food Programme in the provision of logistics for both the TPE and FPE.

6.3. EFFECTIVENESS

Effectiveness is defined by examining whether the intervention has achieved its objectives. This section provides insight into whether the project attained the envisaged results, the process in which this was done, what factors were decisive in this process and whether there were any unintended effects.

The MECS project had five key outputs and a total of 18 activities[20] under the four core outputs. Each of the activities had an established indicator with its own individual target. The overall effectiveness of Output Five which aimed to provide effective and efficient management, partnership, formation and monitoring and evaluation of the project will be examined more closely under the section on efficiency. The results framework did not provide an overall outcome indicator for each of the four principal outputs. Therefore, the evaluation examines the overall performance of each activity according to the established parameters in the results framework. The evaluation also established a number of indicators[21] in order to ascertain whether project objectives and results had been achieved. This assessment, coupled with the established performance indicators under each of the activities has allowed the evaluation to undertake a more in-depth assessment of each of the activities utilizing additional lines of evidence to examine if a particular output has achieved the results foreseen, irrespective of the achievement of the target. This has included cross checking content of the three annual reports, with interviews and focus groups as well as other key documents such as observation reports, news articles, surveys and MEC records.

To this end, while some of the targets established under the individual activities may have been fully achieved, the evaluation, in some cases has concluded that not all results were completely reached as the results were not as favorable as desired or simply an inadequate and/or no indicator had been applied to the individual activity and therefore it was more difficult to qualify the overall result based on the provided indicator. With regards to the overall performance of the project, the evaluation finds that under Output One, eight of the nine of the targets were fully achieved, under Output Two, all three performance indicators were achieved, under Output Three, two out of three performance indicators were achieved and under Output Four all three performance indicators were achieved. (See annex III). To this end, 16 out of 18 (89%) of the performance indicators were achieved. **Given the complexities of the process, this is an important achievement. The following sections will outline the overall result of each individual output and describe how the individual activities under each of the outputs contributed to the overall result. While the performance of the activities is deemed as highly satisfactory, the overall results achieved were largely impacted upon by the complexities of the process and the need for political will to achieve many of the results; to this end the evaluation rates the criterion of *effectiveness* as satisfactory.**

It is important to note that while the principal focus of the project was indeed the 2019 Tripartite Elections, given the subsequent call for fresh presidential elections, the project´s tenure was extended to cover the 2020 elections as well. (Although limited support was actually afforded to the FPE themselves). It is worth mentioning that while an extension was made to the project, none of the outputs were amended to reflect the change in circumstances, and there was no reference under the results

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[20] Please note that the results framework had a total of 18 activities, but annual reports included two additional activities in order to distinguish between activities on women and youth under Output Three and an additional activity under procurement for Output Four. Both these additional activities did not establish individual indicators.

[21] See evaluation matrix in inception report and as included in annex II of this report.

framework with regards to the support provided to the FPE.[22] Individual outputs did not have allocated outcome indicators, nor was there an overall impact indicator, apart from the reference to the UNDAF.

The evaluation focusses its assessment on the overall success of all three elections in 2019. The 2019 TPE consisted of the election for President, 193 members of parliament as well as 35 members of local councils in 462 single member wards each to be elected for five-year terms on the basis of a simple majority first-Past-the Post system. All three elections in 2019 took place on the same day. After deliberations on the results for all three elections, the results for the parliamentary and local councils were widely accepted by all, nonetheless the reliability, accuracy and transparency of the presidential election results which uses a simple majority system were called into question and a court case ensued in order to pronounce on the extent of possible irregularities and their impact on the results. The court case concluded that massive irregularities had taken place during the process and nullified the presidential election results pronounced in 2019. The FPE were called for within 150 days of the verdict passed down by the court.

When assessing the success of an election, the entire process is thus scrutinized, and despite the presidential elections resulting in an annulment, and the calling for fresh elections, domestic and international observers alike, assessed some aspects of the process of the Tripartite Elections as having improved and commended the holding of the three elections. (please see below). This included recognition of improvements in external communication up until election day, the quality of the voters register and also the pronouncement of an electoral calendar. Many of these issues were identified by prior observer missions as needing attention, and observer missions pointed to improvements in this regard. These improvements can be attributed to the project as these were directly supported by the project. The next section assesses the effectiveness of each output and its respective activities and discusses the key successes as well as any challenges encountered and lessons learned.

1.1 OUTPUT ONE: Extent to which the project has contributed to enabling the MEC to be trusted as an impartial entity to credibly administer and manage elections in accordance with its national and international obligations.
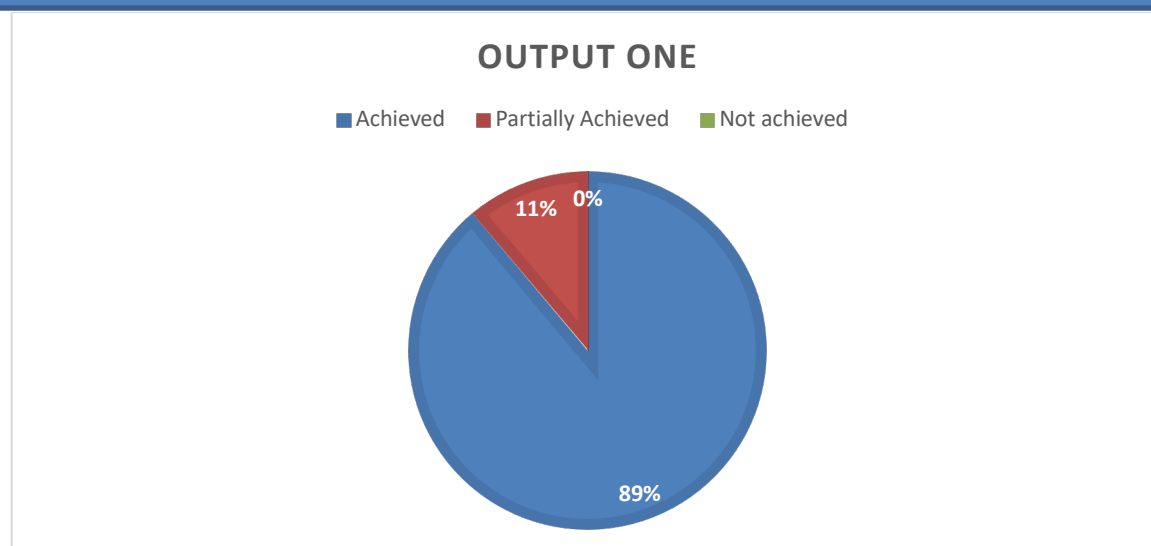
Figure 6: Percentage of activities full/partially achieved under Output One

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[22] Nevertheless, the final iteration of the prodoc did include the new context and referred to the holding of the FPE in 2020.

Output One achieved eight out of the nine established performance indicators.

As is noted below, eight out of nine of the activities were both implemented and achieved their established performance targets. (all nine activities were implemented). There was a change to Output 1.1. as electoral reforms were not passed, and therefore activities pertaining thereto were removed from the project document. As reiterated under the context, the overall complexities and polarization of the process and concerns on the irregularities found in the presidential elections did ultimately impact on the MEC being trusted as an impartial entity to credibly administer and manage elections in accordance with its national and international obligations. Prior to the pronouncement of results, the TPE were largely perceived as inclusive and transparent. However, MEC was firmly criticized for the poor management of the vote count and tallying which inevitably led to the decision to annul the presidential elections and hold fresh elections in June 2020 and resulted in the trust of MEC diminishing to levels substantially lower than prior to the holding of the TPE in May 2019.

"During the pre-election preparation phase, MEC's management of the process was inclusive and transparent and the institution enjoyed a high level of confidence among the public and political contestants alike. However, this contrasts sharply with its poor management of the vote count and tallying processes in many areas, and its management of complaints, which left many stakeholders critical of the process. Notable shortcomings in the vote count and tallying of results is also evidence of MEC's poor internal communication and indicative of lapses in its recruitment, training and preparation of staff at local levels." EU EOM Final Report

A number of post-election surveys were undertaken, including the Afro-barometer 2020 report which assessed the quality of 2019 election. The report posited that the majority (55%) of Malawians, rated the quality of the 2019 election as questionable. One in three respondents (34%) said the election was "not free and fair", while an additional 21 per cent said it was "free and fair with major problems". Just four in 10 (41%) stated that the election was either "completely free and fair" or suffered from "minor problems". The study does not refer directly to any one election under the 2019 electoral process.

Free and Fairness of 2019 Election - Malawi 2019

- completely free and fair: 28
- free and fair with minor problems: 13
- Free and fair with major problems: 21
- Not free and fair: 34
- Don´t Know/Refused: 3

Perccentage
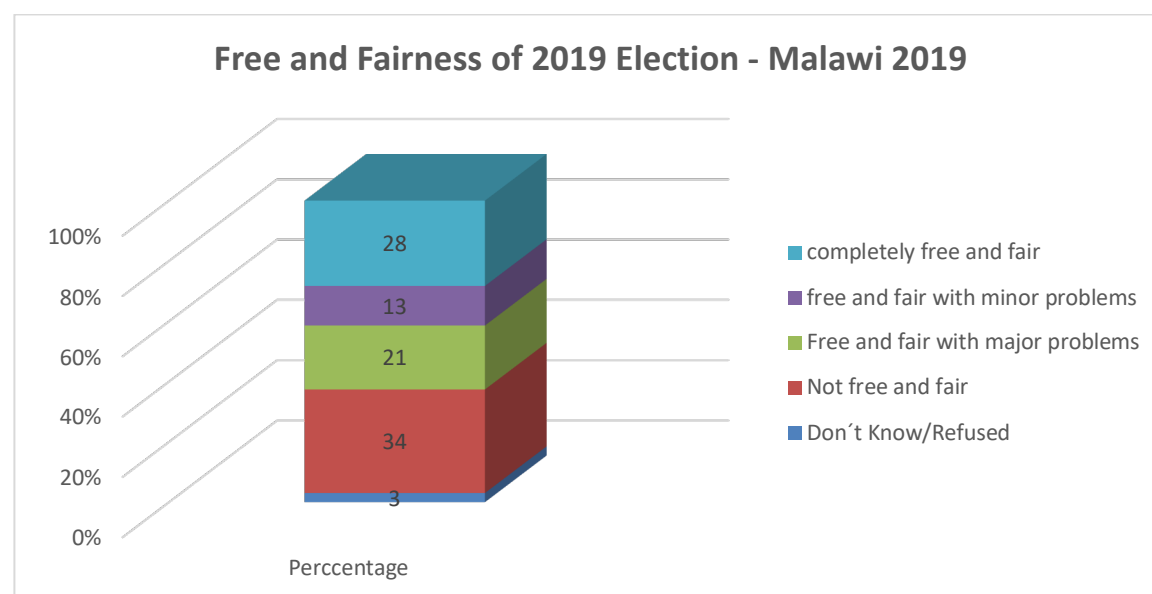
Figure 7: Afro Barometer – Free and Fairness of 2019 Elections

While the observer reports did note relative improvements in the process over 2014, the call for FPE marred the perception of trust and in the same Afro barometer 2020 survey when respondents were asked about their opinion of MEC, only four in ten Malawians (40%) saw the MEC as impartial and only one in three (34%) said that they trust the commission "somewhat" or "a lot". According to the Survey, citizens views differed sharply by political party affiliation, but overall, the MEC in 2020 was ranked last among key public institutions on both of these indicators. A majority (57%) indicated the MECS declaration of the election results as being faulty. The courts were seen to be the most trusted amongst the public institutions. To this end, while some aspects of the process were improved, the overall failure of the presidential elections and the subsequent diminishing of trust in the MEC leads the evaluation to deem the overall output as **moderately satisfactory.**

6.3.1. Activity 1.1 The MEC successfully introduces administrative and management reforms and implements feasible electoral reforms prior to the 2019 elections.

The Law Commission recommend the following Bills collectively called Electoral Reforms Bills: Constitution (Amendment), Electoral Commission (Amendment), Presidential and Parliamentary Act (PPEA) and Local Government Elections Act, Assumption of the Office of President (Transitional Arrangement) and Referendum.

Key indicator: MEC functional review is conducted and 90% of internal reforms completed.
Performance Target Achieved: Yes
Overall Rating of the Results Activity: *Achieved*

The original ProDoc foresaw the Projects´ support towards the electoral legal reform bills. In late 2017, the Referendum Bill was passed, however the electoral reform bills were not.[23] One of the bills was re-tabled in December 2018 but also failed to pass. [24] Resultantly, this particular activity was removed from the project[25] and the focus of the project under activity 1.1 centered around the implementation of administrative reforms in MEC. The section below outlines some of the key activities. The evaluation team finds that Activity 1.1 was achieved.

This activity was achieved and the following internal systems were examined:-i) Functional review of MEC management system – support of its conducting – core managerial and organizational barriers to efficient and effective performance delivery of MECs mandate (commenced in September 2017 and finalized by second quarter of 2018); ii) procurement and installation of SAGE 300 Resource Management and Accounting System and training of staff; iii) Digitalizes all financial processes and key workflows of MEC and responds to the investigative audit that MEC underwent by increasing accountability and transparency of the organization; iv) Development of new strategic plan (commenced in January 2018 and developed, validated and finalized by end of second quarter 2018);

6.3.2. Activity 1.2 Public perceptions of the MEC are transformed through more effective communications and stakeholder outreach.

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[23] https://www.nyasatimes.com/parliament-passes-refrendum-bill-rejects-malawi-electoral-commission-bill/.
[24] https://www.nyasatimes.com/pp-pushes-for-501-law-malawi-should-be-electing-a-president-by-majority/.
[25] Activity Result 1.1. – this activity could not be implemented before electoral reform Bills failed to pass and was thus removed from the 2018 AWP as per the minutes of the TCM of 23 August (Annual 2018 – page 37)

> **Key indicator**: Operational Plan for election reforms produced and monitored.
> **Performance Target Achieved: Yes**
> **Overall Rating of Results Activity:**
> *Partially Achieved*

The project did provide funding and technical support to media platforms, including Twitter, Facebook and YouTube, as well as regular National Election (NECOF) meetings, and many key interlocutors stated that the communication emanating from MEC prior to the electoral process was very good. The majority of interlocutors stated that the quality of external communications was good during the entire process up to and including the polling day, and there was a good amount of stakeholder trust in MEC during the bulk of that process. Nonetheless, the **quality and regularity of communication dwindled during the tallying and proclamation of the results**, and **external communication thereafter was weak and at times conflicting.** An Afro-barometer survey released in the aftermath of the disputed polls stated at the time, "Malawians lost trust in the MEC and that they believed that the quality of elections had declined following events surrounding the nullified presidential election results." (See above for more details)

"However, the majority of EU Observers reported that the flow of information from MEC HQ to district and constituency levels was often weak and compartmentalized, as several CROs and District Election Coordinators lacked consistent, detailed, regular and timely knowledge of the immediate next steps of the process, leading to delays and a degree of confusion among stakeholders and voter.[26]

While the public perception of MEC had definitely decreased as a result of the presidential elections in 2019, other indexes such as the Mo Ibrahim recorded its survey results for each year. In 2018, one will note a particular increase in the overall perception and trustworthiness of the MEC. This substantial increase is assumed to relate to the confidence of the Voters Register and the improvement in external relations. The figure did fluctuate in 2019 after the holding of the TPE.

Internal communication on the other hand was deemed as quite weak across the board, especially with regards to the quality of training and how messages on the non-use of tipp-ex were communicated.[27] Furthermore, national and international observers stated that communication at lower levels was rather unwieldly and the staff were not always aware of the next steps in the process. A number of other stakeholders during the interviews alluded to the fact that training was not always optimal, and would take place in big classes and would use mostly traditional methods of relaying information. Therefore, the retention of information was lower. To this end, **while there were definite improvements in the transparency of the MEC, and communication; this was overshadowed by internal weaknesses and the weak information flow during the pronunciation of the results and therefore the evaluation finds that this activity is only partially achieved despite the achievement of the established target.**

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[26] Many EU teams reported a lack of knowledge on behalf of CROs regarding details on distribution of materials and storage, vehicles, budget for fuel, tabulation of results or the plan for external auditors, while several CROs claimed that they were not informed by MEC about the results transmission test of 2 May until the day before.

[27] The use of tippex in the 2014 electoral process had also been a problem.

6.3.3. Activity 1.4. Strengthen the efficiency, transparency and integrity of electoral processes for the 2019 Tripartite Elections

Voter registration, utilizing the new National ID card as the sole form of identification accepted for registration, enhanced the integrity of the voter register and addressed a problem which had plagued previous elections.
EUEOM Final Report

Key indicator: NRIS is effectively adopted for VR
Targets Achieved: Yes
Overall Rating of Activity: Partially *Achieved*

Under Activity 1.4, there were three key results. All interlocutors consulted stated that one of the key successes of the project was the voter registration, which had been plagued by a number of inconsistences in the previous processes. The linking of the Voter Registration to NRIS process was heralded as a success and all interlocutors referred to the success of this activity and how it ultimately contributed to the credibility of the 2019 process. Furthermore, MEC were also applauded for the development of an electoral calendar and its ability to adhere to deadlines.

With regards to the roll out of a credible and transparent results transmission System, while the system was perceived to be very effective and reliable, the final court decision cited the new system as illegal and, therefore, the system was removed and fresh elections were called. The decision to include the development of this system has been debated by a number of interlocutors, and the Courts cited the introduction of the system to be illegal. Hence, despite the three key results being delivered, the overall results undermined the success of this particular activity and while strengthening some aspects of the efficiency, transparency and integrity of the electoral process, the subsequent irregularities found overshadowed the perception of transparency and integrity of the process and this result is therefore deemed as **partially achieved.**

6.3.4. Activity 1.5. Strengthened electoral dispute resolution processes and mechanisms

Key indicator: MPLC-DPC pilot is conducted and assessment provided
Number of Judges trained in revised electoral processes
Target Achieved: Yes
Overall Rating of Activity: *Achieved*

This particular activity looked at promoting and strengthening the timely and effective dispute and conflict resolution mechanism (electoral complaints and petitions) and the accessibility to effectively address formally lodged disputes in the electoral process. The activity consisted of a three-pronged approach: - i) Strengthening the MEC Legal Department; ii) Establishment of a formal inter-institutional partnership with the judiciary and iii) Review and coordinate MPLC-DPC arrangements.

Support included capacity development of the legal department. The department was only established in 2017 and a director for the department was only appointed in October 2017. The project seconded technical expertise including two technical experts, a legal analyst to provide long term capacity support to the department and a dispute resolution expert which developed first time comprehensive dispute resolution guidelines. A study tour to Zambia was also organized

Some improvements were noted whereby in 2014 it took over two years to go through 16 petitions. In 2019, 27 petitions were filed, 24 had been heard and ruled by the courts by October 2019. 23 out of the

24 were found in favour of MEC. Four law firms were outsourced and provided legal representation to MEC on petition challenging results for the parliamentary elections.

Training was also afforded to MPLC to revise their guidelines and handbook, it was the first time comprehensive dispute handling guidelines for the handling of complaints existed. Its ultimate aim was to streamline the process and to therefore reduce tension. The inclusion of directors of women of political parties in Multiparty Liaison Committees also apparently led to an increase in the level of female representation within the MPLC. Both targets were met and the **evaluation considers that the electoral dispute resolution processes and mechanisms were strengthened.**

6.3.5. Activity 1.6. Strengthen the capacity of the MEC to coordinate and conduct effective, nationwide, voter education campaigns prior to the 2019 Tripartite elections.

In 2014, the final report of the EU EOM put forward two recommendations on voter and civic education based on their findings: -

I.   Voter and civic education activities should be extended to the grass roots level and an adequate budget should be provided for these activities to be undertaken.
II. Make civic and voter education available to persons with disabilities, namely the visually and hearing impaired.

> **Key indicator**: Guidelines for voter education initiatives developed
> **Target Achieved: Yes**
> **Overall Rating of Activity: Partially** *Achieved*

To this end, the projects´ focus under this particular activity was to develop and expand its policy guidelines for voter education initiatives via third parties to standardize voter education messages and materials and to regulate the role of accredited CSOs, as well as giving special emphasis towards the youth as new voters. The activity was to focus on the development of policy guidelines for voter education initiatives and partnerships with CSOs and ii) support the development of audio and visual products that will reinforce MEC´s Voter Education efforts, including measures that bring messages to the most rural districts. Support to the voter education efforts were particularly important in view of the changes in the electoral process, especially surrounding the use of the National Identification Document during voting.

The project did indeed provide support to develop policy guidelines for voter education initiatives and partnerships with CSO´s, as well as supporting the development of audio and visual products that reinforced MECs voter education efforts. While direct support was not provided to CSOs, the project supported the development and implementation of a comprehensive voter education plan in collaboration with CSOs with the provision of two Civic and Voter Education (CVE) experts and a data analyst. The project supported the development and production/printing of Civic and Voter Education (CVE) materials, including posters roadshow and use of loud hailers which went to all the districts. The MECS also provided support for use of social media and jingles for CVE. One of the CVE songs received massive airplay with over 30,000 downloads and views on You Tube, Facebook twitter and Instagram.

While it would be difficult to attribute a slight increase in voter turnout directly to the project, it is worth noting that in 2019 there was a turnout of 74 per cent, this was over three points above the 2014 elections which had approximately 70.78 per cent of the population turnout. The issue of invalid votes while not as low in the 2014 process, was still relatively low with an overall figure of 1.5 per cent as opposed to 1.07 per cent in 2014.

Efforts on civic and voter education while supporting MEC, were also conducted by 121 civil society organizations which were accredited as MEC as implementing partners of CVE activities. Most activities were conducted by the National Initiative for Civic and Voter Education (NICE), funded by the European Union, which with a strong presence in the field with some 8,000 volunteers,[28] was in a position to organize public debates with parliamentary and Local Government Election (LGE) candidates, training of traditional authorities and religious leaders on election issues and door to door information campaigns.

There was some critique that the quality of the activities was insufficient (this cannot be attributed to the project as it was a general comment), however it is worth noting that many of the programmes did penetrate in the more rural areas, and MEC used sign language for its programming on national television and, to a lesser extent, during its activities in the field, something which had not been done in 2014 process. Sign language was not used in previous elections.

While the activity was perceived as achieving its purpose, civic education and particularly civil society still require support to penetrate at community level as well as the provision of resources to promote and build the capacity of CSOs in not only observation, civic and voter education but democratic governance in general. Furthermore, the overall target of this particularly activity could have been strengthened in order to ensure a greater impact on civic and voter education, therefore it is very difficult to ascertain the overall impact of the guidelines, although as noted above some important improvements were noted. To this end, the evaluation finds that the capacity was only **partially strengthened.**

6.3.6. Activity 1.7. Gender Mainstreaming and Gender Equality and Gender Equality enhanced within the MEC and MEC´s internal Processes and practices are gender sensitive

Key indicator: Gender Policy Established
Target Achieved: Yes
Overall Rating of Activity: Partially *Achieved*

The project aimed to promote the development and implementation of gender responsive administrative arrangements and operating procedures through technical support and capacity building of the MEC to promote inclusivity. The project foresaw i)the development of standardized procedures to ensure electoral operations and administrative processes are gender sensitive; ii) development of procedures to collect and report sex-disaggregated data (SDD): the project was to support the MEC in developing systems for the disaggregation of data by sex (and age or other cohorts as needed) including staffing levels (management, operational level and temporary polling staff) attendance in trainings and workshops, voter registration, candidate registration, voter turnout, proportion of women and men elected at each level.

The overall target of this particular activity was to ensure the gender policy was adopted. The project through a gender specialist reviewed all the documents and procedures to ensure their gender sensitivity. A training of senior management also took place. While the gender policy which was actually developed prior to the project, was adopted, there has been little follow up to establish whether the gender policy is being implemented and monitored as well. A gender audit which was carried out in 2016 also provided a number of recommendations and identified where key weaknesses stood, to this end it would be important to understand where these issues are currently and what could be included in the future to ensure that not only the overall management pay heed to gender, but that gender is mainstreamed into all their activities, products and campaigns.

Notwithstanding, the project did ensure a better and more gender sensitive environment by conducting a series of sensitization of polling staff on HIV/AIDS and sexual harassment and prevention during polling. MEC had dedicated reporting hotlines for anonymous reporting of sexual harassment and

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[28] In 2014 process they had reportedly 9000 volunteers.

exploitation. Further support was provided to ensure election operations did not impact negatively on the environment. There were actually no phone calls to the hotline as it has been perceived that the establishment of the mechanism served as a sufficient deterrent to stop the harassment.

A conference was also undertaken, whereby the project facilitated a two-day national conference on Gender and Elections, with a specific focus on opportunities to increase women's political participation and representation.

While key milestones were undertaken within the MEC, the challenges and the key weaknesses identified in the Gender Audit in 2015 are still somewhat present. These include promotion of women to Director Level, (with only one woman out of five) little to no gender-based programming/M & E tools particularly with regards to programming and interpretation of sex-disaggregated data. To this end, while the foundations have been laid, gender is still not completely mainstreamed in the operational and administrative mechanisms of MEC. This particular activity is therefore deemed to be **partially achieved.**

6.3.7. Activity 1.8. Critical Procurement Support

> **Key indicator**: Contracts for parts established
> **Target Achieved: Yes**
> **Overall Rating of Activity:** *Achieved*

The project foresaw to receive and review submissions by MEC for procurement support dependent on the funding availability and the assessment, recommendations and decisions of the Project governance committees. As a result, the Project procured a firewall for the Registration TS and associated software for the development of two layers of software for the Biometric Registration Kits and the Servers at the National Tally center. This enabled MEC to conduct its business processes and meet the timelines established in the electoral calendar. The target was achieved, and this activity is deemed to be **achieved.**

6.3.8. Activity 1.9. Post-Election Review and Capacity Building

> **Key indicator**: Number of stakeholder reviews and draft laws established
> **Target Achieved: Partially achieved**
> **Overall Rating of Activity:** *Achieved*

A number of lessons learned workshops and post-election reviews were undertaken. These included a Gender Elections Engagement Room Review Meeting and a post-election review meeting with Police Incident Command Centres (PICC). The post-election review activities took place subsequent to the decision of the Courts. A number of lessons learned and best practices were identified as well as recommendations for the future. Nonetheless the overall performance target was not actually achieved, ie while stakeholder reviews did take place no draft laws based on these lessons were established.

While this activity is deemed partially achieved, it would also have been helpful to have undertaken an internal lesson learned of the project and its reaction and support subsequent to the announcement of the court case to adjudicate the presidential results.

1.2 OUTPUT TWO: WOMENS POLITICAL EMPOWERMENT THROUGHOUT THE ELECTORAL CYCLE IS STRENGTHENED

Output Two achieved all three of its established performance indicators.

Women in Malawi face a number of key challenges in their development. These include access to socio-economic indicators, such as their levels of literacy, secondary and tertiary education enrolment and completion, wage equality and political participation. Malawi on the Gender Inequality Index ranks quite low, 142 out of 162 countries with a value of 0.565. Gender Based Violence remains a very serious development challenge in the country, and while an "adequate legal framework exists, the public and non-governmental sector responses to gender-based violence (GBV) are under-resourced, uncoordinated, and inadequate."[29] According to Human Rights Watch, 42 per cent of women are married by age 18 and 9 per cent by age 15.[30] These issues and the relatively low access to economic empowerment of women in the country as well as access to key networks invariably impacts on women´s general ability and motivation to actively participate in political life.

When examining gender and to what extent outputs have contributed to a change in mindsets, the Gender at Work Framework can be utilized in order to examine what are the key drivers of change. The framework looks at the interlinkages between individual/systemic changes and informal/formal changes. The framework is said to "highlight the interrelationship between equality, organizational change and institutions or "rules of the game" held in place by power dynamics within communities.[31] It helps to "identify and connect internal process to understand and strategize for change across organizational dynamics and broader systems."[32]
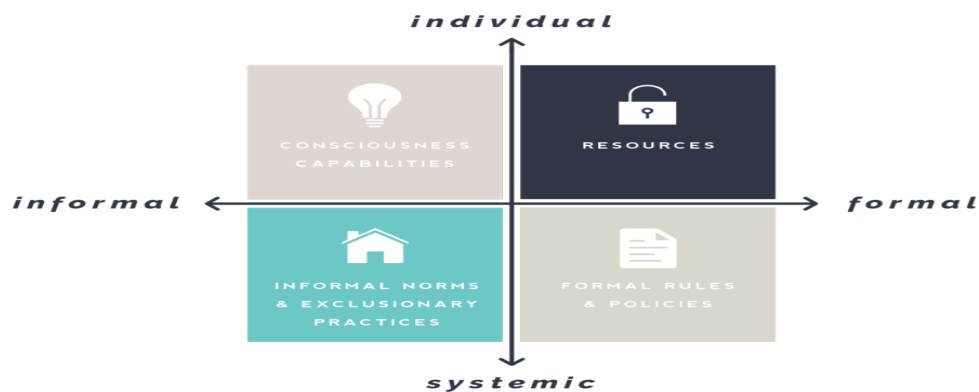
Figure 8: Gender At Work Framework.

Further, in order to address some of the challenges and bottlenecks women face, it is essential to understand the context of the country. Legal norms, with regards to the extent to which women are guaranteed equal rights is paramount. As already outlined above, the type of electoral system plays a significant role in affording women the opportunity to be elected. Proportional Representation systems with large district magnitudes maximizes opportunities for women. Unfortunately, in Malawi, the First Past the Post System has shown that it does not promote women´s election to office. While there is

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[29] https://www.usaid.gov/gender-equality-and-womens-empowerment - accessed 14th May 2021

[30] In 2017, the Malawi Parliament took a landmark decision towards advancing banning child marriage in the country. The parliament unanimously adopted a constitutional amendment that raises the minimum age of marriage from 15 to 18 years, for both girls and boys.

[31] Gender at Work, https://genderatwork.org/analytical-framework/.

[32] Aruna Rao and others, *Gender at Work: Theory and Practice for 21st Century Organizations* (Oxon and New York, Routledge, 2016).

some resistance to legal quotas, there is no doubt that it has expanded women's representation in the countries where they are available. Furthermore, it is just as important to look at parliamentary rule and internal procedures in order to ascertain what type of gender policies exist to ensure women's active and effective participation once they are elected. Capacity development is also vital in order to ensure that both potential candidates and elected women have the skills and resources to ensure their understanding of the processes and to build their skills in analysis of laws and budgets as well as public speaking. Finally, as reiterated above, the political parties are the gatekeepers to women's participation and many party rules and recruitment procedures do not favor female candidates and are rarely gender sensitive.
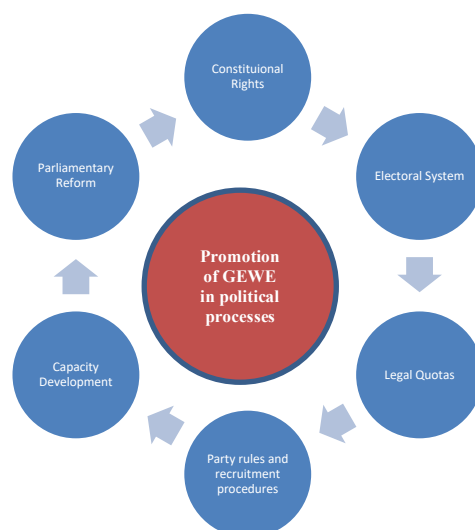
Figure 9: Gender Equality in Elected Office: A Six Step Action Plan

The project endeavored to ensure that gender was mainstreamed across each of the four outputs with Output Two being specifically focused on women´s political empowerment throughout the electoral cycle being strengthened. Output Two, aimed at producing an enabling environment in a bid to politically empower women and ensure that women can run for political office and participate in the electoral process. The ProDoc outlined that the interventions planned under this output would take place across the entire electoral cycle, emphasizing that an effective investment in women's political participation requires a longer time horizon, and a broad engagement of stakeholders. The 2015 CEDAW report, highlighted a number of these challenges and recommended that they needed to be addressed. The output focused on increasing civic understanding of gender equality and women´s leadership and ensuring women leaders having sufficient capacity and training, including training to facilitate their resource mobilization efforts and mount effective electoral campaigns. An additional area of intervention was to mitigate incidents of violence against women in politics and elections. The Output therefore had three key activities: Nonetheless it is worth noting that subsequent to the extension of the project after the call for the FPE, no more activities were carried out under Output Two. The overall result of the output is considered to be **moderately satisfactory.**

With few exceptions, political power is open to a narrow socioeconomic group of women in Malawi, bounded both by class (education, career) and social expectations (marital status, religious belief). Even so, in a patronage-based political and electoral system with no controls on party finance, women are at a distinct disadvantage, with fewer economic resources and less access to male-dominated clientelist networks. Women and Power – Representation and influence in Malawi´s parliament – ODI Report 2016

Year	Women	Total	% of Women	Women	MPS Total	% of women
1994	46	587	7,84	10	177	5,65
1999	62	668	9,28	16	193	8,29
2004	154	1,098	14,03	27	193	13,99
2009	237	1,175	20,17	43	193	22,27
2014	261	1,285	20,31	32	193	16,58
2019	309	1,327	23,28	43	193	22,27

Figure 10: Number and proportion of female MPS in parliament, 1994-2019

Malawi has witnessed a steady increase in women in parliament since the multiparty system was introduced. While 2014 saw almost a 25% decrease in the number of women represented in parliament, 2019 witnessed a return to the 2009 figures of almost 23 per cent of the parliament being made up of women. While this is positive, it is worth noting that 23% is still 7 points away from achieving the 30% critical mass embodied both by South African Development Community (SADC) and the Beijing Conference.

Women in politics as part of the basket fund component was very disappointing, it has not really changed what the picture looks like for women in politics, greater efforts could be done, we will not compromise in the future." –
Development Partner

OUTPUT TWO

■ Achieved   ■ Partially Achieved   ■ Not achieved

0%

100%
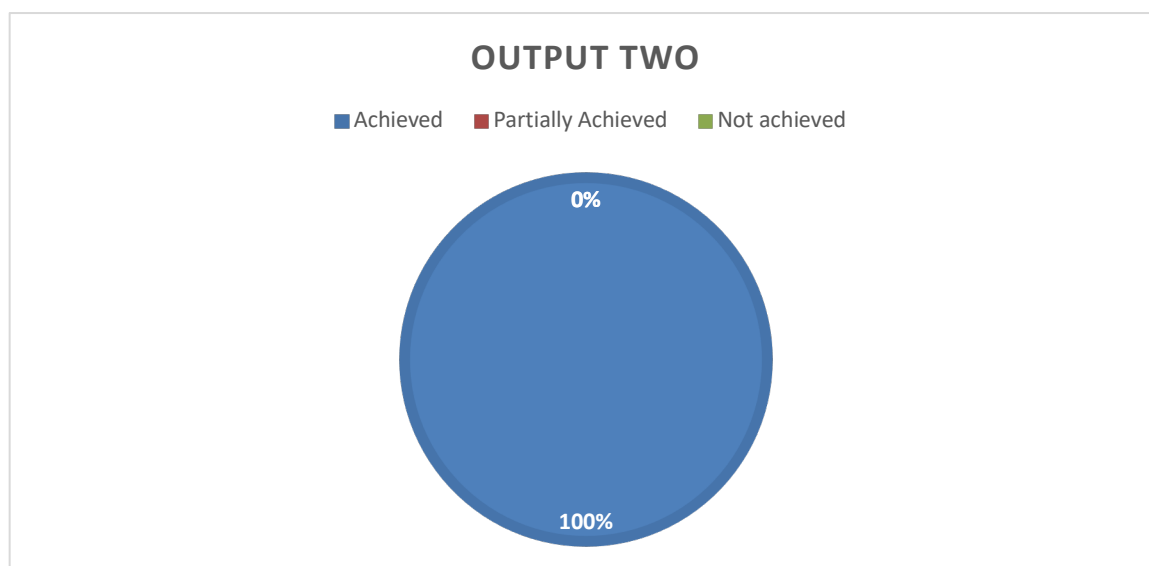
When examining the results of this particular output, together with other key players such as the 50:50 campaign, the Danish Church Aid (DCA) etc., there was a cumulative effort which was deemed by the interlocutors as contributing to the increased participation of women. There was a greater understanding of gender equality amongst a number of interlocutors who had participated in activities conducted under the project. Notwithstanding, it is important to acknowledge that support was provided to women under a number of different projects, and there was perhaps sometimes a bit of disconnect between the projects in order to promote a more conducive environment for women and to break down further the many barriers women face in actively participating in politics in Malawi. The established mechanism to

measure Violence Against Women in Elections (VAWE) during the electoral process was heralded as best practice, and potentially acted as a deterrent for violence against women. Nonetheless, some interlocutors noted that there was little evidence that perpetrators were actually held accountable. To this end, the majority of interlocutors consulted expressed disappointment at the overall results, and confirmed that concerted efforts had been made. Nonetheless, a more strategic approach involving multiple stakeholders to breaking down the barriers to women´s full participation was needed and the project design and subsequent activities had not been able to sufficiently chip away at the patriarchal fabric of society to enable a paradigm shift in attitudes towards women and promoting women themselves to actively participate more fully in political life.

When noting the gains produced under the three activities, only one activity was deemed to be fully achieved while the two others were only deemed to be moderately satisfactory.

> *"The gap between the participation of women and men in Malawi's political life can be attributed to traditional, patriarchal, cultural and socio-economic barriers, among other things"* **EUEOM Final Report 201**

6.3.9. 2.1. Increased community and civic understanding of gender equality and women´s right to political participation

Key indicator: Number of temporary special measures for women are put in place
Target Achieved: Yes
Overall Rating of Activity: *Partially achieved*

The project sought to promote a change in gender norms so that women are recognised as capable and legitimate political leaders. The aim was to improve grassroots community awareness on women´s political empowerment in partnership with National Initiative for Civic Education (NICE) and political parties, including convening community dialogues with local leaders and enhancing the collaboration and support to CSOs conducting civic education initiatives on gender equality. The indicator under Output One was the introduction of at least one temporary measure. While MEC did reduce the nomination fees to 50 per cent for female candidates, the chosen measure does not necessarily align with the overall result of this particularly activity, and therefore it is more difficult to assign a rating to this activity in line with the prescribed indicator. The introduction of such a measure was positive and enabled a greater number of women to submit their nomination, however there was less evidence of increased community and civic understanding of gender equality.

Low commitment from political parties to promote gender equality and women´s rights to political participation.
Considerable efforts were made to engage a variety of stakeholders including different groups such as local leaders, political leaders, grass roots organizations, religious leaders and the media. The evaluation was unable to consult with all of these groups, and lacked relevant indictors to gauge the progress in this area. Notwithstanding, while the majority of interlocutors acknowledged the increase in the number of women elected in the 2019 process, women still continue to face the challenges highlighted above and barriers still exist to ensure a level playing field with their male counterparts.

> *"Participation of. Women and youth, can only participate in elections if there is a level playing ground in political parties, participation of groups in questions in the political parties which are male dominated. Space for youth and women are minimal and affects participation overall."* **Key Interlocutor**

One of the key challenges that face women is the overall support they receive from political parties. While concerted efforts were made, there was only a limited commitment from political parties to ensure an increase in the nomination of female candidates. Political parties still lacked effective mechanisms to ensure that more women are nominated. Furthermore, "politics is money" as one interlocutor stated, - campaign costs are extremely high, and many women were unable to find access to this level of funds. Some women were furnished with materials for campaign, however some of the women consulted stated that materials only arrived two weeks prior to the elections and therefore the impact was far less.

In general, it should be noted that political parties generally lack the capacity to support candidates, regardless of gender. In a study conducted by Westminster Foundation for Democracy (WFD) (The Cost of Politics)[33] it was stated that some of the larger political parties did support male campaigns, and they were more reluctant to fund women´s campaigns and many women found that they had to fund their own campaign. The Study posited that, on average a parliamentary candidate spent a total of 14.8 million MKW (USD20,200 seeking election (in primaries and general elections). The winning candidates spent on average 27 million MKW (USD36,700). This amount equals to 140% of an MPs annual salary. The Study went on to say that on average women tended to spend 14% less than their male peers. The candidates of DPP spent 48% more than candidates running for UTM and 61% more than candidates running for MCP.[34]

> *''It will be better if stakeholders assisted women MPs with the visibility on the ground right now and need not wait for the elections to come. This would promote retention of those women who are already MPs.*

The EU EOM report stated that the election campaign was marked by a degree of tension and misuse of state resources and handouts. The Political Parties Act (PPA) 2018 introduced elements of party and campaign finance rules as well as a prohibition on handouts, nonetheless it was stated that its reference to handouts was quite narrow and lacked a clear regulatory framework for enforcement which enabled a widespread abuse of handouts during the campaign by all major parties. Men who typically had more access to resources, utilized handouts as a tactic to buy votes. In the WFD 2019 study, it stated that 96% of candidates stated that at least one candidate in their constituency used handouts to voters and chiefs in their campaigns, although it did not reference whether these were male or female. The PPA which did refer to gender equality only stipulated that during candidate nomination political parties should comply with the principle of gender equality in appointments *"in so far as it is practicable"* and to "endeavor to achieve fair gender representation. In addition, as aforementioned, the electoral system still poses a challenge to female candidates promoting little space for women in politics. As aforementioned, electoral reform did not progress under the Project, and the inclusion to support electoral reform was abandoned almost at the beginning of the implementation as the Parliament failed to support the reforms.

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[33] Michael Wahman– The cost of politics in Malawi - WFD/Michigan State University – November 2019.
[34] https://www.wfd.org/wp-content/uploads/2019/11/WFD_CoP-Malawi_2019_final.pdf - accessed 9th May 2021.

6.3.10. Activity 2.2. Women´s capacity to conduct competitive, well-resourced and innovative campaigns is enhanced.

Key indicator: Pilot for aspiring female candidates conducted and assessed
Target Achieved: Yes
Overall Rating of Activity: *Partially achieved*

This particular activity supported by UN Women hoped to contribute expertise and experience to support increased women's political participation by building the capacity of women to participate in the election cycle, encouraging incumbent female leasers to remain in politics and nurturing aspirant women, helping to promote a common "women´s agenda" that benefits a broader constituency in Malawi. The focus would be to build capacity to enhance women's confidence and enhance the campaign and techniques as well as the training of aspiring women candidates.

In this instance, activities have focused more on increasing the supply of women candidates than on increasing demand for them through changing attitudes towards women's leadership or advocating mandatory or voluntary quotas. Some of the activities were sporadic; they typically begun less than a year before the election and finished a few months following it, with no ongoing programme to work with women candidates and those elected women.

Given that women´s access to financial resources is a key challenge to campaigning and nomination, the former 25% reduction in fees for the parliament and local councils which was available in 2014, was further reduced to 50% in the 2019 elections. The project further provided technical and funding support for the organization of over 20 community dialogues and engagement sessions and grassroots mobilization meetings at district and community and constituency levels. While it is difficult to attribute an increase entirely to the project, females consulted during the evaluation stated that as a result of their participation in the activities, they were more motivated to run for office. A total of 309 women (compared to 217 in 2014) ran for legislative office and a total of 645 women put themselves forward (as compared to 417 in 2014) for local council elections. Nonetheless, in 2019 there were no female presidential candidates as opposed to 2 in 2014. In terms of winning seats, the number of male candidates far outweighed the number of female candidates, with only 23% of the overall number of candidates for legislative office being female and 31% for local councils. As can be seen, females were far more successful in winning legislative office, despite more women putting themselves forward in percentage terms for local elections. It is worth noting that out of the 309 female candidates, 117 contested as independents, which accounted for 38 per cent of candidates. Out of the 193 constituencies, 44 had no female contestant running. It would be therefore important to ascertain why these constituencies had no females, and highlight lessons learned and best practices to further promote women's participation in the future.

Year	No of Male Candidates	No of Female Candidates	% of Candidates Elected from the nominees	
PRESIDENTAL CANDIDATES				
2014	10	2		
2019	7	0		
	No of Candidates	**No of Candidates Elected**	**% of Candidates Elected from the nominees**	**Overall percentage**
Elections for Legislative office				
FEMALES				
2014	217	32	14,74%	16%
2019	309	45	14,56%	23%

MALES				
2014	1076	161	14,96%	84%
2019	1018	148	14,53%	67%
Local Councils				
FEMALES				
2014	417	56	13,42	12%
2019	645	66	10,23%	14%
MALES				
2014	2045	406	19,85%	88%
2019	1419	127	8,94%	86%

Figure 11: Number of Male and Female Candidates for 2014 and 2019 electoral processes

A total of 45 women won in the legislative elections, 14 of whom are independent, (31%). While women standing under a political party ticket fared slightly better i.e. 16 percent of women who stood under a political party ticket won as against 12 per cent of women who stood as independents. The constituency as well as the political party played a significant role on whether women would win or not. Upon examination of the results, while Malawi Congress Party (MCP) and Democratic Progressive Party (DPP) clearly have the highest number of female candidates for the Parliament, the smaller parties had more females in terms of percentages. For example, United Democratic Front (UDF), had 1 in 3 of the candidates being a woman and under United Transformation Movement (UTM), approximately 1 in 5 of the candidates was a woman. DPP was made up of 15 per cent of females and MCP 19 per cent respectively.
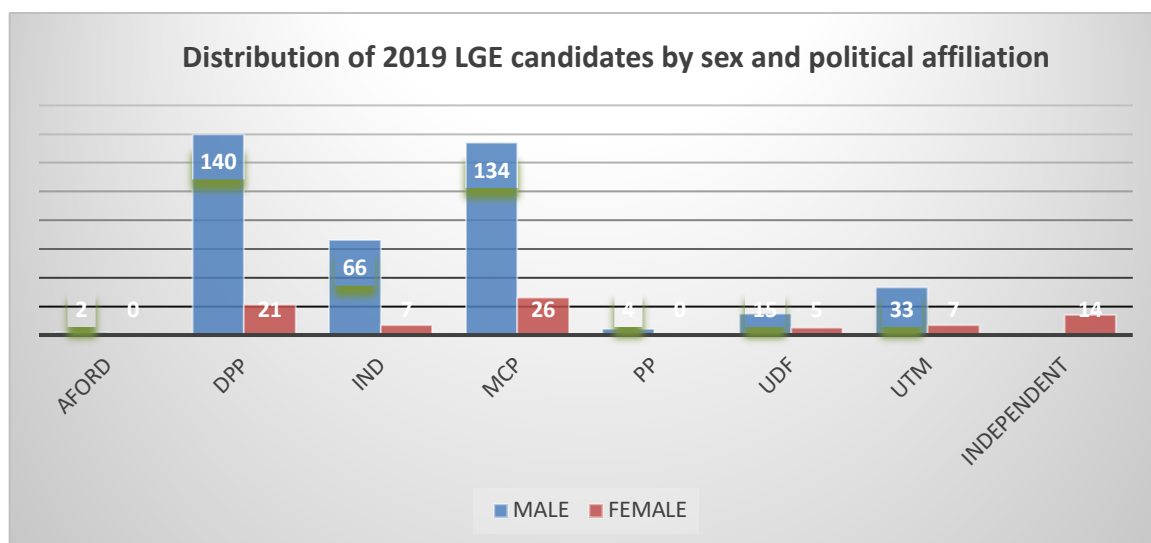
Figure 12: Distribution of 2019 LGE candidates by sex and political affiliation

In terms of winning, approximately 25% of the DPP and MCP and independent candidates were female and for UDF 42% of the winning candidates are female and UTM one out of three. Furthermore, the parliament selected for the first time a female speaker

"Politics requires more financial resources and most women do not have enough money, but also that the education system favours men unlike women" Jessie Kabiwila – Malawi Parliamentary Women Caucus. [35]

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[35] https://www.iknowpolitics.org/en/news/world-news/more-female-mps-wanted-malawis-parliament.
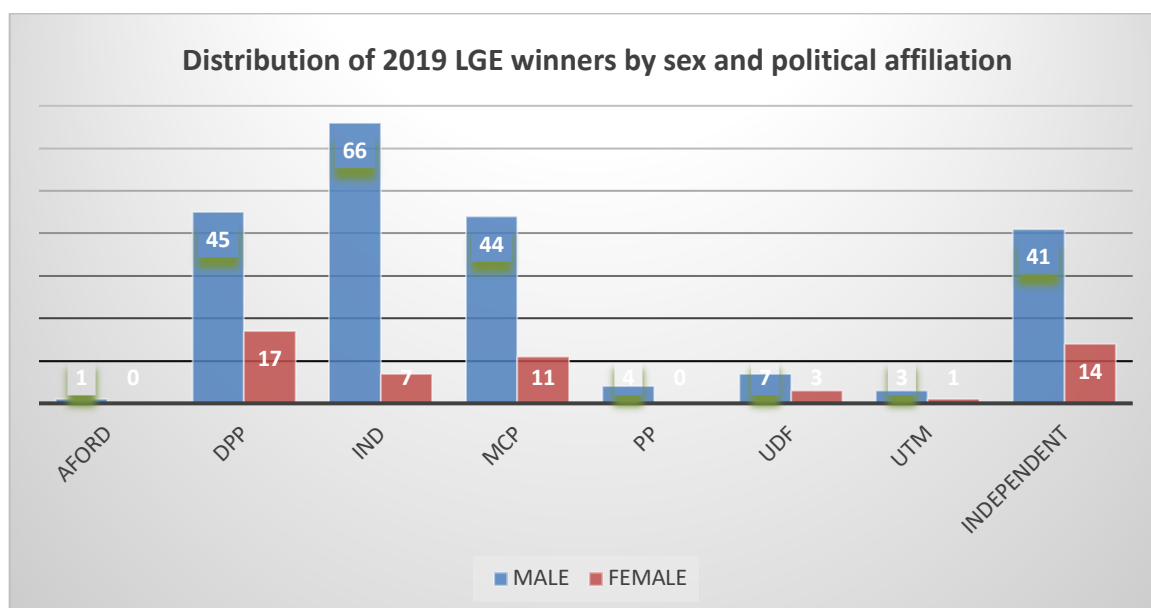
Figure 13: Distribution of 2019 LGE winners by sex and political affiliation

While there are noticeable improvements over the 2014 elections, Malawi still lags behind the majority of its regional neighbors and is still quite far off from the SADC quota of 30%[36] and still behind its commitments for the 50:50 campaign which was launched in 2009.
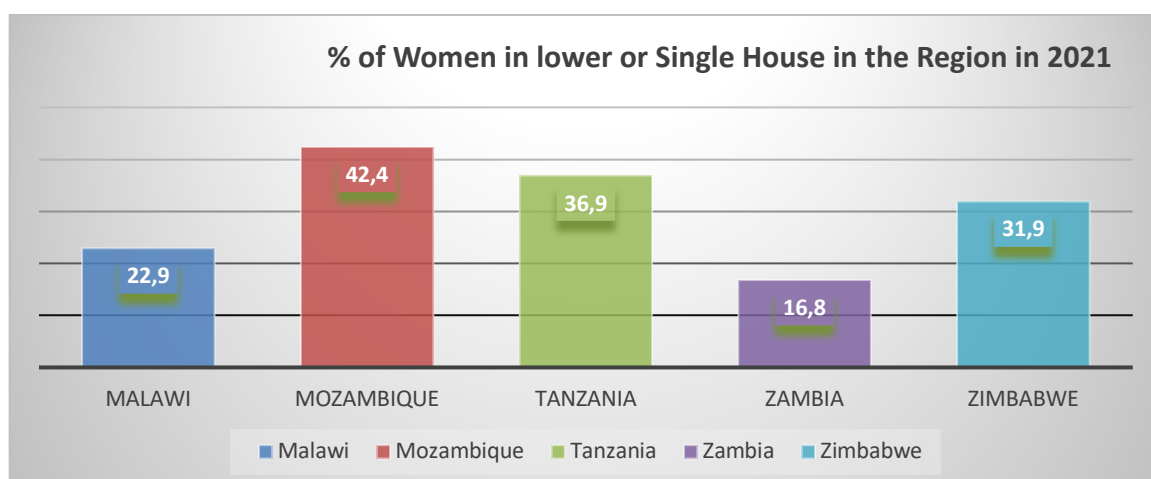
Figure 14: Percentage of women in lower or single house in the region 2021

Hence, while the project undoubtedly reached more persons, and impacted on women's motivation to put forward their candidature, many women still faced enormous challenges. The EU EOM report highlighted that female contestants were more prone to being successful in primaries where they did not have a good prospect to win.

An additional factor impeding women's political participation are
undemocratic procedures during primaries. The 50:50 campaign's findings
on the primaries concluded that there were "systematic efforts towards

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[36] SADC Declaration on Gender and Development 1997, article H (i) SADC member states (are committed to) "ensuring the equal representation of women and men (…) and the achievement of at least 30 per cent target of women in political and decision-making structures by year 2005.

barring women from actively participating in leadership positions." EU observers reported on the lack of financial resources as an obstacle to women's participation·

Furthermore, given the poor chances that women would have to win, it was sometimes said that women contesting the same seat were sometimes at a disadvantage as only one woman would realistically be able to win the seat. Furthermore, there were also a number of reports whereby there was interference from the party leadership to impose on preferred candidates, namely men. Furthermore, out of a total of 28 districts, apparently there were only five whereby women contested in all parliamentary constituencies. [37] This has resulted in the EU recommending that political parties should comply with the principle of gender equality and achieve fair gender representation in the nomination of women in party positions and as candidates in order to help increase the level of women´s participation in political life in Malawi.

*Despite an increase in the number of women elected to parliament their participation in political life remains relatively low and women faced obstacles during party primaries and the campaign – **EUEOM Final Report.***

6.3.11. Activity 2.3: Establish measures to monitor and mitigate incidents of political harassment and violence against women in politics and electoral processes.

Key indicator: Dialogue on electoral violence specific to women is conducted
Target Achieved: Yes
Overall Rating of Activity: *Achieved*

A key consideration for women in entering politics is their vulnerability to harassment, hate speech and violence and intimidation and the relative impunity that accompanies this type of harassment. Potential female candidates in Malawi face political violence and this was particularly salient whereby cultural and social stereotypes of women impose barriers for vertical movement into leadership roles. Women are often confronted by some type of violence at each stage of their political career, including when they enter politics. Given the widespread use of social media, women are particularly prone to being harassed and insulted online. Till date, the perpetrators of such violence have often acted with impunity and it is only now that this type of violence is being recognized as another form of gender-based violence. To this end, the project foresaw the convening of a national dialogue with relevant partners in order to discuss specific forms of violence and harassment against women in politics. The project also anticipated mechanisms to monitor such violence and established a code of conduct for political parties that committed to promoting women political leaders, and renounces sexist stereotyping of women. Nevertheless, it is difficult to ascertain what type of impact this had.

In order to monitor the levels of gender-based violence, under UN Women and PACENET´s partnership, the gender Election Evaluation Room (GEER) hosted by MESN was established. It monitored Violence Against Women in Elections (VAWE) during voter registration, primary elections, during polling and

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[37] In Nsanje, Neno, Mwanza, Ntchisi and Likoma..

few weeks subsequent to polling. The majority of the incidences were recorded during the primary elections and campaign period.
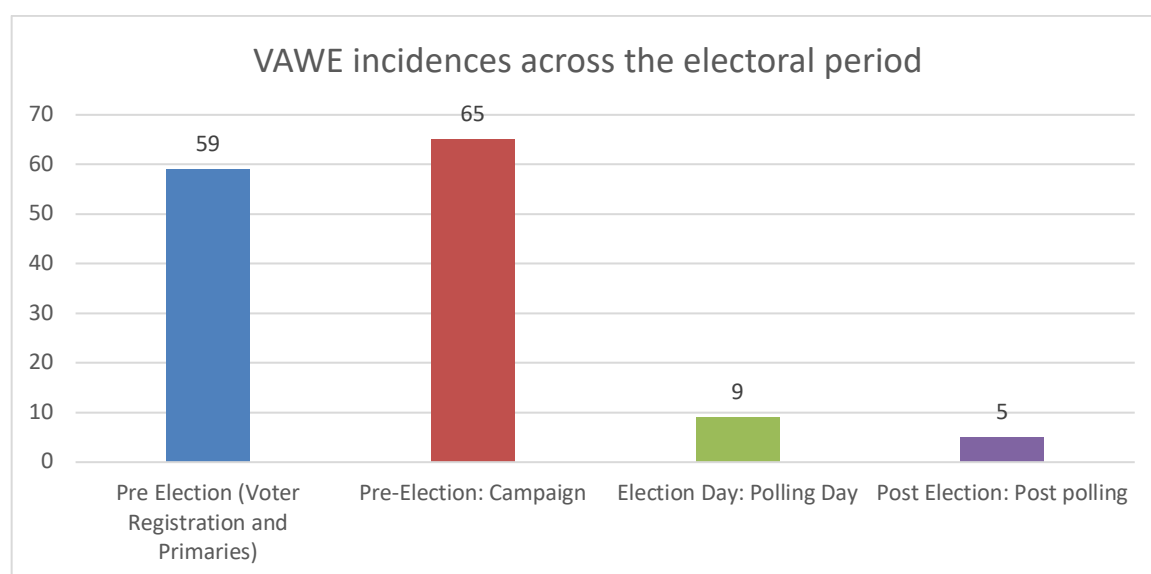
Figure 15: VAWE incidences across the electoral period

The majority of the incidences were psychological, although it is not clear if they were face-to-face or by internet, followed by physical and least were sexual. While the documentation review revealed that many of these cases were resolved, many interlocutors alluded to the fact that many of the perpetrators of these offences were not punished. Notwithstanding, some interlocutors alluded to the usefulness of the situation room, whereby its mere establishment was perceived to serve as a deterrent to violence in the lead up and during election day. While some serious incidents were reported, the majority of the cases were not.

Figure 16: VAWE incidences by Type

To this end, the evaluation finds that this particular activity result was achieved.

1.3 OUTPUT THREE: EXTENT TO WHICH ACTION HAS SUPPORTED THE CMD IN ITS EFFORTS TO IMPOVE THE ABILITY OF POLITICAL PARTIES TO CONTRIBUTE TO ORDERLY ELECTIONS

Output Three achieved two out of three of its established performance indicators.

Output Three sought to support the Centre for Multi-Party Democracy (CMD) to improve the ability of political parties to contribute to orderly elections. This included the development of institutional capacity and support of its efforts to a) promote intra-party and inter-party dialogue (as part of the broad conflict prevention and conflict mitigation efforts) and b) improve democratic governance standards within political parties, especially in view of the recently enacted Political Parties Act. Three results were set for this output.

Membership of CMD is made up exclusively of political parties that are represented in the Malawi National Assembly.[38] Its main governance structures, the Board and Council of Trustees consist of senior party officials, including Secretaries General. Such high level of buy-in from the political establishment accords CMD a unique platform and leverage in carrying out its mandate, and thereby influence on the direction of multi-party politics in Malawi.
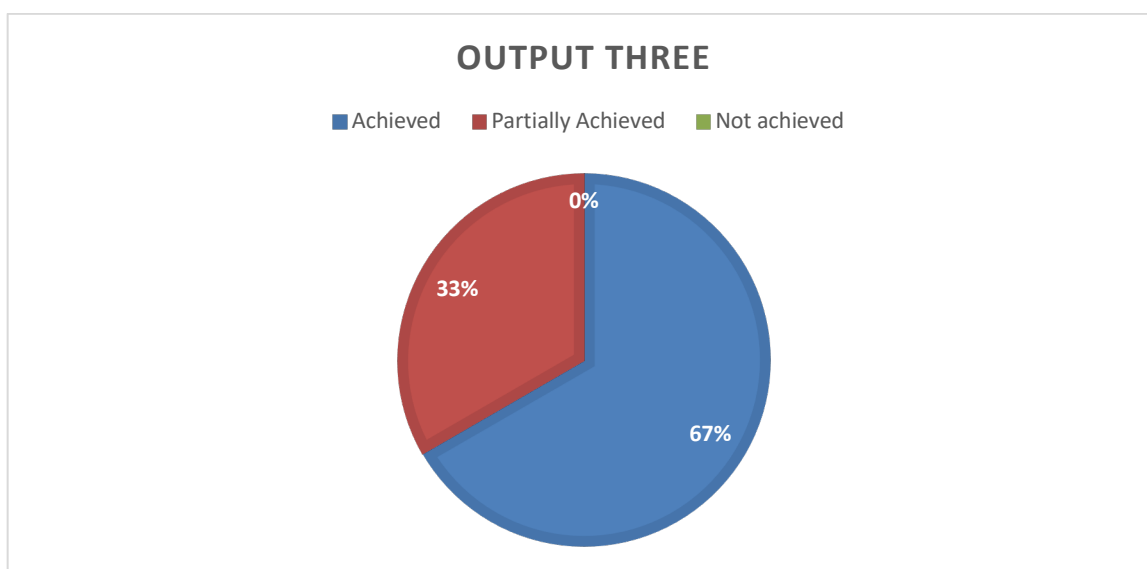
Figure 17: Results of Output Three

Since its establishment, CMD has played a central role in facilitating dialogue around political conflict and in providing the space for political actors to undertake dialogue on issues of national development. There was an overwhelming concurrence that CMD was and remains well placed to promote political dialogue. As a convener and facilitator of interparty dialogue (at national level through its Board and at lower levels through political party forums), the objective was to build trust among

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[38] Extract taken from the CMD Capacity Assessment Draft Final Report page Three.

political parties to discuss matters of national interest regardless of political differences. Support to CMD was pivotal given the restrictions that UNDP faces in affording support to individual political parties and the importance of promoting mechanisms which enable conflict prevention and mitigation in the political process. UNDP is increasingly turning to national organizations in order to build their capacity in order to align with the AID effectiveness's principles to ensure national ownership. The evaluation finds that two of the established targets were fully achieved, however the third one (3.1.) was only partially achieved. Notwithstanding, despite two of the targets being met, when examining the overall result, the evaluation finds that under results 3.2. the established indicator was perhaps not the most relevant to denote the result and furthermore, a more robust strategy would be needed in order to promote the evolution of issue-based platforms. Such an undertaking requires individual political will amongst the individual political parties, and would require a massive shift in attitudes and opportunities to achieve such a goal. Examining 3.3, there was only one established indicator for both youth and women, and while there was some progress made with regards to women and a substantial number of political parties became more inclusive of women, this cannot be said of youth (see below). CMD did lay the groundwork and did in fact achieve two of the required targets, however a paradigm shift in attitudes and momentum to build on a consensus between political parties is outside the remit of this type of project and is almost entirely dependent on the environment and the political *buy in* of individual political parties.

The weak governance structure of CMD is still an issue, although support has been afforded in the area of financial management. The future of the institution will still require targeted support in order to improve processes as well as to ensure sustainability. Despite the weakness at the activity result level, the evaluation found the support provided did contribute to the overall result of the Output and thus promoted the ability of political parties to contribute to orderly elections, especially with regards to the development of the political parties act and in ensuring constructive dialogue between the political parties as well as key actors in the process such as MEC, the police and civils society. To this end, and given this context, the evaluation rates the overall result of the output to be **moderately satisfactory**.

6.3.12. Activity 3.1:. The capacity of the CMD as the primary forum for inter- and intra-party dialogue is strengthened and its long-term sustainability is fostered.

> **Key indicator**: CMD develops a sustainability strategy that is monitored by TC
> **Target Achieved: Not achieved**
> **Overall Rating of Activity:** *Partially achieved*

The key objective of this particular activity was to develop CMDs technical, administrative and operational capacity through the implementation of its strategic plan. In the first year, the project supported CMD to operationalize its strategic plan and its gender strategy. All staffing positions were also filled. Nonetheless, there is an overwhelming consensus that the weak governance structure of CMD "overshadows the work that it does." Many pointed to the fact that managerial and financial oversight were mainly weak. An audit from 2016 identified a number of shortcomings in the area of management and administration and as a direct result, the project assigned technical assistance to oversee the financial management of the organization. By 2019 over 80 per cent of the CMD´s strategy plan had been implemented, an interim measure consisting of a spot check revealed that significant progress had been made in putting in place institutional procedures and systems to ensure financial transactions, procurements and human resources meet UNDP standards. Nevertheless, financial management issues still remained. This forced UNDP to change the payment modality to direct implementation where UNDP funded/paid for activities directly. A full time UNDP finance officer was also deployed to CMD to strengthen institutional financial management. While some inroads were made, the sustainability strategy is yet to be developed and thus monitored. As will be outlined under Activity 3.2. and Activity 3.3 both activity targets were achieved, although it is acknowledged that a more integrated approach

with the involvement of other institutions, including civil society is needed to ensure that CMD is able to fully realize its potential and to continue the important and unique work is does with political parties.

6.3.1.3. Activity 3.2: Strengthen existing political party development initiatives to promote the evolution of issue-based platforms

Key indicator: Number of Political parties that use credible primary processes for candidate select
Target Acehived : Surpassed
Overall Rating of Activity: *partially achieved*

The objective of this particular activity was to strengthen the institutional capacity of CMD in working with political parties to enhance policy analysis and policy formulation processes to institutionalize issue-based campaigns. The project supported parties in policy and analysis and formulation through the organization of policy analysis and policy formulation. The four major political parties who had fielded presidential candidates developed manifesto/policy documents and campaigns were based on some of the polices and issues therein. Support was afforded to independent candidates as well as the printing and publishing of these policies. The project also supported a number of key meetings with a variety of relevant stakeholders including the provision of support to coordination meetings between MEC and CMD, informative meetings on both the voters register and the results management system, district and constituency electoral violence prevention dialogues and training of political party agents. A total of 1,362 monitors were trained, of which 1,087 were male and 272 were female. Such meetings were pivotal throughout the entire electoral process, to prevent and mitigate conflict amongst political parties and ensured that political parties received the same information dispelling any rumors of mal practice in certain areas of the process. Nonetheless, while support was pivotal in this area, many of the interlocutors alluded to the fact there was little evidence that political parties were" ideology-centered" and it was practically impossible to isolate one political party from another on account of what they stood for. Moreover, while acknowledging support for the development of manifestos, all political parties consulted reported that CMD had not trained them on how to develop political ideologies. This gap was a limitation in the political parties to develop issue-based manifestos which were significantly unique from other political parties.

> *"MEC did not fully use its authority to enforce compliance and impose sanctions and violations of the Code remained largely unaddressed. MEC was criticized by observer groups and opposition parties, for what they claimed was an inadequate response to violations of the campaign regulations."*

Notwithstanding, the project provided support towards the development of the Political Parties Act. The act prohibited a wide range of actions, including the use of inflammatory or discriminatory language the abuse of public resources by an incumbent for campaign purposes, destruction of campaign material and the blocking of campaign venues. It also prohibited the use of handouts. There was overwhelming consensus that this was a key achievement and without the support to CMD, the development of such an Act would have not been possible. Further achievements included building consensus on certain issues such as the use of the national ID. Coordination meetings also contributed to peaceful relations between MEC and key political parties and promoted more issued based NECOF meetings as well. While all interlocutors lauded this achievement, a number of persons consulted stated that very few mechanisms existed to enforce compliance. In addition, by 2019, five out of six political parties were able to develop and conform with credible primary processes for candidate selections. As a result, while some key achievements to the entire process were heralded under this participatory activity, the ensuing result did not lead to political party development initiative to promote the evolution of issues-based platforms, to this end this activity is considered only **partially achieved.**

6.3.13. Activity 3.3. Promote political party policies and procedures to improve inclusion of women

> **Key indicator**: Number of political parties that use credible primary processes for candidate selection
> **Target Achieved: 25% women now in leadership positions**
> **Overall Rating of Activity:** Partially achieved

The aim of this particular activity was to work with political parties to promote gender responsive reforms to constitutions and party statutes, including provisions to promote gender balance in party committees and candidate nomination processes. The activity would focus on i) assistance to encourage political party leaders to strengthen women´s leadership within party structures and ii) target advocacy of political party leaders to support women's political participation. Increase awareness of pollical leaders to support gender equality and women's leadership and to achieve a minimum of 25% female and youth representation in the National executive committees of parties.

The project helped support the adoption of the Gender Action Plan (GAG), whereby sessions recommended that there is the need for a standalone forum within CMD for women to discuss issues of interest to women within political parties. They therefore requested that since the GAG is a core component of CMD's Gender Strategy, CMD needs to activate it. This was submitted to the Board and was accepted; the session also recommended that political parties need to resource women wings with office spaces, some autonomy and funding for them to be able to make meaningful contributions to political party developments and policies.

While women, particularly incumbents and candidates stated that there were still many barriers to improve inclusion of women in politics, the project did contribute to an increased number of women who acquired leadership positions in political parties. For instance, before 2017, only DPP and AFORD had a female Secretary-General and Deputy Secretary-General respectively. These two maintained their positions and MCP also elected a woman as Deputy Secretary-General, UTM also elected a female Secretary-General. This not only increased the number of women in leadership positions but also increased women representation at CMD Board level. Furthermore, more candidates submitted their nomination, than any other year, nonetheless in comparison to men, women still only account for 23 per cent of the overall number of candidates.

6.3.14. Activity 3.4. Promote political party policies and procedures to improve inclusion of youth

> **Key indicator**: Number of political parties that use credible primary processes for candidate selection
> **Target Achieved: 25%**
> **Overall Rating of Activity: Partially** achieved

The results framework did not identify a specific indicator for youth, however in the annual reports the two groups were separated. The evaluation finds that this particular activity was only partially achieved, while concerted efforts were made in 2018, whereby the project supported CMD with the technical and funding support for implemented youth-specific initiatives aimed at building the capacity of young people within political parties to contribute to peaceful electoral process, political parties alluded to the fact that little progress had been made. The project also organized working sessions for youth wings of political parties to discuss and dialogue on common issues affecting youth development and representation within political parties. The working session created a platform for youth and young people to develop a common agenda to promote and encourage young people to take up active roles in influencing party policies and programs. 36 representatives from 7 Political Parties (MCP, DPP, PP, UDF, UIP, PPM and NASAF) participated in the session. Nonetheless, in 2019 no other activities were organized and therefore it would seem that

youth was not necessarily mainstreamed across the entirety of the project but rather consisted of a few isolated events in 2018. It is unclear as to how many young person's actually put their names forward for nomination and how many won.

1.4 OUTPUT FOUR: SUPPORT TO THE MALAWI POLICE SERVICE (MPS) FOR HEIGHTENED SECURITY AROUND ELECTIONS THAT CONTRIBUTE TO LESS ELECTORAL VIOLENCE

Output Four achieved all three of its established performance indicators.

This particular output was introduced in 2019 subsequent to the request by a number of development partners to include it. The Malawi Police Service (MPS) which is an independent organ of the executive branch of government has a mandate of providing for security, protection of public safety and the rights of persons according to the prescriptions of the Constitution of the Republic of Malawi Sec. 153 (1). In carrying out its mandate during the elections, the MPS provided the following services: prevention, investigation and detection of crime; apprehension and prosecution of offenders; preservation of law and order; protection of life, property, fundamental freedoms and rights of individuals including the most vulnerable groups of society which include women, children, the elderly and people with disabilities; and the due enforcement of all laws with which the police are directly charged (Sec 4 of the Police Act) with full respect for Human Rights.

MPS had capacity gaps that required to be enhanced before elections and therefore the project focused on ensuring that the MPS was better able to manage security around elections in a manner which does not further add tension around the process. Overall, interlocutors heralded the output as a success and the development of skills of police officers in managing public events and disorders; to strengthen communication system of the MPs, to improve police responsiveness to conflicts including electoral gender-based violence; and to enhance capacity of community policing structures in line with electoral management were all assessed as being achieved.

OUTPUT FOUR

■ Achieved   ■ Partially Achieved   ■ Not achieved

0%

100%
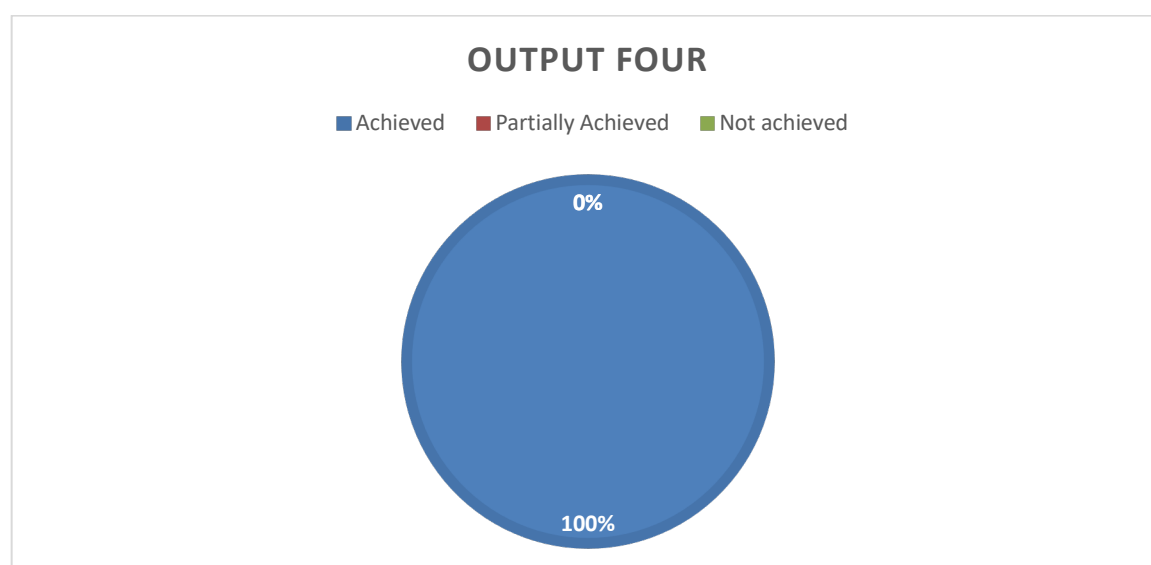
Figure 18: Overall results of Output Four

The evaluation finds that **all targets were achieved** under this output, however it should be noted that the project document only provided targets to the outputs and did not really establish what the result should be according to each of the outputs. To this end, while all targets were achieved, and given the

complexities and challenges enumerated below, the evaluation finds the overall result of the output to be ranked as **moderately satisfactory**.

While the project is deemed to have contributed to a more peaceful election, the police services still experience a poor reputation and distrust by the general public. The evaluation recorded some salient challenges facing project implementation.

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Rule of Law – Police Services[39]	45.6	41.1	35.9	37.6	37.9	37.9	23	35.8	36.4	33.2

First, the conduct of the police was widely viewed as unprofessional. This resulted in the loss of public trust in the police. Nearly all respondents reported loss of trust in the police and that MPS too, agreed with this finding. On their part, MPS added that they were working towards restoring the lost public trust. Nevertheless, MPS, posited that the involvement of the MDF in policing demonstration and elections accounted for the major loss of confidence and trust of the public in the police.

> *"Further, the police were accused of partisan behavior and it was apparent that they intervened in incidents against the opposition but by-and-large not against the ruling party. As such, there was a widespread sense of impunity during the campaign." **EUEOM Final Report***

It was also established that MPS suffered political interference into its workings and independence. This affected the capacity of the police to protect the rights of all citizens without discrimination. Much as the majority of police officers were professional and were committed to working professionally, these were grossly intimidated by politicians. At times, they would be penalized for acting professionally. Major instances of punishment included transfers to remote areas. This notwithstanding, MPS acknowledged that there were ''bad apples'' in its field which required reformation.

The police also needed adequate stakeholder cooperation and support to combat gender-based violence during the electoral processes. However, it was revealed that the majority of cases of GBV and political harassment were either not reported in time or were not reported all. This limited the extent to which the police could mitigate those forms of violence. Moreover, with limited transport facilities, MPS could not deploy its presence to every corner of the country. As such, most of campaign events and other electoral processes were not covered by the police.

Other challenges also included the short timeframe to implement activities, especially with regards for the ToT to reach a large group of persons in the respective stations and districts. Subsequent to the TPE, there were country wide spontaneous organization of public protests and demonstrations which sometimes resulted in violence. While the MPS has a duty under the Police Act to regulate the conduct of these demonstrations, during the post-elections, MPS were virtually rendered helpless and on a number of occasions the Malawi Defence Force (MDF) had to support or step in. The situation presented a very complex task of balancing the rights to peace and sustainable development and the civil liberties including the right to demonstrate and demand electoral justice.

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[39] The sub-indicator assesses the extent to which the police are reliable and there is a functioning system for investigating police misconduct.

> *The public preferred MDF security coverage during demonstrations and court process than police security. Participants argued that "police was partisan and that is why we did not allow them to be part of policing demonstrations. We trusted soldiers more than police officers."*

Also, the apparent lack of police action in response to some incidents led to accusations of impunity and partisanship in favor of the ruling party. Such practices are consistent with past elections and were raised in previous EU EOM recommendations, though not addressed.

6.3.15. Activity 4.1 MPS strategic plan on elections deployment drafted

Key indicator: MPS strategic plan on election deployment drafted
Target Achieved: Yes
Overall Rating of Activity: Achieved

This particular activity foresaw the provision of support to the MPS to better strategize around the deployment of its human and material assets around elections. The evaluation has also confirmed that the project supported the MPS to build its capacities in Electoral Security Management (ESM) through a training programme which was based on a manual which MPS developed under the project. The manual tackled a number of salient issues such as electoral laws and processes; human rights; conflict prevention and mitigation; arrests and duties of police offences; use of force and firearms; election security; gender, diversity and human rights violations; police and multi-liaison committees; police and the media arms; policing in a democracy; prevention of violence against women and; electoral related offences. It must be noted that in developing the training manual, regard was made to the shortcomings in the role of the police in the previous elections, especially the 2014 TPEs.

Considering that the general threat to the success of the intervention related to inadequate public confidence in the MPS, the Communication Strategy was also used to train 50 officers who were deployed and served as Public Relations Officers (PROs). These provided a primary interface between the MPS and the public and facilitated free flow of vital information on matters of electoral security management. Various stakeholders consulted testified that the MPS tremendously improved in its interface with the public and accesses to information relatively improved as a result of this intervention. MPS also voluntarily supplied information to the public through the said NECOF set up by MEC. This information comprised a) electoral related offences and penalties; b) role of the police in elections; c) Police Code of Conduct in elections; d) where and how to report incidences of electoral offences to MPS and; e) the human rights to observe and respect during election periods, including the freedom of women from gender-based violence (GBV).

6.3.16. Activity 4.2 MPS strategic plan on Master Trainers

Key indicator: Creation of pool of master trainers and training materials
Target Achieved: Pool of 70 master trainers
Overall Rating of Activity: Achieved

At the outset, a pool of 70 officers were trained as main instructors through a Training of trainers (ToT). These then trained the officers referred to above. In addition, the training targeted investigators and prosecutors, regional deputy commissioners, station commanders, division commanders and regional operations officers.

These interventions contributed to building the capacities of MPS for readiness to promote peaceful elections. The communication strategy was key in supporting the MPS to interface with citizens and the general public, and in the process raise the confidence of the latter in its workings and particularly about national security during the election period. Also, the communication strategy facilitated the flow of information between the various elections monitors and the Incident Command Centers (ICCs) for speedy action to resolve incidences of electoral violence or crime. Through the project, a total of 1,400 police mobile service (PMS) officers were trained and deployed to 34 police stations across the country as a pool of election monitors. These were supported by 35 Community Policing Coordinators, 35 operations officers, 64 officers manning the ICCs and 180 drivers who facilitated mobility of those monitors between incidents scenes and the police stations. This evaluation established that this communication arrangement was critical and highly relevant in facilitating coordinating the various interventions of the MPS relating to electoral security management.

MPS deployment plan developed and implemented. This enhanced MPS election deployment planning and organization of election policing duties. Activities implemented and key outputs produced are listed below:

6.3.17. Activity 4.2 Establishment of Police Elections Command Centre

Key indicator: Establishment t of Police Elections Command Centre
Target Achieved: Yes
Overall Rating of Activity: Achieved

The lack of effective operation centers were identified as a critical gap and therefore the MPS established ICCs in all regions and some stations for effective sharing of information from station, regional and headquarters level on the overall security situation and rapid response. The 64 MPS police officers were trained and assigned to manage ICCs. The training included; *Incident Command Centre Methodology; Communications; Report Writing and Documentation; Incident Command Forms; SOP on Incident Command Centres; Malawi National Security Policy; Interagency Communication and Coordination; and Practical Exercises.* ICCs comprised of electoral stakeholders such as Malawi Electoral Commission (MEC), Malawi Electoral Support Network (MESN), Multi-Party Liaison Committees (MPLCs) Malawi Defense Force (MDF) and others playing a vital role in election processes.

Through these ICC, respondents reported that the Communication system for the MPS was strengthened. As a result, flow of information was enhanced and enabled the MPS to adequately respond to critical electoral incidents. The ICCs further contributed to improve a multi-sectoral coordination and collaboration in electoral security management. However, the post-election evaluation report conducted in 2020 revealed that ICCs and duty desk phone numbers were not adequately publicized.

6.4. EFFICIENCY

The Project was signed into existence on September 17, 2017. Since then, a total of three amendments have been signed. The original budget foreseen was USD7,598,880 and at the time of first signature, there was a gap in funding of USD3,384,440.00. As can be seen under figure 5, a number of other development partners joined the basket fund, and over a four-year period, the budget was increased to USD 16,299,244.00, with no gap at all in funding. The increase especially in 2018, whereby the Irish, DFID, USAID and Norway all pledged funds to the amount already pledged by the EU demonstrates an increasing confidence in UNDPs support to the electoral process and the understanding that it was vital to provide support to the process.
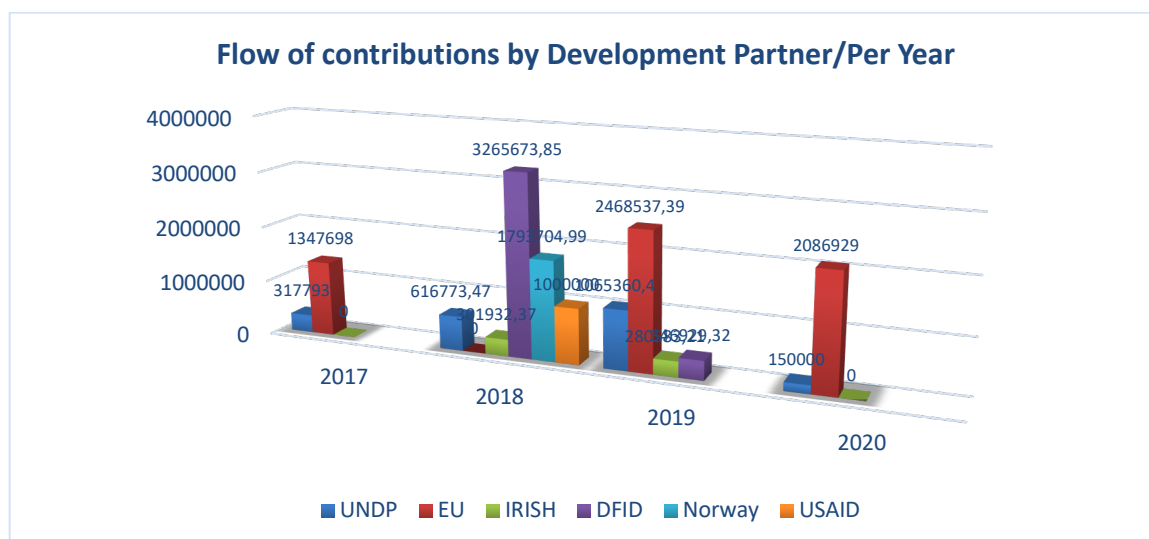
Figure 19: Flow of contributions by development partner/per year
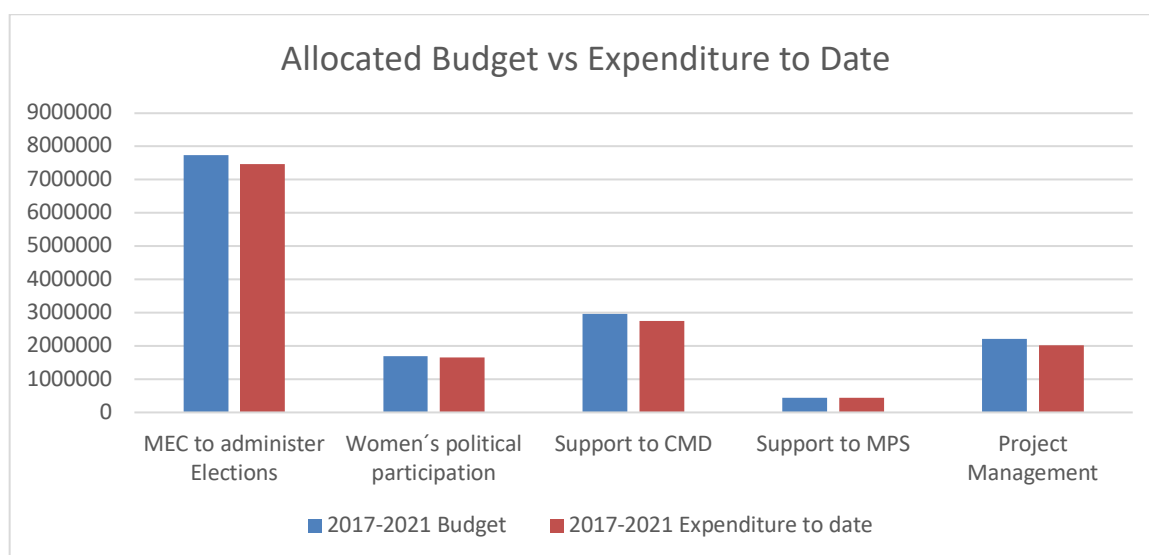
Figure 20: Allocated Budget Vs Expenditure to Date

The overall proportion of the budget allocated to project costs was relatively low

As is illustrated in Figure 6 above, over half (52%) of the budget was allocated to supporting MEC, just over ten per cent (11%) was dedicated to Output Two, and nearly twenty percent to Output Three and only a little under Three per cent was afforded to Output Four – support to the Malawi Police Services. The remaining almost fifteen per cent covered the project management costs. In comparison to projects of similar genre, the overall project management costs were low. The project made good use of five key members of staff throughout the tenure of the project: Chief Technical Advisor; Project Analyst, Capacity Development Advisor, Gender Advisor and Legal Analyst. Nonetheless to share the costs, only two positions, ie that of the CTA and the project analyst were full time positions for the entirety of the project; although the project analysist shared its costs with the NRIS project as of 2020. [40] The other three positions on average served out their tenure by the end of December 2019 and in the case of the capacity development advisor to CMD, he became the PDA from the beginning of 2021. A number of short-term consultants were also hired under individual activities/components. These included consultants supporting the MEC 5 Year Strategic Plan, CVE Strategy, MEC Communication Plan, New Dispute Handling Guidelines, The Cyber security on the Results Transmission System, and the Results Tallying Support at the Constituency Tally Centers and the National Tally Center. There was no full

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[40] Raphael Asuliwonnu, who was the capacity development advisor also doubled up as the M & E and reporting specialist.

time monitoring and evaluation specialist and the tasks were performed under the position of the capacity development advisor to CMD.

Output	2017	2018	2019	2020
Output One – MEC able to administer elections	241,842	1,536,638	2,283,092	1,208,017
Output Two – Women Political Participation	69,556	225,548	959,259	21,825
Output Three – Support to Centre for Multiparty Management	73,519	422,372	772,304	679,303
Output Four -			401,231	655
Output Five – Project Management	145,750	140,140	657,456	590,310
GMS	17,031	203,813	350,256	175,529
Total	511,923	2,528,511	5,423,597	2,675,639

Figure 21: Spending per outputs

Outputs One and Three are still ongoing. As of 12th May the spending is as below, leaving approximately USD320,000 to be spent. While there is a definite reduction in the costs attributed to Output One and Three, the overall project costs appear to remain the same, thus should an extension be granted, it may be necessary to further reduce these costs in order to ensure sufficient available funds to cover the upcoming period should further funds not be available.

Output	Expenditure	Commitments	Total
Output One	68,590	59,351	127,941
Output Three	46,728	125,092[41]	171,820
Output Five	151,341	38,436	299,761
Total	266,659	222,879	599,522

Figure 22: Expenditure in 2021

A number of bottlenecks and challenges existed, however the project has been able to adapt to the new circumstances

As the section above outlines, the majority of the budget was spent in 2019, given that this was the year of the Tripartite Elections. Nevertheless, subsequent to the TPE elections taking place and in anticipation of a reduced form of support to the FPE, it was deemed appropriate to stand back from the process and reduce the overall visibility of the support to MEC. The project only afforded support in the guise of legal support to the results for the parliamentary elections, and the provision of logistics for delivery of ballot papers and materials. Support was also maintained to support the CMD who were critical in the process but due to administrative and overall management weakness´ were often criticized for their lack of capacity. As illustrated under effectiveness, CMD is uniquely positioned and prove to be pivotal in maintaining dialogue between the political parties, especially in their contribution to mitigate the ensuing violence and uncertainty surrounding the results in 2019. Activities under Output Two and Four almost ground to an absolute halt. While it can be argued that Output Four, support to the MPS, was very much reliant on the electoral process per se, the support to women somehow dwindled and did not continue in the spirit of gender mainstreaming across the whole spectrum of activities. During the first 18 months of the project, concerted efforts were made to engage a significant number of interlocutors on women and their participation in the process, however since 2019, little investment has been made in this area and the momentum on providing medium to long term support to improve women´s status in the political arena has somehow been lost.

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[41] Advance to CMD to be liquidated by end of June.

The overall project governance structure is depicted below:
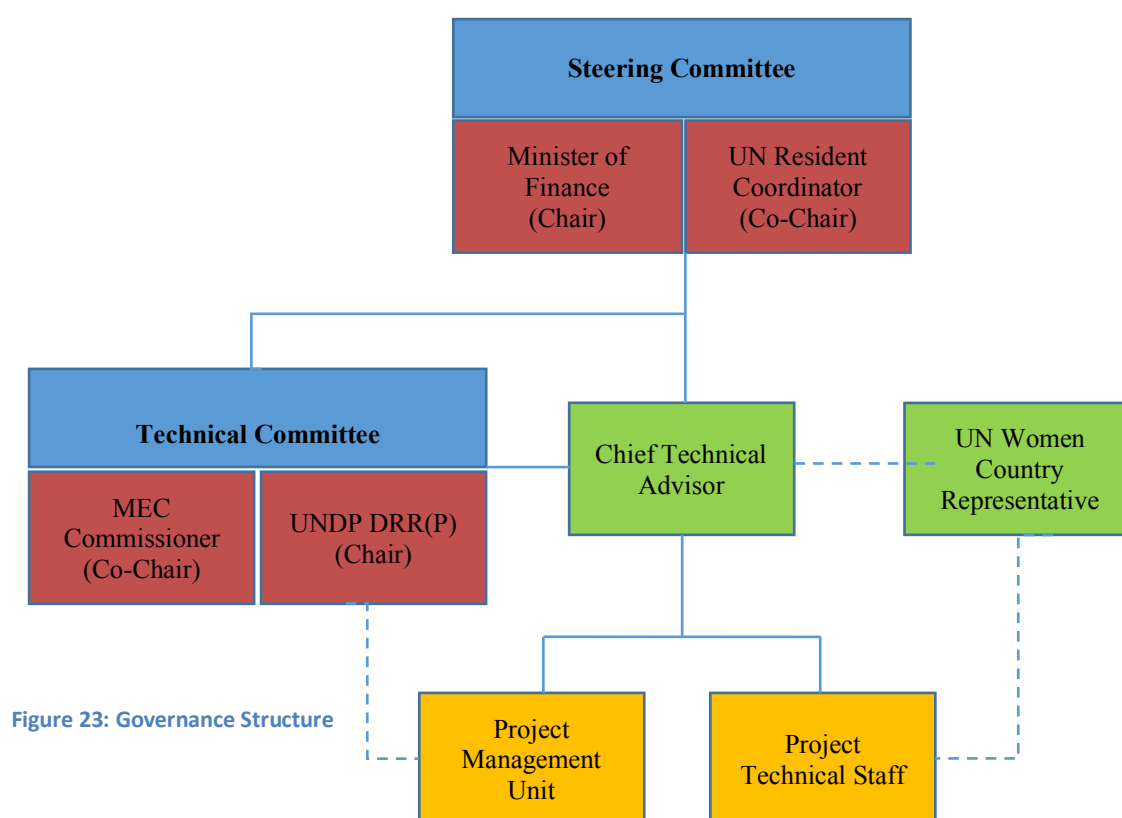
Figure 23: Governance Structure

The overall governance mechanism was considered to be very effective up until the tripartite elections and the inputs of the RC was deemed to be operative and effective.

The steering committee and the technical committees were key to the efficiency of the project. With the Minister of Finance (Chair) and the UN Resident Coordinator (Co-Chair) at the helm of the project, collaboration and coordination was considered optimal. The Steering Committee was responsible for the overall oversight and strategic leadership of the project, and it convened regularly prior to the 2019 elections. A total of 5 Steering Committee Meetings and 11 Technical Committee Meetings took place in 2018 and 2 Steering Committee Meetings and Technical Committee Meetings in 2019. Under the steering committee, the technical committee provided quality assurance of the Project and regularly informed the development partners of the progress and possible challenges the project would face. All stakeholders held the information flow in high esteem prior to the Tripartite elections. The positioning of the UNRC at the helm of the project was additionally very useful, and many of the interlocutors consulted stated that the RCO was an "excellent facilitator both with the DPs and with the political parties in order to ensure engagement of all parties.

> *"RC really engaged and protected the political sphere for the UN to be operative and effective, without pushing the envelope."*

While the project is *per se*, a technical one, the overall context was particularly polarized, which at times propagated resistance, and tensions and required behind the scenes negotiations, discussions and overall oversight to ensure that activities remained on track. Furthermore, due to the politicization of the process, and the support being afforded by the United Nations, the international community, particularly

the United Nations were not seen by some interlocutors as neutral arbiters in the process and were subject to criticism especially after the 2019 process. Only a few interlocutors referred to this during the interviews, however it was a reality of the environment, so much so, one international colleague had to leave the project due to rumors of his perceived support to MEC during the Court processes.

Reporting in the first half of the project was seen as good, however the lapse in more formal meetings subsequent to the 2019 TPE elections meant that there was an important lapse in the flow of communication between the project and UNDP.

As the results would be subject to a court decision, it was very important both for the project as well as the UN to ensure its neutrality by stepping back in order to not be seen as interfering in the process. As a result, while some support in the guise of a legal advisor in support of the parliamentary elections and logistical support was afforded to the FPE, given the set-up of the governance mechanisms with the MEC very much present in the Steering Committee, regular formal meetings subsided and the information flow almost stopped. Development partners noted the change in information flow and communication subsequent to the announcement of fresh presidential elections, while it was said that the project demonstrated "flexibility and assured that all sensitivities of the key stakeholders were looked into, information sharing was carried out in a more informal manner, with the Chief Technical Advisor (CTA) readily available to provide information if it was necessary. A number of high-level dialogues took place and the RCO for example, placed more focus on conflict resolution and prevention. The project and the UN were credited for its flexible shift in direction, however there is still a perception that the project and the UN could have done more in order to maintain the development partners more informed and enable a more formal communication channel to continue. The lack of formal meetings has meant that the communication channels have largely been unilateral and development partners were unable to take part in decision making or more formal discussion as had taken place under the established structure. The last Steering Committee and Technical Committees Meetings took place in 2019.

> *"During the crisis the only formal information was the quarterly reports, and in person interaction. We continued to engage through informal channels outside of committee meetings, we need to understand the context, the wheels wobbled as the elections momentum petered out."*

Lessons Learned – Formal meetings in the guise of Steering and/or Technical Meetings are important to maintain dialogue and information flow between Development Partners and UNDP. While not all members of SC could attend due to the circumstances, it would be important to maintain a more formal mechanism in order to ensure information flow and bilateral discussions on the evolution of the process as well as the project.

Monitoring of the results was deemed as good, however the project could benefit from additional tools to showcase progress and a full-time person dedicated to monitoring of the projects progress.

The quality of the progress reports was deemed as satisfactory, and particularly prior to the elections, the flow and quality of the information was rated as very good. The quarterly and annual reports were quite informative, although they perhaps did not align all together with the results framework, and there is very little reference to the indicators established in the results framework. Furthermore, as highlighted under relevance, the established indicators were not always appropriate or the most relevant and in effect, output indicators only existed, and therefore it was really difficult to measure the outcomes of the results and the individual outputs. A monitoring matrix was established for each year; however, this was sometimes hard to follow and key figures and targets were not cited in the annual reports. The project reports in 2020 have highlighted some of the key results of the project, however the reports do not adequately show case and/or highlight some of the key success of the project, and tend to not highlight the key challenges and lessons learned during implementation of the project. A part time monitoring and evaluation person was assigned to the project, and given the complexity, the overall

budget and the political importance of the project, a dedicated person to M & E could have benefitted the project in a number of ways. This would include more results-based reporting, highlighting of the key challenges, lessons learned and indeed collecting and inclusion of key success stories of the project. More innovative tools for tracking outcomes and particularly the impact on youth, and other minority groups was limited. While data was largely disaggregated, there was no analysis on the results, and many of the activities lacked evaluation questionnaires and monitoring tools in order to really track the impact beyond the output targets established in the results framework.

A results framework was maintained but it was very static, and did not really illustrate the key gains of the project. Furthermore, some of the indicators although achieved, such as the achievement of drafting a strategic plan for MEC, although important, it really did not demonstrate the achievement of the project at outcome level but rather restricted itself to the output level. It is of course acknowledged that a project of this genre will be influenced by the political context and other complexities and this needs to be illustrated through a robust but flexible results framework that can indicate change even if key milestones were not necessarily achieved. More flexible tools such as outcome mapping as well as Most Significant Change stories could be utilized.

> **Lessons Learned** – While monitoring and reporting was of a reasonably good quality, more innovative tools and gender and human rights sensitive indicators as well as more innovative tracking tools and data collection tools would have served the project and enabled it to showcase key results and identify the areas of the project where strategies/approaches needed to be adjusted in order to better attain the desired result of each output.

6.5. IMPACT

The criterion of impact assesses to what extent the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher level effects. The evaluation examines whether the intervention has created change that really matters to people and the institutions invested in the electoral process. In order to analyse these higher-level effects, it is important to distinguish between the individual activities which have led to the achieved results described under effectiveness and the overall established outcome of the project, which is "the 2019 Tripartite Election be assessed by local, regional and international commentators as a significant milestone in the evolution of Malawi´s electoral process that demonstrates heightened legitimacy and institutionalization of the multiparty system".

Under the section effectiveness, the evaluation has distinguished between the performance of the individual activities over the envisaged result. All four outputs were ranked as moderately satisfactory. These rankings indicate that while the projects performance was rated as reasonably high with approximately 89% of the targets being achieved, the overall environment, the choice of indicators, a lack of outcomes as well as a somewhat lacklustre results framework has resulted in a poorer ranking with regards to the overall outcomes of each intended result over the actual performance of the project itself. Internal Lessons learned and best practices from other similar UN operations could inform a more nuanced approach towards a similar situation in the future. While it is always difficult to predict a political outcome and the possible connotations and influence on the process as well as a project of this genre, the design and a robust monitoring and evaluation framework as well as risk assessment could further contribute to more flexibility on the part of the project perhaps mitigating some of the key weaknesses of the process that have spilled over to the results of the project.

The elections and the overall process were deemed a success up until election day.
The tripartite elections took place on 21st May 2019, and as is usual practice, domestic and international observer missions' issued preliminary statements. At this stage, the results had not been fully processed and were therefore not yet announced.

All key EOMs reached the same conclusions and heralded the professionalism and transparency of the MEC and commended the political parties and candidates as well as their supporters for the peaceful conduct in the pre-election period. The biometric voter registration was also lauded for its efficiency. Nonetheless, the majority of the observer groups still maintained concerns that women continue to be significantly underrepresented at all levels of elected government as well as in nominations by parties at the presidential, parliamentary and local government levels. The table below highlights some of the issues referenced in the preliminary findings /final reports in relation to some of the key activities under the four outputs which have been supported by the project:

Contribution to	Overall comments
Overall Performance of MEC	"For the 2019 elections, there was a high level of confidence in the integrity, capacity and competency of MEC among many of the national stakeholders. MEC´s transparency, through regular communication with all stakeholders contributed greatly to the heightened confidence in its management of the electoral process." **Commonwealth** "The AUEOM commends the Malawi Electoral Commission for the professional and ethical way it managed the electoral process including the confidence bestowed on it by all key political stakeholders." "MEC have taken cognizance of the recommendations of the African Union Election Report to the 2014 Tripartite Elections taking the necessary measures to implement these recommendations with a view to enhance the credibility and transparency elections in Malawi thereby guaranteeing the legitimacy of their outcomes. – **AUEOM** "For these elections MEC instituted a number of positive changes to address past shortcomings, including a new approach to voter registration, a revised election calendar and the creation of constituency tally centres. These changes addressed many of the EU EOM recommendations on election management from 2014." **EUEOM** "During the pre-election preparation phase, MEC's management of the process was inclusive and transparent and the institution enjoyed a high level of confidence among the public and political contestants alike. However, this contrasts sharply with its poor management of the vote count and tallying processes in many areas, and its management of complaints, which left many stakeholders critical of the process." **EUEOM**
Voter Registration	"We laud the adoption of the biometric voters register established y MEC for these elections, following a national ID registration exercise conducted by the government. The Biometric Voter Registration process has raised confidence in the electoral roll, which is a key foundation for conducting elections with integrity." **Commonwealth** "Voter Registration, utilising the new National ID card as the sole form of identification accepted for registration, enhanced the integrity of the voter register and addressed a problem which had plagued previous elections." **EU EOM** "The AUEOM received reports from stakeholders that the biometric voter registration kits improved the speed of capturing registrations." **AUEOM** "The mission received reports that citizens were not fully aware that National ID cards would be used during voter registration." **AUEOM**
Civic Education	"The mission received reports that civic and voter education activities were not as comprehensive as was the case in previous elections. Some accredited civil society organisations were unable to carry out CVE activities due to funding challenges." **AU EOM**
Peaceful Elections	"Atmosphere at campaigns was vibrant, colourful, largely peaceful with only reported incidents of clashes among supporters of the main political parties". **Commonwealth** "The campaigns proceeded in a largely peaceful atmosphere, with parties able to campaign freely in all regions without any restrictions. However, there were reports of isolated incidents of violence and of defacing of campaign materials" **AU EOM** "The pre-election context was largely peaceful and open to competition by all political parties with isolated and mostly minor incidents of violence reported to AU observers prior to Election Day. – **AUEOM**

Results Transmission	"EU observers reported that the vote count was transparent but the conditions and poor lighting made the task harder. Officials were inconsistent in how they managed the count, there was a lack of adherence to procedures and numerous problems were encountered in completing results sheets, leading to alterations and corrections being administered, not in the actual result but in the accounting for ballots, which impacted on perceptions of the integrity of the process." **EUEOM**
Police	"There were concerns about the partisan behaviour of some traditional authorities, and also some candidates and public officials not respecting campaign procedures. Also, the apparent lack of police action in response to some incidents led to accusations of impunity and partisanship in favour of the ruling party. Such practices are consistent with past elections and were raised in previous EU EOM recommendations, though not addressed." **EU EOM**
Womens´Particpation	"We were encouraged by the number of women voters, as well as those serving in the MEC, and as polling officials. We were also encouraged by the increased in the number of women contesting at the parliamentary and local government levels, though there were no women presidential candidates or running mates. We urge Malawi to continue to examine mechanisms to enhance women´s political participation in future lections" **Commonwealth** "Women continue to be significantly underrepresented at all levels of elected governments as well as in nominations by parties at the Presidential, Parliamentary and Local government levels. **AUEOM** "Women are under-represented in political life in Malawi. None of the presidential aspirants was a woman and only 24 per cent of the parliamentary and 22.6 per cent of local council candidates were female. Despite some measures and programmes to facilitate the participation of women in the elections many faced hurdles in seeking candidacy, notably during primaries, and in the conduct of their campaigns, including being the targets of demeaning language. Of the 192 parliamentary seats contested on 21 May 2019, 44 were won by women, which is 22.90 per cent." **EUEOM**
Political Parties	" We acknowledge and not the recent enactment of the Political Parties Act, to enhance transparency and accountability, and hope that civic education on the Act will ensure uniformity of understanding of its implications." – **Commonwealth** We note that political parties and candidates had signed an Electoral Code of Conduct to promote conditions conducive to the conduct of free, fair, transparent elections; and a climate that includes tolerance for democratic debate, political activity." **Commonwealth** "The Political Parties Act (2018) which regulates the registration, financing and functioning of political parties, including the prohibition of "hand-outs" or vote buying; and …which provides a guide on how electoral stakeholders should conduct themselves, including expected behaviours as well as behaviours that should be avoided in order to promote democratic, credible and peaceful elections.

Figure 24: Extracts from Final Reports of international observers on the TPE 2019

In the same preliminary statements and the subsequent final reports, while the findings above remained, there was reported concern over the tabulation and tallying process. Despite the petitions to the Courts re the outcome of the parliamentary elections; parliamentary results were declared and there has been no controversy surround the conducting of those elections or the ensuing results, and therefore the parliamentary as well as the local council elections were heralded as a success.

According to the Mo Ibrahim Index, under governance – participation, rights and inclusions which includes four different categories.[42] The overall average score was 46.2. while Malawi was ranked 24 out of 58 countries and was just above the regional average with an overall score of 47.5. The country was ranked alongside 28 other countries which are in increasing deterioration. Furthermore since 2010 it has fallen by 7.1 points: - there are only two other countries in Africa which have had a more significant decrease: these are Mali with -7.6 drop and Burundi with a drop of -11.0

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[42] These are Security & Rule of Law; Participation, Rights & Inclusion, Foundations for Economic Opportunity and Human Development.

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Participation, Rights and Inclusion for Malawi	54.6	54.6	54.8	55.5	54.1	55.7	54.5	54.3	42.4	47.5

Figure 25: Participation Rights and Inclusion for Malawi – Mo Ibrahim Index

The overall success of the 2019 Tripartite elections was overshadowed by the irregularities found by the court which promoted the call for fresh elections. This has inevitably led to a mistrust in the MEC and the overall electoral process. Trust and confidence are key, and while it is evident that prior to election day and during election day, MEC had regained the trust of the public, this has diminished since the 2019 presidential elections. While it is evident that the project did not contribute to the alleged irregularities, these were mainly found in the results tallying process and the way it was handled by individual polling staff, the irregularities have undermined the perception of some of the key results achieved by the project.

While observer reports did find the process mainly *free and fair* up until election day, and had highlighted that many of the key challenges such as the quality of the voters register, the logistical problems and the communication by MEC had largely improved since 2014, the ensuing irregularities overshadowed these improvements and have led the population to perceive the elections as one of the worst in Malawi´s recent history. A survey conducted in 2020 by Afro barometer, revealed that over 55 per cent of respondents stated that the elections were *less than free and fair*. Furthermore, despite all the improvements, due to the environment subsequent to the proclaiming of the 2019 presidential elections, the perception of the three elections became negative and when respondents were asked about the quality of 2019 elections compared to previous ones, 73% stated they were worse or much worse, despite the positive reports cited above. It should be noted that the survey respondents were not asked to distinguish between the three elections.

Quality of 2019 election compared to previous ones

- Worse/much worse: 73
- Same: 6
- Better/much better: 20
- Don´t know: 1
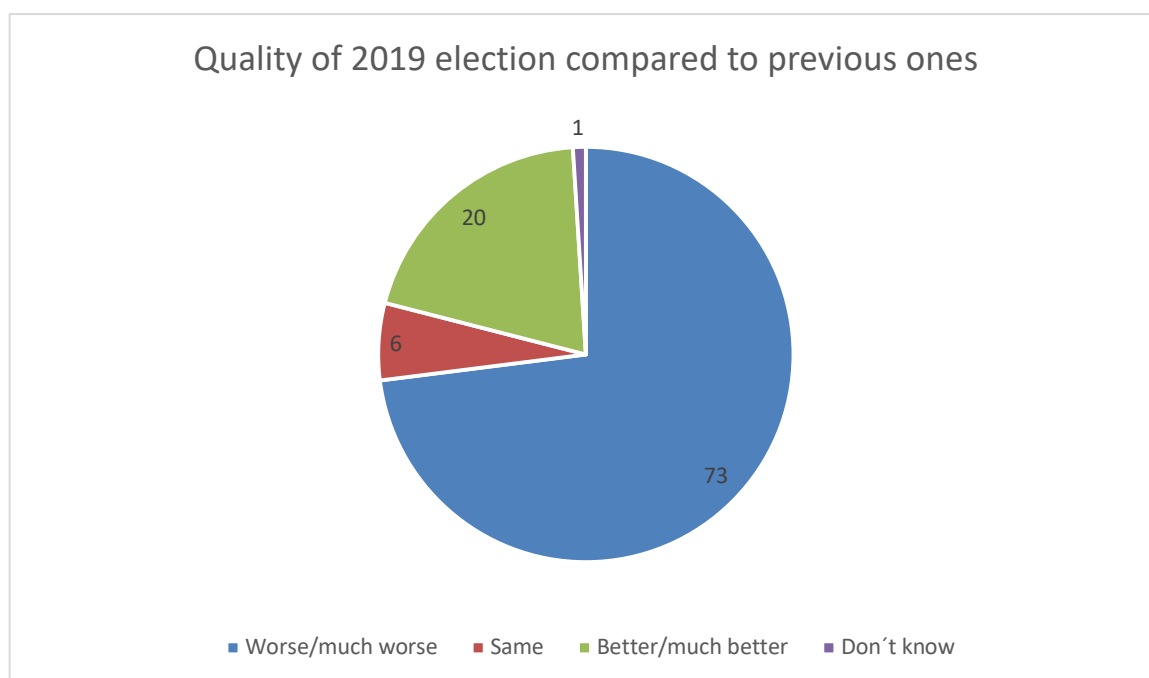
Figure 26: Afro barometer Question – quality of 2019 election compared to previous ones

When respondents were asked "where did the election go wrong, the responses showed significant concerns about the electoral environment in 2019, especially the validity of the MEC´s declaration of the election results. Over half of the respondents considered that the results were not accurate at all (43%) or not very accurate, with major discrepancies (14%). (The survey at no point separate the three elections when asking about the result).
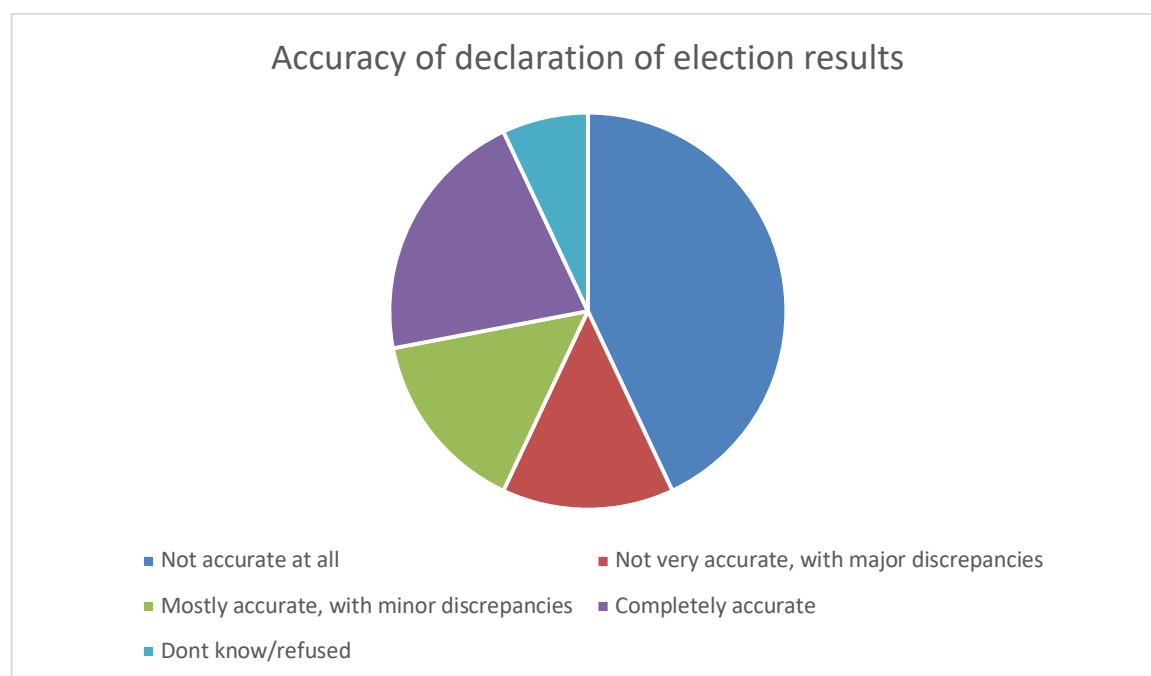
Figure 27: Afro barometer question on the accuracy of the declaration of election results

Examining the perception of the MEC, citizens doubts were reflected in the perceptions of MEC – with only four out of 10 Malawians (40%) indicating that MEC does its job "as a neutral body, guided only by law," whereas a majority (55%) said it makes decisions that "favor particular people, parties, or interests." Almost twice as many citizens saw the Malawi Defense Force as unbiased (78%), followed by the courts (68%), the Anti-Corruption Bureau (56%), and the Malawi Revenue Authority (55%) (Figure 8). On this point, too, Malawians were sharply divided by political-party affiliation. While more than two-thirds (68%) of DPP sympathizers said the MEC is neutral, no more than one in five supporters of opposition parties agreed (Figure 9).
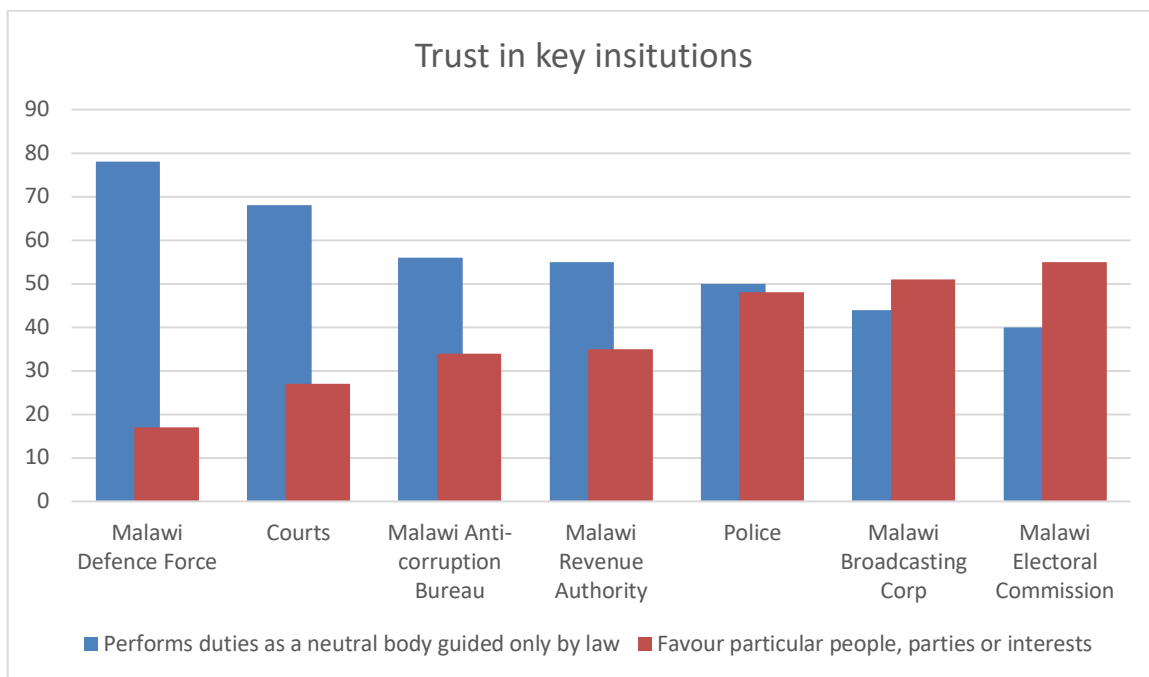
Figure 28: Afro Barometer question on trust in key institutions

The overall perception of MEC´s partiality is mirrored in the trust in the electoral commission whereby only one third of Malawians (34%) stated that they trust the MEC somewhat or a lot. This is the lowest level of popular trust in all the institutions that were assessed.
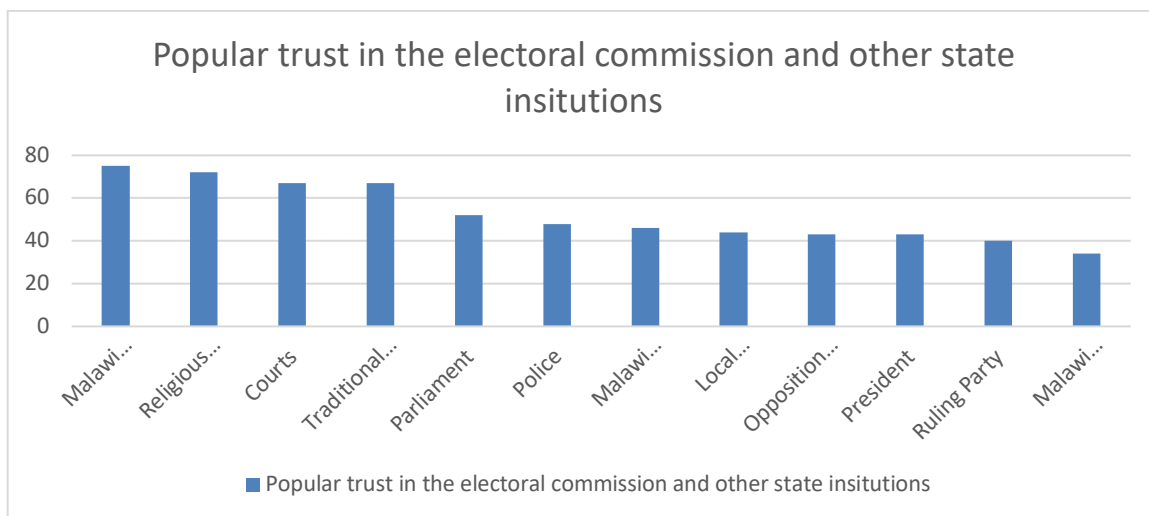
Figure 29: Afro Barometer – Popular trust in MEC
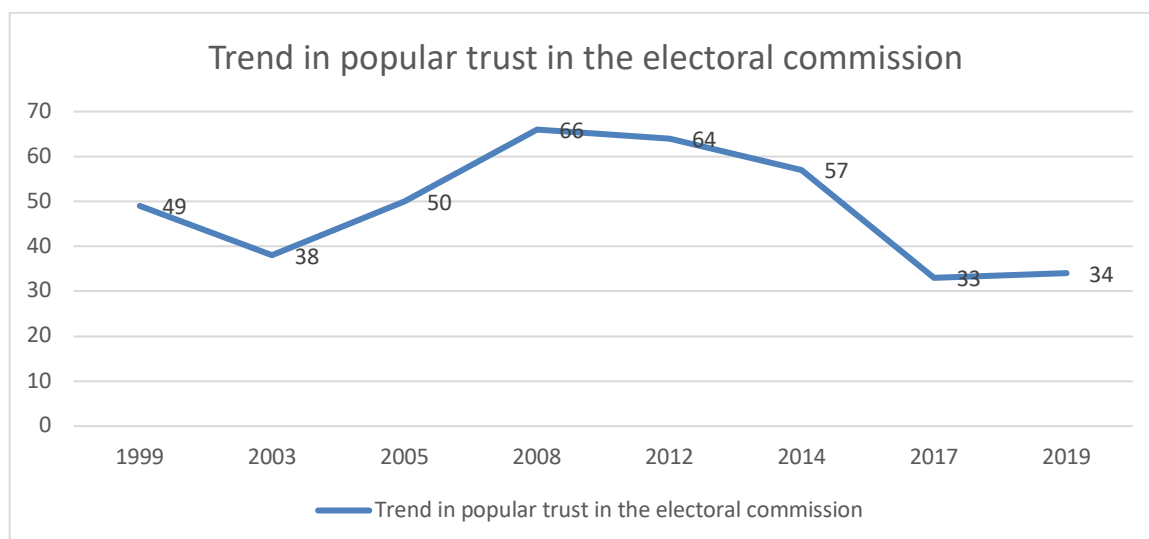
Figure : Trend in popular trust in the MEC

When examining the actual integrity of elections, there is a ten-point decrease since 2010. When looking at the 2014 elections up until 2018, there was a sharp increase in the integrity of the elections, which was ranked at 71.3. This held until 2018; in 2019 it decreased by twenty points.

The overall confidence in MEC since 2010 also had a relatively low score which decreased in 2014 and started to improve after the 2014 elections. Nonetheless, one sees a very sharp increase in 2018 whereby the overall trust and confidence in MEC had increased substantially allegedly due to the voter registration and the improved transparency and improvements highlighted above. Unfortunately, this figure dived once again subsequent to the 2019 elections, at a figure higher than prior to the start of the project but lower than 2018.

	2010	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**
Integrity of Elections[43]	60.5	60.5	60.5	60.5	73.0	71.3	71.3	71.3	71.3	50.1
Election Monitoring Bodies & Agencies[44]	27.6	27.6	28.9	24.5	7.2.	23.9	27.4	28.7	45.6	32

Figure 30: Mo Ibrahim Index on electoral process

6.6. SUSTAINABILITY

This section assesses the sustainability of the outputs and whether the design ensured that sustainability of the achieved results was considered, including whether the intervention considered partner capacities and built ownership during the tenure of the project as well if there was willingness and capacity to sustain financing and support of the beneficiary institutions at the end of the project.

The MEC has endorsed a number of the key results of the intervention, but will require support in the coming years given the current context.

As was highlighted under effectiveness, a number of different outputs were produced which have contributed to the overall efficiency of the working of the MEC for the 2019 electoral process and elections henceforth. Key highlights including but not limited to, are the development of a number of

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[43] This sub-indicator assesses the extent to which elections are free and fair and held regularly without irregularities and/or violence.

[44] This sub-indicator assesses the extent to which the election management bodies are autonomous and independent and have operating capacity, as well as the extent to which they are fulfilling their reporting responsibilities.

key tools for more efficient resource and management and accounting systems; digitalization of financial processes, and the development of a strategic plan. The biometric voter register has also been lauded as a great success and has contributed to a cleaner and more representative register. The former electoral processes were indeed plagued by the discrepancies of the former register. Training exercises as well as communication strategies and gender policies at the level of MEC have been endorsed by the MEC and will continue to contribute to a more inclusive MEC, as well as the lessons learned exercises which captured key lessons learned and recommendations for future processes.

While the FPE were not foreseen in the project, the conducting of the FPE in 2020 gave the MEC the opportunity to showcase their performance by using many of these instruments. Given the heavy politicized context, UNDP was unable to provide support to the same extent as they did under the 2019 elections. Notwithstanding, the MEC was able to carry out the fresh elections without any support to conduct the elections and did so diligently and without any key impediment.

> *The Fresh Presidential Elections were entirely Malawi owned - the process to the results - gives overall credit to Malawi. While there were strong political disagreements, it was still a peaceful process. Key interlocutor*

Nonetheless, while a substantial amount of capacity and knowhow has been built, a number of weaknesses still exist, including the lack of trust demonstrated by the public in the institution and its ability to handle the results process transparently. External and internal communication are still weak as well as the mainstreaming of gender and its ability to ensure more attention to youth and other minority and vulnerable groups; although there have been definite improvements in this regard. It would be nevertheless be important for any future support to be demand driven and serve the emerging the needs of the commission and to bridge any gaps not provided by the national budget.

Women are still severely underrepresented in political life and an integrated approach by different entities is needed in order to address the roots causes of discrimination and encouraging key shift in attitudes and behavior of women in politics.

Under Output Two, as was seen under effectiveness, there has been an increase in the number of female parliamentarians compared to the 2014 electoral process and a slight increase in the number of women at local government. Some of the key female candidates (those elected and not elected) related that much of the support was either provided too late, or while helpful, did not necessarily act as a game changer. While material support, such as materials for campaigns is well appreciated, support to improve the capacity of elected women was cited as important in order for elected women to act as role models for future potential candidates as well as female voters. Furthermore, support to capacity building can improve their overall effectiveness in their role as parliamentarians. The lost window of opportunity subsequent to the TPE in 2019, whereby no further support was afforded to any of the entities under the project is unfortunate. Furthermore, a number of studies and research on the status of women in politics have been conducted, however recommendations and lessons learned therefrom have not been collated in order to drive a future project.

As stated under effectiveness, the six-step action plan is key to ensuring women's active participation. In addition to this, deep rooted patriarchal attitudes towards women and a lack of economic opportunities both for men as well as women inevitably take their toll. Furthermore, when developing a project focused on gender empowerment, it is perhaps more important to focus on one key aspect of the process rather than endeavoring to address all the weaknesses. In Malawi there are various entities and organizations working on women´s empowerment, and in the 2019 process these were somewhat fragmented. Better coordination and collaboration between implementers as well as research-based evidence needs to be conducted to inform future processes and potential successes.

The process of capacity building requires time and a complete buy in from the institution

CMD on the other hand has largely failed in the overall sustainability of the results as an institution, although some key improvements have been noted, the overall governance structure needs an overhaul for many of the results to be sustainable in the future. Notwithstanding the Political Parties Act and the good work, it has carried out with regards to bringing different groups together, which was pivotal and helped promote more collaboration and cooperation amongst political parties. In the future, this nevertheless needs to be nourished and not abandoned. In addition, new additional avenues need to be explored which include civil society as well as ways of ensuring that independent candidates are also somehow included in dialogue. There are number of already existing organizations and mechanism which would do well to engage more closely with CMD and vice versa to strengthen the overall leverage that organizations have with the political process. Notwithstanding, while some of the institutional weaknesses still exist at the level of CMD, progress has been made with regards to their ability in financial management for example. The buy in from CMD is now essential to take heed of the recent recommendations from the capacity assessment and any future support would need to be contingent on it.

The design had encouraged a sustainability strategy, but this was not done due to other priorities and in order to ensure long term sustainability such a strategy needs to be prioritized. At present, the CMD is completely reliant on the basket fund and therefore options need to be explored to ensure that there is not a future reliance on UNDP to support the institution. Furthermore, as there is an over dependence on the project for resources, any future support will need to be attached to the condition that certain benchmarks will need to be fulfilled in order for support to continue and for it to actually have an impact. Further, while one can agree that CMD is unique and support to national institutions is important, in order to achieve some of the results envisaged in the project with regards to political parties, an over reliance on CMD to deliver the paradigm shift in the attitudes of political parties is perhaps ambitious. Nonetheless given their prominence and the support already provided as well as some of the positive results emanating from the project, such as the Political Parties Act, an integrated approach to support both CMD with other key actors needs to be explored in order to diversify the support as well as also ensuring sustainability. An over reliance on political parties to shape the strategies and polices without external support ignores the political complexities and the reality that many of the elected parliamentarians do not pertain to any political party.

Despite the clear need for long term support to inter-party dialogue in Malawi, CMD does not have the resources to support political parties in the medium to long-term, as it relies on short-term project funding for its activities. Consequently, although there is some evidence of demand led interventions from political parties, the present approach to resource mobilization is generally reactive and opportunistic. Apart from MDBF, most of CMD's project income is sourced from responding to donor calls for proposals. – CMD Capacity Assessment – March 2021

Finally, support to the police, has a number of results that could be sustained in the future, these include the availability of ToTs, however continued support would be needed in order to allow for the development of more courses and for the police to be able to resource them. Furthermore, the existing community policing structures should be enabled in order to ensure the continuous sensitization on election security issues. Nonetheless, it is important to note that the loss of public trust in the police goes beyond elections. Therefore, long term remedial measures are needed, and these go beyond the basket fund. Besides, this requires completely different competences and approaches which are unlikely under the basket fund. This is an area for internal security experts. Both the police and the military are key players in the electoral process, and while the success of The Gender Situation Room and the Communications Room could be heralded as best practice, the lack of training permeated at all levels

means that there is a notable difference between those trained and those that are not. Furthermore, it is of note that such unprofessionalism is a catalyst to the loss of public trust in the police and could contribute to increase insecurity, therefore training needs to be continued and has not only to involve the MPLC and community policing but other sister security organizations in order to ensure the same training and a common goal amongst all security agencies.

6.7. KEY CONCLUSIONS

RELEVANCE:

Key Conclusion One: The overall relevance of the project was found to be **satisfactory.** The multifaceted approach was seen to be very relevant, and all stakeholders were consulted about their needs. The project was informed by the Needs Assessment Mission (NAM), and while an additional component supporting the MPS was added in the second year of implementation, it was easy to incorporate and considered as relevant by all stakeholders.

Key Conclusion Two: Gender was mainstreamed across all four outputs, the timing and length of interventions sometimes meant that gender did not permeate across the results. Youth which was identified as a key target group and featured particularly under Outputs One and Three was not necessarily mainstreamed across the intervention, and required a more multifaceted approach. Minority groups, persons with disabilities and other groups did not feature heavily in the design, and the intervention does not show any specific results for these groups.

Key Conclusion Three: The overall results framework while overly succinct in its formulation, the intervention logic appears to provide a coherent, comprehensive and targeted response to the dentified critical needs to support the Malawi Electoral Cycle 2017-2021. Nonetheless, the overall results framework was quite lackluster and there were no outcomes indicated and indicators tended to be quantitative and did not always align to the overall result of the output and/or activities.

Key Conclusion Four: Notwithstanding, given the political complexies, economic and political environment, the theory of change while embracing a multifaceted approach, required more active participation of groups outside the key beneficiaries to promote shifts in mindsets and to ensure checks and balances on key issues such as female and youth participation as well as a process which is heavily politicized and is resistant to change.

Key Conclusion Five: The Theory of Change while recognizing key challenges to the execution of elections, failed to identify key steps to mitigate the identified problems should they arise. As a result, the project took a back seat to the electoral process in 2020 and did not explore ways of further supporting the process while maintaining their neutrality.

COHERENCE

Key Conclusion: Six The coherence of the intervention is rated as **highly satisfactory;** the project enjoyed excellent relations with the other key international supporters of the electoral process; and the mapping of the process with the NRIS project was pivotal to its success.

Key Conclusion Seven: The inclusion of UN Women was paramount, given their mandate and the two UN agencies enjoyed a very good collaboration. Collaboration with other UN agencies were also pivotal to the two elections whereby World Food Programme (WFP) lent logistical support in the provision of 250 lorries (100 in 2019 and 150 in 2010) to the MEC to support election day logistics.

EFFECTIVENESS

Key Conclusion Eight: The overall rating of effectiveness is deemed as **satisfactory.** When examining all activities, out of a total of 18 programmed activities, 16 of them fully met their established targets and two only partially. While, as stated under relevance, some of the targets were not necessarily the most relevant or did not really represent the overall change envisaged under each output, given the

political complexities, the evaluation finds that the project was able to deliver on most aspects of its outputs.

Key Conclusion Nine: The project was able to ensure the effective performance and attainment of its established goals; however, the overall results of the individual outputs were influenced by the political complexities of the process as well as the underwhelming design of the project which did not always promote a nuanced approach that could contribute to the overall result under each output.

Key Conclusion Ten: Output One - The MEC is trusted as an impartial entity with the capacity to credibly administer and manage elections in accordance with its national and international obligations. In terms of effectiveness, the output **achieved 8 out of 9 established indicators**, however when examining the results, only four out of the nine results were considered to have been fully met under each individual activity. The overall output result was achieved prior to the announcement of the court decision to revisit the presidential result; however, this decision has had a long term and negative impact on the overall trust that MEC enjoyed up until the 2019 TPE. To this end, the overall result is ranked as **moderately satisfactory.**

Key Conclusion Eleven The evaluation concluded that the project contributed to a number of significant improvements to the integrity and professionalization of the MEC however weaknesses still exist particularly in the transmission of the results and communication. Notwithstanding, while the court case adjudicated on the irregularities, it is important to not place all the responsibility on MEC. Elections are a political race, and the influence by individual supporters of candidates and political parties also contribute to and influence the carrying out of irregularities. As a result, these irregularities were significant enough to undermine the confidence in MEC in its ability to impart elections that are considered "free and fair". Nonetheless, the project has contributed to some key milestones which has contributed to the institutions long term capacity to administer and manage elections in accordance with its national and international obligations for the future.

Key Conclusion Fourteen: Output Two achieved **all three of its performance targets**; however, the evaluation concludes that only one of the envisaged results under the individual activities was fully achieved and while women´s political empowerment definitely saw some improvements, women are still severely underrepresented in politics. To this end, the overall ranking of the output is **moderately satisfactory.** While the parliament has witnessed a 5 percent increase in the number of women parliamentarians, the introduction of some activities and support too late in the process as well as the complexities and challenges which exist for women to be empowered contributed to this particular result being ranked as **moderately satisfactory.**

Key Conclusion Fifteen: Key highlights are indeed an increase to the number of women in the parliament, and local councils as well as an interest in the number of women nominating themselves for candidature. Political parties did open up to having more women in leadership positions, with a total of five political parties promoting women to drive policy and leadership roles. Nonetheless activities were sometime isolated events and did not carry through to the entire electoral cycle (activities were stopped after the TPE elections, despite the project undergoing two project extensions thereafter) thus leading to a lost window of opportunity to further work on gender empowerment in the political process.

Key Conclusion Sixteen: Output Three   achieved **two out of its three performance indicators,** however individual results of the activities were not deemed to be fully achieved. The overall result which sought to improve the ability of political parties to contribute to orderly elections did reap some rewards, and the overall result of the output was deemed **moderately satisfactory**.

Key Conclusion Seventeen: The support promoted an improvement in the ability of political parties to contribute to more orderly elections. CMD was able to facilitate discussions and dialogue between the political parties and therefore played a pivotal role in the overall process, especially with the many challenges and constraints that the recent process encountered.

Key Conclusion Eighteen: Notwithstanding, the institution is in dire need of radical governance, management and administrative reforms. Furthermore, a more multifaceted approach to changing the shift in policies and the overall political machine would be needed in the future, and this requires time, *buy in* from the political parties and the involvement of multiple stakeholders who have additional expertise on political parties.

Key Conclusion: Nineteen: Output Four **achieved its three outputs,** however given a number of key challenges in implementation and the distrust held for the police by the general public, this output is considered **moderately satisfactory**. The support afforded to the MEC allowed police to be trained and receive clear instructions with regards to the incident command centers and the Gender Election Room. Nonetheless, the short timeline to implement, the sometimes-non-professionalization of the MPS, and its perceived affiliation with the ruling party diminished the general public's trust in MPS as well as a number of incidents committed by the police which have clouded their overall reputation.

EFFICIENCY

Key Conclusion Twenty: The efficiency of the intervention is considered to be satisfactory, with excellent value for money, with only 15 per cent of the costs being spent on project management. The overall monitoring of the project was deemed satisfactory and up until the 2019 electoral process and the questioning of its results, communication between UNDP and the DPs was considered very good and there was a good flow of information.

Key Conclusion Twenty-One The overall role of the Resident Coordinator played a very important part in ensuring that there was a balance between the technical and political nature of the project, with many of the interlocutors highlighting the overall expediency of the offices and its ability to ensure good relations and a good flow of information between all key stakeholders, particularly in the lead up to the TPE.

Key Conclusion Twenty-Two: The evaluation concludes that while the decision by the project to step away from the process was correct, lessons learned indicate that other mechanisms could have been found in order to maintain some of the activities which would not impact on the UNDPs neutrality in the ensuing political process   Subsequent to the 2019 process due to the political connotations, UNDP was seen to back away from the process, and while this action was understood, DPs were disappointed at the slower pace of exchange of information and the stopping of formal meetings with the DPS on the current state of the process. While the project was deemed as open to providing information, this information was sometimes deemed as uni-directional, and some DPS expressed a desire to ensure a more bidirectional approach to the overall monitoring of the project.

Key Conclusion Twenty-Three The quality of the reports was deemed as good, and while providing a lot of information, more results-based reporting showcasing the key success of the project and achievement of targets could have been included. Monitoring tools could have benefitted from the use of more technical tools to showcase information as well as the use of human stories to illustrate where transformative change has happened.

IMPACT

Key Conclusion Twenty-four: The overall impact of the project was deemed **moderately satisfactory.** A number of positive elements were found to have emanated from the project, including the establishment of a number of systems which will continue to contribute to a more efficient and transparent electoral process in the future. Nonetheless, while there are a number of positive elements emanating from the project, such as:- collaboration between organizations, more female leadership in political parties, voter register, many of these key impacts on the process have been undermined by the results process and the ensuing distrust of MEC and its handling of the proclamation of results.

SUSTAINABILITY

Key Conclusion Twenty-Five The sustainability of the intervention is considered to be **moderately satisfactory**. While many of the results, particularly under Output One and Two are sustainable, (at least in the short to medium term) the very nature of elections, and the overall context in Malawi requires a longer term and strategized approach.

Key Conclusion Twenty-Six: In addition, while the project design incorporated a wide range of stakeholders, emphasis placed on some of the key beneficiaries over others, meant that some of the gains achieved under this intervention will need to continue to be galvanized upon in order to assure their sustainability. Furthermore, given the current context and the recent political history of the country, and the fact that MEC´s capacity has been widely supported till now, in order to ensure future sustainability of not only the results of the project but the process as a whole, a wider net of support would need to be cast and a more strategic democratic governance approach over just technical support would be required.

GENDER AND HUMAN RIGHTS

Key Conclusion Twenty-Seven: The evaluation rates this criterion as **moderately satisfactory**, given the fact that some progress has been made with numbers in the parliament and at the local level. While the evaluation found that the progress reports allude to some notable increases in women's leadership in the political parties, the evaluation concludes that women still continue to face a number of barriers to their effective participation and a more research based and integrated approach needs to be developed to better promote women's participation in politics.

Key Conclusion Twenty-Eight: The design of the project stated that both gender and youth would be prominent in the intervention and gender would be mainstreamed across the whole of the intervention. While each of the outputs did include some activities promoting gender, since the end of 2019, there have been little to no activities promoting gender. The evaluation finds the opportunity to carry on working with gender behind the scenes has been lost. Women, despite the increase in numbers in the elections, still require a strategic support to ensure better representation and access to political parties, as well as assurances that MEC has indeed acted upon the gender strategy and has made progress in these areas.

Key Conclusion Twenty- Nine: When looking at the interventions approach to youth, especially given the youth bulge in Malawi, an opportunity has once again been missed, as very few activities were really implemented to promoting youth representation across the entire process. With regards to other groups, such as persons with disabilities, the elderly, and persons with albinism, very little has been done in this regard and these were not necessarily taken into consideration in the design.

6.8. Looking towards the future

One of the key recommendations of this report is to ensure continuity of the current project into the next cycle. It is acknowledged that due to financial constraints, partly brought on by Covid, the majority of development partners will not be able to contribute to the electoral process until the latter half of 2022.

The fact that very few funds will be available until late 2022 to support any part of the electoral process, and the extent of support by the DPs is not yet clear, it would therefore be essential for UNDP to utilize access to TRAC funds in order to maintain the momentum until funding becomes clearer. A NAM which is due to take place in the second half of 2021 will outline the key parameters for continued support to the process and time will be required to draft the new project document. In light of the circumstances, a Project Implementation Plan (PIP) could be drawn up, which would give both UNDP and the DPs more flexibility and provide sufficient time to ascertain where support will be most needed in the run up to the next electoral cycle.

In line with the findings and the key conclusions of the report, the evaluation makes the following recommendations:

7. Recommendations

Recommendation	Linked to Conclusion/ criterion	Recommen dation addressed to	Comments on Recommendations	Priority Status
Granting of an extension to ensure continuity into the next electoral cycle and to bridge the support until a new project document is approved.	Relevance	UNDP and Development Partners	It is essential to ensure the continuation of the current project while a NAM is conducted and a new Project Document written and approved. DPs acknowledged that it is highly likely that they will not have sufficient funds until at least late 2022. UNDP could consider the idea of implementing a PIP, project implementation plan (Project in pipeline) in order to provide better flexibility and to further understand the key needs of each of the beneficiaries.	High
Emphasis on supporting civil society, media and key stakeholders such as religious leaders and community leaders to ensure check and balances on the overall electoral process.	Key conclusions two and four, and twenty	UNDP	This could expand to the building of capacity of particular CSOs, or the issuance of subgrants for particular activities., ensuring due diligence and a full time monitoring of the quality of the inputs of the CSOs to the project.	Medium/High
Consideration should be given to expand the outreach to key beneficiaries such as civil society, religious leaders and the media especially with regards to civic/voter education and engaging with potlicial parties	Key Conclusions Two and Fourteen and twenty three/Four and Five	UNDP	While a number of these beneficiaries did benefit from the project, a more strategic approach to include support and technical knowhow in the areas of women, youth, to promote more civic and voter education, as well as outreach to promote more effective communication between MEC and external stakeholders	Medium/High
Selected support to certain areas of MEC including support to outreach to stakeholders to build trust in the institution and build better communication and outreach tools to promote MECs transparency	Key conclusion Nine and twenty-three	UNDP	Support should be according to the needs of MEC but could include more support to mainstreaming gender, youth and other vulnerable persons across all of their work. Work should also center around how to build confidence in the institution through outreach, communication and stakeholder forums	Medium/High
A more strategic approach towards women's political participation based on research identifying the key gaps to effective political participation utilising the six step approach where appropriate/relevant. (Such an approach can be divided between different implementers ensuring a	Key Conclusion Two, Four, fourteen, fifteen, twenty-Seven and Eight	UNDP	A more informed approach needs to be undertaken. This should include the collection of baseline information on the key barriers to women's participation in politics, both cultural, political and legal. Emanating from this baseline survey, a structured programme for women's participation should be meted out. Strategic plan should be cross cutting across all components of a new project, and gender sensitive indicators need to be established under each component.	High

coordinated and consolidated approach.				
Focus on women and their empowerment and leadership by providing capacity building to both incumbents and potential leaders for the future.	Key conclusions two, four and ten, Twenty-seven and Twenty-Eight	UNDP and UN Women	Assurances should be made that activities are carried out throughout the duration of the project tenure, covering all aspects of the electoral cycle. Training could encompass leadership skills, public speaking, analysis of the laws and gender equality.	Medium
Renewed focus to youth, their empowerment and role within the electoral process.	Key Conclusion twenty-nine	UNDP	This should include outreach to a number of different groups in enhancing their participation in political parties, their role in conflict mitigation/prevention and participation asvoters	Medium/High
Continued support to CMD with a structured plan on how to implement the key recommendations from the capacity assessment	Key Conclusions seventeen	UNDP	The capacity assessment has outlined what would be required to promote a more effective Governance, administrative and managerial structure. CMD needs to be supported in this area. Nonetheless, it is essential that offers of support, are contingent on commitment by CMD to address the key weaknesses found in the Capacity Assessment. All interlocutors acknowledge the weaknesses of CMD and if they do not take ownership of the recommendations emanating from the capacity assessment, support cannot continue.	High
Renewed support to the MPS with regards to ensuring training of electoral management (technical skills on deployment, crowd management, human rights etc) of trainers to expand to the entire police force	Key conclusion eighteen	UNDP and MPS	The continuation of professionalization of the MPS should continue in order to enable training to penetrate across the country. Like was the case with MEC and CMD, there would thus be need that future designs of MECS provided for a resident technical assistance within the command of MPS for the implementation of the project. .	Medium
Ensure stronger collaboration between other security agencies such as MDF by bringing them together in a number of platforms.	Key conclusion eighteen	UNDP and MDF	Regarding the participation of other entities such as MDF, the assessment noted that MDF is traditionally involved during the electoral results management at the national tally center. However, MDF for example is not included in the Project design. In order to ensure professionalization and a common goal amongst security agencies, there would be need to open up on their role in elections and create interfaces between the MPS and MDF as well as any other security agencies. The MDF offered to support MPS with technical skills building in crowd management.	Medium
Agreement on increased governance mechanisms to ensure a "healthy and bidirectional flow of information"	Key conclusion twenty two	UNDP	The project with other DPS should agree on strengthened governance mechanisms, to ensure a "healthy and bidirectional flow of information to help inform and approve future support notably through the more	Medium/High

			regular convening of a steering committee to oversee any future action and ensure that bottlenecks and challenges to implementation are immediately discussed and DPs are informed.	
Enhance the reports by use of most significant change stories, more reference to indicators and use of gender sensitive indicators for all components.	Key conclusion seventeen	UNDP/M &E	The reports were of a high quality, but they could still benefit from showcasing key results by utilising most significant change stories and referencing to what extent indicators have been achieved. In order to mainstream gender across the whole project, more gender sensitive indicators should be utilised as well as disaggregated data when refereeing how many persons were reached.	Medium
Considerations using data in a more user-friendly format, use of info graphs to reflect where activities have taken place, persons reached etc	Key conclusions twenty-three	UNDP M & E	In order to better inform the DPs and to outreach to others, preparation of interactive PowerPoint presentations outlining key successes and achievement of indicators to date	Medium
The use of outcome mapping[45] to map outcomes particularly in complex results such as electoral reform	Key conclusion twenty-three	UNDP	This tool is a very effective tool for contexts which are ever changing and results are wholly reliant on the political context and other factors. The use of outcome mapping for electoral reform would be particularly useful in order to showcase the full range of results even if electoral reform does not progress in the way desired.	Medium

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[45] https://www.betterevaluation.org/en/plan/approach/outcome_mapping.

8. Annexes

Output 5	*Effective and efficient management, partnership formation, and monitoring and evaluation of the project.*	5.1 Number of project staff recruited on schedule	Project Records
		5.2 Number of Technical Committees and Steering Committees held	Project Records
		5.3 End of term evaluation conducted	Project Records
		5.3 End of term evaluation conducted	Project Records

8.1. Annex I – Evaluation Matrix

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
Element	Judgement Criteria	Including baseline and targets where	Documentation Review	Data collection methods /
RELEVANCE	**To what extent did the project design and objective respond to the needs of the direct and indirect beneficiaries?**			
Rationale	What did the project seek to address?	The problem statement informing the project addressed capacity issues/gaps/needs	Needs Assessment Reports/past evaluations reports/baseline survey reports	Questionnaires Literature Review/Desk Review
	To what extent would changes in the context be adapted to make the project remain relevant?	Variables such as electoral reforms, etc.	Primary Data	Questionnaires
	Extent to which the action design ensured the ownership of objectives by the key beneficiaries through the TOC and intervention logic	Level of involvement of MEC/CMD/MP officials in action design Consistency of action design with MEC policy Integration into the action's intervention logic of needs as expressed by beneficiaries and in line with previous support	NAM report Project documents MEC policy documents MEC internal needs assessment	Review of project documentation Review of key beneficiaries´ policy documents and strategic priorities KII with beneficiaries and NAM team
	Relevance of the action to UN policy and strategic priorities	Consistency of the action intervention logic with UNDAF, UN policy, UNDP strategic objectives including Gender Policy and in line with human rights	UNDAF UNDP strategic documents	Review of documentation Interviews with UN country office and EAD
	Extent to which the action design considered lessons learnt from similar support to the electoral processes and correctly identified the scope of activities	action design was explicitly informed by successes and failures of similar programmes in support of electoral processes Institutional set-up adapted to identified MEC and other beneficiaries´ capacity. Scope of the action adapted to the capacity within the country.	NAM Report Project documents Amendments to the project	Review of documentation Interviews with UN country office and EAD

Design	Was the project design effective to address the issues identified to be address by the Project	TOC/Intervention Logic addressed key issues	Project Document	Desk Review
	Was the project life span sufficient?	Number of activities not done due to time limitations Quality of implementation affected by time constraints	Reports Primary Data	Desk Review Questionnaires
	Were the activities relevant to enable the project achieve the intended objectives or results?	Number of adjustments to project activities due to relevance	Reports	Desk Review
	Robustness of the action's intervention logic	Causal links foreseen between inputs, activities, expected results and objectives proved realistic through delivery. The scope and complementarity of the action's component were commensurate with expected outcomes.	Intervention logic Revisions /amendments of Project Document	Review of project documentation KII with Project Staff and key beneficiaries
	Consideration given to Human Rights and Gender Equality issues through all components of the action.	The Intervention Logic promotes a right-based observation Gender Equality is mainstreamed in the Intervention Logic Indicators are gender disaggregated where relevant.	Project documents Identification/formulation report Monitoring and evaluation framework	Review of project documentation KII NAM, Project Team
Assumptions	Validity of assumptions and risks as initially identified	Initial assumptions realised Adequacy between risk identification including planned mitigation measures and actual obstacles in delivery.	Intervention Logic (initial) Intervention Logic (revised) Project reporting Monitoring and evaluation reports	Review of project documentation KII NAM, Project Team

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
COHERENCE	To what extent was the intervention consistent and complementary with other interventions providing electoral support in the country			
External Coherence	Coherence of the action design with existing, related interventions by other entities and other development partners with other support to the electoral process	Project design took account of existing interventions	Project formulation reports Project documents Documentation on other interventions	Review of project documentation and identification/formulation reports KII with UNDP, DPs, IFES, NDI
	Coordination with other entities providing support to the electoral process	Existence of coordination mechanisms/forums Effectiveness of coordination mechanisms/forums Frequency of coordination through delivery, where relevant	Project documents Project Reporting	Review of project documentation KII with UNDP, DP, IFES and NDI

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
EFFECTIVEN ESS	**To what extent have project objectives and results been achieved? What were the key challenges and enabling factors?**			
	Extent to which the project has contributed to enabling the MEC to be trusted as an impartial entity to credibly administer and manage elections in accordance with its national and international obligations.		EOM preliminary statements, final reports and recommendations UNDP project Document Evaluation of reforms	Comparative Robust desk review of political articles, EOM reports and UNDP project documentation Interviews of KIIS including EMB, project staff, civil society and EOMs
	Extent to which the action has strengthened women's political empowerment throughout the electoral cycle	Overall participation of women in the political process Level of electoral violence against women reported Existence of special measures for women´s political participation	EOM reports Analytical articles on the process Project Reporting Monitoring and evaluation data Statistical data	Review of project documentation Review of external articles on the electoral process as well as EOM reports KII with key stakeholders/civil society/women's groups Female parliamentarians/UN women
	Extent to which action has supported the CMD in its efforts to improve the ability of political parties to contribute to orderly elections	Existence of a sustainability strategy General perception of political parties according to reports (EOMs, News Articles)	Comparative EOM reports from 2019 and 2020 Media articles Project Reporting Monitoring and evaluation data	Robust desk review of EOM reports and recommendations, media articles KII with UNDP, CMD, political parties (where possible), CSOs and EOMs
	Extent to which the action supported the Malawi Police Service (MPS) for heightened security around elections			Robust desk review of EOM reports and recommendations

				KII with UNDP, CMD, political parties (where possible), CSOs and EOMs
	What were the key challenges and enabling factors?	(assessment derives from the above)		
	In which area was the action most successful in contributing to foster credibility of the electoral process	(assessment derives from the above)		

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
EFFICIENCY	To what extent have resources been allocated strategically and were they managed effectively?			
Use of Resources	Extent to which the activities and outputs could have been delivered with fewer resources without reducing quality and quantity.	Sufficient number of staff allocated to the project on a full time basis Quality of the staff and the experience	Financial and narrative reports Original budget Other similar interventions approaches	Robust desk review of the project documentation including financial reports and Terms of Reference KIIs with the UNDP project staff and DPs KII with EMBs and the other beneficiaries
	Extent to which the rate of delivery and issuance of the budget were timely and sufficiently effective to achieve the planned results.	Expenditure of the overall budget each year is in line with scale and scope of expected results Number of Delays in activities due to be delayed spending of budget	Financial and narrative reports Annual Work Plans	Robust desk review of the project documentation including financial reports and narrative reports KIIs with project staff KIIs with UNDP, DPs, and key beneficiaries
	Extent to which bottlenecks or challenges existed and hindered resources being used appropriately.	The budget and workplans were approved on a regular basis and in line with the workplans	Annual work Plans Narrative Reports	Robust desk review of the project documentation KIIs with Project staff, DPs and key beneficiaries

		stablished work plans are delivered on time and implemented		
Organisational efficiency	Extent to which the management/governance mechanisms established were sufficient to oversee the programmatic and financial management of the intervention.	Governance/management mechanism established and adhered to Efficient oversight of project Budget within established parameters	Steering Committee Meetings Narrative Reports Financial Reports	Robust desk review of the project documentation KIIS with project staff, UNDP, DPs and EMB
	Extent to which are workplans realistic and are they delivered in a timely manner.	Feasible workplans are developed and implemented Workplans are considered realistic and relevant Workplans are developed and approved on time	Financial and Narrative Reports Training Reports Annual Workplans	Desk review of the Project documentation KIIs with project staff, UNDP and key beneficiaries
Monitoring Efficiency	Extent to which the log frame was utilised to guide implementation and as a monitoring tool.	Baselines, indicators and targets were established Results based management reporting was utilised	Narrative reports Log Frame	Desk review including Log frame, desk review of narrative reports KIIs with UNDP, Project Staff and DPs
	Extent to which the monitoring of the results was conducted in an effective and efficiency way?	Key results were described in the narrative reports The existence of a monitoring and evaluation framework	Narrative reports Log Frame	Robust desk review of the project documentation, log frame KIIs with UNDP staff and DPs
	Extent to which the action was able to adapt to evolving needs and context.	Implementation of a risk management strategy Challenges were referred to in reports and steering committee meetings.	Narrative reports Steering committee reports Log frame	Robust desk review of the project documentation, log frame KIIs with UNDP, DPs, and key beneficiaries
	Extent to which the project management put in place mechanisms to monitor the impact of the intervention on women and other groups.	Evidence of disaggregated reporting on results Reference to gender and the progress made in the narrative reports	Intervention Logic Narrative Reports	Robust desk review of the project documentation, log frame KIIs with project staff, UNDP and key beneficiaries

	The extent which the reporting on the implementation of donor assistance was adequate.	Adherence to the templates established at the beginning of the mission	Narrative reports Templates	Project documentation, log frame KIIs with project staff and DPs

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
IMPLEMENTATION	**To what extent was the Project implemented as intended?**			
Quality of partnerships	The extent which the project activities were adopted by implementers?	Accountability lines between partners Role definition of various partners and stakeholders	Project Document Primary Data	Desk Review Questionnaires
Responsiveness of project management	What were the factors that may have influenced how well the project activities were implemented?	Divers of project success (project teams, budgets, exogenous, implementation approach, etc)	Workplans/Budgets Monitoring Reports Risk Logs Primary Data	Desk Review Questionnaires
	The extent these factors influence how well the project activities were implemented?	Time Overuns Cost Overuns Project take-off time	Workplans/Budgets Progress Reports Risk Logs Primary Data	Desk Review Questionnaires
Overall impact	Extent to which national institutions effectively support transparency, accountability, participatory democracy and human rights?	The increase in voter turnout Proportion of easts held by women in national parliament and local government Extent to which executive and legislative elections are free and credible, including impartiality of electoral laws and framework	MEC statistics on VR and voter turnout Parliament /IPU EOM reports	Extensive desk review to examine quantitative and qualitative data as well as interviews with key beneficiaries/EOMs including Malawi Electoral Support Network (MESN) and female candidates

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
SUSTAINABILTIY	To what extent did the beneficiaries take ownership of the project? Will they be able to sustain the results of the intervention (programmatically, politically and financially)?			
	Extent to which the EMBs has endorsed the results of the intervention.	Extent to which there is a development of systems and procedures at policy level Extent to which the EMBS and other key beneficiaries embrace electoral reform	Project Documentation Narrative Reports EMBs EOM reports	KIIS with EMBs key beneficiaries as well as external actors Desk review of relevant documentation
	The extent to which the financial resources will be available to sustain the benefits achieved by the project beyond its closure	The available budget to each of the entities Interest of the DPS		
	What needs to be changed to ensure sustainability? What financial, economic, social, environmental, and institutional capacities of the systems are needed to sustain the benefits?			
	Extent to which mechanisms, procedures and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development.	Number of women in MEC Implementation of gender policy	MEC reports Project Documentation Narrative Reports EMBs EOM reports	KIIS with EMBs key beneficiaries as well as external actors Desk review of relevant documentation

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
GENDER AND HUMAN RIGHTS	How well has the action addressed the issues of human rights concerns, gender inclusion, women´s equality and empowerment across all aspects of the intervention´s design, development, implementation and its management?			
	Extent to which the action has ensured that gender issues and participation of vulnerable/disadvantaged groups are mainstreamed?	Space allocated to gender and vulnerable/disadvantage groups participation in election in the activities Space allocated to gender and vulnerable/disadvantaged groups 'participation in elections in training/methodology documents	ProDoc Narrative Reports Training /workshop Reports	Desk review of EOM reports KIIS with persons trained, recipients of workshops etc
	Extent to which the rights-based approach has been followed in the identification/formulation documents?	Five principles of the RBA have been applied	ProDoc Narrative reports	Desk review to ascertain if reference has been made KIIs with UNDP
	Extent of the impact the intervention has on the permanent and real attitudinal and behavioural change conducive to HR and GE by the beneficiaries of the action?	The extent to which gender and other issues are covered in the activities and key outputs of the action	Narrative Reports	Desk review of documentation including EOM reports KIIs with key beneficiaries, CSOs, Women's Groups

8.2. Annex II – Results Table per Output

Criterion	Ranking
Relevance	Satisfactory
Coherence	Highly Satisfactory
Effectiveness	Moderately Satisfactory
Efficiency	Satisfactory
Impact	Moderately Satisfactory
Sustainability	Moderately Satisfactory
Gender and Human Rights	Moderately Satisfactory

Output One **The MEC is trusted as an impartial entity with the capacity to credibly administer and manage elections in accordance with its national and international obligations.**				*Moderately satisfactory*
Activity	*Target*	*Target Achieved*	*Comments*	*Achieved/Not Achieved/Partially Achieved*
1.1.The MEC successfully introduces administrative and management reforms and implements feasible electoral reforms prior to the 2019 elections.	*MEC functional review is conducted and 90% of internal reforms completed*	*Yes*	*Undertaking of a functional review of its management systems and structures. Support with procurement and installation of SAGE 300 Management and Accounting System Development of New Strategic Plan for MEC*	*Achieved*
1.2. Public perceptions of the MEC are transformed through more effective communications and stakeholder outreach.	*Operational plan for election reforms produced and monitored*	*Yes*	*Prior to the 2019 elections, the MEC was considered as inclusive and transparent, however the level and quality of communication changed subsequent to holding of elections 2019.*	*Partially achieved*
1.3. Enhance the professional knowledge and technical skills of the Commissioners and Secretariat Staff at all levels and build "in house" training capacity.	*Number of MEC "Master Trainers" are trained and in place*	*Yes*	*Creation of MEC in-house pool of master trainers (MTS) – recruitment and training of 237 Master Trainers (129 males and 62 females). New Commissioners came on board prior to the 2020 FPE approximately one*	*Achieved*

			month prior to the elections being held.	
1.4. Strengthen the efficiency, transparency and integrity of electoral processes for the 2019 Tripartite Elections	*NRIS is effectively adopted for VR*	*Yes*	*Three key issues – NRIS, Operations plans and roll out of a credible and transparent results transmission system.* *"enhanced the integrity of the voter register and addressed a problem which had plagued previous elections" EU EOM Final Report*	*Partially Achieved*
1.5. Strengthen electoral dispute resolution processes and mechanism	*MPLC-DPC pilot is conducted and assessment provided Number of Judges trained in revised electoral processes*	*Yes*		*Achieved*
1.6. Strengthen the capacity of the MEC to coordinate and conduct effective, nationwide, voter education campaigns prior to the 2019 Tripartite Elections		*Yes*		*Partially Achieved*
1.7. Gender mainstreaming and gender equality enhanced within the MEC and MEC´s internal processes and practices are gender sensitive.	*Gender Policy Established*	*Yes*	*However, it would be important to showcase the improvements since 2016 and develop a framework to monitor progress*	*Partially Achieved*
1.8 Anticipated Results Critical Procurement support	*Contracts for Parts established*	*Yes*		
1.9 Post Elections Review and Capacity Building	*Number of stakeholder reviews and draft laws established.*	*Partially Achieved*	*The lessons learned exercises happened but were not drafted into any type of law*	*Partially Achieved*

Output Two: Women´s political empowerment throughout the electoral cycle is strengthened		*MODERATELY SATISFACTORY*		
Activity	*Target*	*Target Achieved*	*Comments*	*Achieved/Not Achieved/Partially Achieved*
2.1. Increased community and civic understanding of gender equality and women´s right to political participation	*Number of temporary special measures for women are put in place/ 1 special measure*	*Yes*		*Partially Achieved*
2.2. Women´s capacity to conduct competitive well-resourced and innovative campaigns is enhanced	*Pilot for aspiring female candidates /pilot*	*Yes*	*Women still encounter numerous problems in ensuring that they are able to conduct a competitive campaign. Many women still withdraw or do not present themselves for candidacy for lack of support and motivation to be a candidate.*	*Partially Achieved*
2.3. Establish measures to monitor and mitigate incidents of political harassment and violence against women in politics and electoral processes	*Dialogue on electoral violence is specific to women is conducted/2 dialogues*	*Yes*		*Achieved*

Output Three: Support CMD in its efforts to improve the ability of political parties to contribute to orderly elections.	MODERATELY SATISFACTORY			
Activity	Target	Target Achieved	Comments	Achieved/Not Achieved/Partially Achieved
3.1. The capacity of the CMD as the primary forum for inter- and intra-party dialogue is strengthened and its long-term sustainability is fostered.	CMD develops a sustainability strategy that is monitored by TC/strategy Doc	Partially Achieved	There are still concerns with regards to the overall administrative and managerial capacity of CMD	Partially Achieved
3.2. Strengthen existing political party development initiatives to promote the evolution of issue-based platforms	Number of political parties that use credible primary processes for candidate selection/4	Yes	In general, it was found that there is still Little promotion of issue based platforms	Partially achieved
3.3. Promote political party policies and procedures to improve inclusion of women	Number of females and youth in party executive committee positions /25%	Yes	CMD action plan, however not yet activated and women still vulnerable to harassment and rejection and offered little real support for nomination of their candidature.	Partially Achieved
3.4. Promote political party policies and procedures to improve inclusion of youth			An action plan for continuous engagement and educating their members on need for youth to avoid violent acts. Also agreement on establishment of a cross-party platform to discuss and advocate for youth inclusion	Partially Achieved

Output Four: Capacity building of the Malawi Police Service (MPS) for heightened security around elections that contribute to less electoral violence				*MODERATELY SATISFACTORY*
Output 4: Enhance Electoral Security coordination – support to MPs:	*Target*	*Target Achieved*	*Comments*	*Achieved/Not Achieved/Partially Achieved*
4.1 Establish a strategic deployment plan for MPs human material and assets	*MPS strategic plan on elections deployment drafted*	*Yes*	*Deployment plan developed and implemented*	*Achieved*
4.2. Establish a pool of masters trainers and training materials	*Creation of pool of Master Trainers*	*Yes*	*Pool of 70 master trainers Development of a comprehensive training plan*	*Achieved*
4.3. Establish a Police Elections Command Centre at Central and regional levels	*Establishment of Police Elections Command Centre*	*Yes*	*Enhanced security coordination which ensured effective response to crisis situations during and after polling*	*Achieved*
4.4. Strategic Procurements for MPS support			*Funding and technical support , enhancing MPS capacities and capabilities for effective election policing duties.*	*Achieved*

8.3. Annex III – List of Persons Interviewed

Name	Position	Organization	Location
Maria Torres	UN Resident Coordinator	UN	Remote
Shigeki Komatsubara	UNDP Resident Representative	UNDP	Remote
Claire Medina	UN Deputy Resident Representative	UNDP	Remote
Richard Cox	CTA	UNDP	Remote
Busekese Kilembe	Programme Analyst	UNDP	Remote
Raphael Asuliwonnu	M & E Officer/DPA	UNDP	Remote
Mansour Sadeghi	Malawi Desk	UNEAD	Remote
Dan Malinovich	Elections Desk	UNDP	Remote
Clara Anayangwe	Representative	UN Women	Remote
Victor Maulidi	Project Officer	UN Women	Remote
George Major Mbewe	Programme Associate	UN Women	Remote
Ivo Hoefkens	Head of Cooperation	EEAS	Remote
Luta Shaba	Gender Advisor	UNDP	Remote
Joel Jassi	IT officer	UNDP	Remote
Jose Maria MEdina	Head of Section	EEAS	Remote
Julliette Rubenstein	Desk Officer	EEAS	Remote
David Beer	High Commissioner	DFID	Remote
Andrew Bowden	Head of Section	DFID	Remote
Ambassador Hagan Steinar	Ambassador	Embassy of Norway	Remote
Lilian Prestegard	Head of Section	Embassy of Norway	Remote
Diarmuid McClean	Head of Cooperation	Embassy of Ireland	Remote
Commissioner Linda Kunje	Commissioner	MEC	Remote
Commissioner Jean Matahanga	Commissioner	MEC	Remote
Harris potani	Deputy Chief Elections Officer	MEC	Remote
Sammy Alfandikas	CEO	MEC	Remote
Rudi Elbing	Country Rep	IFES	Remote
Rishi Data	Country Rep	NDI	Remote

Mark Stevens	Deputy Observer Coordinator	EU EOM	Remote
Steve Duwa	Director	Malawi Electoral Support	Remote
Kizito Tenghani	Director	CMD	Remote
Honourable Moses Kumkuyu	Campaign Director	Malawi Congress Party (MCP)	Blantyre
Honourable Richard Chimwendo	Youth Director	Malawi Congress Party	Lilongwe
Honourable Patricia Mkanda	Director of Women's	Malawi Congress Party	Lilongwe
Honourable Kandi Padambo	Secretary General	United Democracy Front	Blantyre
Honourable Bright Kawaga	Director of Elections	UTM Party	Blantyre
Honourable Rodgers Newa	Team Leaders-Elections Monitoring	Malawi Congress Party	Lilongwe
Honourable Ben Phiri	Former Elections Director, MP	Democratic Progressive Party	Lilongwe
Honourable Loveness Gondwe	Woman Parliamentary Candidate	UTM Party	Lilongwe
Honourable Berbert Chimulirenji	Campaign Director	Democratic Progressive Party	Lilongwe
Honourable Wakuda Kamanga	Deputy Secretary General	Alliance for Democracy	Lilongwe
Shyly Kondowe	Strategy Advsier	Peoples Party	Lilongwe
Honorable Yeremia Chihana	Member of Parliament	Alliance for Democracy	Lilongwe
Honorable Grace Tchupa	Secretary General	Alliance for Democracy	Lilongwe
Honorable Yusuf Sambo	President, Youth Wing	United Democratic Front	Blantyre
Honorable Tionge Newa	Deputy Recruitment Director	Alliance for Democracy	Lilongwe
Honorable Patricia Kaliati	Secretary General	UTM Party	Lilongwe
Honorable Jeffry Grelzerdar	Secretary General	Democratic Progressive Party	Lilongwe
Honorable Lonnie Chijere Phiri	2019 Woman Parliamentary Candidate	Democratic Progressive Party	Zomba

Honorable Naomi Kwelekwa	2019 Woman Parliamentary Candidate	Democratic Progressive Party	Mulanje
Honorable Mrs. Valeta	2019 Woman Parliamentary	Democratic Progressive Party	Nsanje
Honorable Grace Kwelepeta	2019 Parliamentary Candidate	Democratic Progressive Party	Zomba
Honorable Innocent Mbayisi	Director of Campaign	United Democratic Front	Blantyre
Honorable Clement Stambuli	Director of Elections	United Democratic Front	Lilongwe
Honorable Francseca Masamba	2019 Woman Parliamentary Candidate	United Democratic Front	Mangochi
Honorable Agness Nkusa Nkhoma	2019 Parliamentary Candidate	Malawi Congress Party	Mchinji
Honorable Nancy Mdooko	2019 Woman Parliamentary Candidate	UTM	Ntcheu
Honorable Mary Navicha	2019 Parliamentary Candidate	Democratic Progress Party	Thyolo
Honorable Oilipa Chimangeni	2019 Parliamentary Candidate	Malawi Congress Party	Ntchisi
Honorable Fyness Magonjwa	2019 Parliamentary Candidate	Democratic Progressive Party	Machinga
Honorable Martha Ngwira	2019 Woman Parliamentary Candidate	Democratic Progressive Party	Mzimba
Honorable Halima Daudi	2019 Parliamentary Candidate	Malawi Congress Party	Dowa
Honorable Esther Jolobala	2019 Woman Parliamentary Candidate	United Democratic Front	Machinga
Honorable Roseby Gadama	2019 Parliamentary Candidate	Democratic Progressive Party	Zomba
Honorable Victoria Kingston	2019 Parliamentary Candidate	United Democratic Front	Mangochi
Honorable Mary Mpanga	2019 Parliamentary Candidate	Democratic Progressive Party	Blantyre
Honorable Liana Chapota	2019 Parliamentary Candidate	Malawi Congress Party	Lilongwe
Mrs. Elipher Mvula-Banda	2019 Local Government Elections Candidate	Umodzi Party	Mzimba
Honorable Esther Majaza	2019 Parliamentary Candidate	Malawi Congress Party	Mchinji

Mr. Ollen Mwalubunju	Executive Director	National Initiative for Civic education	Lilongwe
Honorable Abida Miya	2019 Parliamentary Candidate	Malawi Congress Party	Chikwawa
Honorable Aisha Adams	2019 Parliamentary Candidate	United Democratic Front	Mangochi
Honorable Abigail Bongwe	2019 Parliamentary Candidate	Democratic Progressive Party	Zomba
Honorable Monica Chang'anamuno	2019 Parliamentary Candidate	Malawi Congress Party	Lilongwe
Mr. D. Chigwenembe	Deputy Inspector General-Operations	Malawi Police Service	Lilongwe
Mr. Davie Chilalire	Assistant Commissioner of Police (ACP)	Malawi Police Service	Lilongwe
General Vincent Nundwe	Arm Commander	Malawi Defense Force	Lilongwe
Mr. Robert Phiri	Executive Director	Public Affairs Committee	Lilongwe

8.4. Annex IV – List of documents Consulted

African Union; African Union Observation Mission to the 2019 Tripartite Elections in the Republic of Malawi Statement, Blantyre, Malawi, 2019

BDO – United Nations Development Programme Audit Report – Audit of the UNDP implementing Partner the Centre for Multiparty Democracy Funded by the EU, DFID-UK, USAID, Norway and Ireland – 1 July 2017 – 31 December 2018 – 25 June 2019

Centre for Social Research; Afro-Barometer, Summary of Results, 2020

CMD Institutional Audit Records

CMD – Interface Between Political Parties and the Police Service

CMD statement on Cross Party Agreement on the Rights of Persons with Albnisim – 14th March 2019
CMD – Peace commitment by District Governors

Centre for Multiiparty Democracy – Forensic Investigation – Forensic investigation into possible irregularities at the Centre for Mutliparty Democracy – Final Report – 27 February 2020

United Nations, Malawi; Conflict Prevention Platforms, 2019

European Union Election Observation Mission; Final Report, Malawi, 2014

European Union Election Observation Mission; Final Report, Malawi 2019

Institute of Public Opinion & Research; Political Environment Towards the 2019 Tripartite Elections in Malawi, 2018

Malawi Government – Political Parties Act No1 of 2018

Malawi Electoral Support Network; 2019 Tripartite Elections Pre-Election Observation Report IV, 2019

Malawi Electoral Support Network; MESN Verification of Presidential Results, 2019 Tripartite Elections, 2019

Malawi Electoral Support Network; MESN Log Term Observation (LTO) Report on Monitoring Violence Against Women in Elections (VAWE) and Phase Eight (Final Phase) of the Biometric Voter Registration, undated

Malawi Electoral Support Network; MESN PVT Results Estimate, 2019

National Initiative for Civic Education; Critical Issues Requiring attention to safeguard and enhance the credibility of the Electoral processes, Pre-Election Statement, 2019
Peace Commitment by District Governors

Press statement – MPS and CPD – Interface between the Malawi Police Service and Political Parties on Political Violence – 11th May 2020

Public Affairs Committee – Llongwe Peace Declaration (LPD) Tripartite Elections 2019 – 4th May 2019

The Commonwealth; Commonwealth Observer Group, Malawi Tripartite Elections Interim Statement, 2019

UN Women; 26th March-2nd April Weekly Update on Violence Against Women in Elections (VAWE), 2019

Malawi Electoral Support Network; 2019 PVT Comparison of MEC Official Results with MESN PVT Estimates for the 2019 Presidential Election, 2019

Centre for Multi-Party Democracy (CMD); Interface between Political Parties and the Malawi Police Service, Peace Resolution, February 2019

Centre for Multi-Party Democracy (CMD); Interface between Political Parties and the Malawi Police Service, Peace Resolution, May 2019

Centre for Multi-Party Democracy (CMD); Cross-Party Agreement on the Rights of Persons with Albinism, Peace Declaration, 2018

Centre for Multi-Party Democracy (CMD); District Governors Peace Declaration, 2018
Public Affairs Committee (PAC); Tripartite Elections, Peace Declaration Our Basis for Dialogue and Mediation for Peaceful Political Settlement-Celebrating Our Political Diversity with Tolerance, 2019

Malawi Electoral Commission; Functional Review, Job Evaluation and Salary Review Exercise for the Malawi Electoral Commission (MEC): Work Programme and Budget, undated

Malawi Electoral Commission; Revised Work Programme and Budget for the Functional Review, Job Evaluation and Salary Review Exercise for the Malawi Electoral Commission (MEC), undated

Malawi Electoral Commission; Code of Conduct for Accredited Civil Society Organisations (CSOs) for the 2019 Tripartite Elections, undated

Malawi Electoral Commission; Electoral Code of Conduct for Chiefs During Elections – 2019

Malawi Electoral Commission; Media Code of Conduct for Reporting Tripartite Elections – 2019

Malawi Electoral Commission; Communication Strategy 2018-2022
Malawi Electoral Commission; Strategic Plan 2018-2022

Malawi Electoral Commission; Malawi Electoral Commission Strategic Plan 2018-2022, undated
Malawi Electoral Commission; Civic and Voter Education Strategy for the 2019 Tripartite Elections and Beyond, undated

Malawi Electoral Commission; Declaration of Electoral Stakeholders on the strategies to enhance gender equality and equity in political and electoral processes in Malawi – 19th July 2018

Malawi Electoral Commission; Multi-Party Liaison Committee (MPLCs) Conflict Prevention Manual, 2017

Malawi Electoral Commission; Multi-Party Liaison Committee (MPLCs) Operational Guidelines, reviewed 2017

Malawi Electoral Commission; Code of Conduct for Political Parties and Candidates for the 2019 Tripartite Elections, undated

Malawi Government; Political Parties (Act No. 1 of 2018), 2018
Malawi Electoral Commission – Code of Conduct for Accredited Civil Society Organisations (CSOs) 2019 Tripartite Elections

MECS 2017 AWP

MECS 2018 AWP

MECS 2019 AWP

MECS 2021 AWP

Various Steering Committee minutes

Various Technical Committee mintutes 1st – 11th technical committee

United Nations Development Programme – Financial Audit Report 2019 " Malawi Electoral Cycle Support Project" (Id 00103966 (Output No. '00105748) implemented by CMD, Malawi 03 April 2020

United Nations Development Programme – Financial Audit Report 2019 " Malawi Electoral Cycle Support Project" (Id 00103966 (Output No. '00105748) 31 March 2021

United Nations; Summary of the Report of the Electoral needs Assessment Mission (NAM) deployed to Malawi from 12th to 16th September 2016, undated

United Nations Development Programme; Annual Project Activity Monitoring Metrix, 2018 Implementation Year, undated

United Nations Development Programme; Annual Project Activity Monitoring Metrix, 2019 Implementation Year, undated

United Nations Development Programme; 2019 Technical Report for Malawi Electoral Cycle Support Project, undated
United Nations Development Programme; Final 2019 Report for Malawi Electoral Cycle Support Project, undated

United Nations Development Programme; Malawi Electoral Cycle Support Project 2017-2019

United Nations Development Programme; Malawi Electoral Cycle Support Project Quarter One (1st Janaury-31st March 2019) Progress Report, April 2019

United Nations Development Programme; Malawi Electoral Cycle Support Project Quarter Two (1st April-30th June 2019) Progress Report, July 2019

United Nations Development Programme; Malawi Electoral Cycle Support Project Quarter Three (1st July-30th September 2019) Progress Report, October 2019

United Nations Development Programme; Malawi Electoral Cycle Support Project Quarter Two (1st April-30th June 2020) Progress Report, July 2020

United Nations Development Programme; Malawi Electoral Cycle Support Project Quarter Three (1st July-30th November 2020) Progress Report, September 2020

United Nations Development Programme; Malawi Electoral Cycle Support: 2017-2021, 2019

United Nations Development Programme; Malawi Electoral Cycle Support: 2017-2019, 2017

United Nations Development Programme; Malawi Electoral Cycle Support: Financial Reports 2017-2020

8.5. Annex V Gender Audit Results

1. MECs interaction with national gender machineries	**Gender analysis is not a standard practice in MEC and this limits appreciation of:** • **Gender differences in employment patterns; and** • **Gender discrimination in the terms of conditions service, and recruitment and employment practices.**	**2** **Limited extent**
2. Gender policy and strategy on equality as reflected in its Strategic Plan	There is no written Gender Policy/Strategy.	1 Not at all
3. Existing gender expertise for building gender competence	There is an imbalance of gender expertise in MEC. That is, very limited expertise in gender within the junior levels and very high levels at the high level management. This expertise at high level has not cascaded downwards within MEC. MEC has no dedicated position or focal point for gender at all levels.	2 Limited extent
4. Information and knowledge management on gender issues	There is inadequate of solid documentation of key gender practices, results, and impacts outside sex disaggregated data of staff positions and grading and registration of polling staff and registered voters.	2 Limited extent
5. Systems and instruments in use for monitoring and evaluation of gender impacts	There are no gender monitoring and evaluation instruments that can capture gender impacts of MECs programs and projects. There is no dedicated M&E officer at MEC.	1 Not at all
6. Products and public image	MEC is perceived to be a champion of "*free and fair*" electoral practices and few communication materials are gender sensitive (posters of men and women casting their vote; as well as messages encouraging men and women to vote). However, most public documents use asexual formal language.	2 Limited extent
7. Decision- making on gender mainstreaming and accountabilities mechanism on gender equality in MEC	Minimal representation of Women in decision-making positions (C6) at top management level and promotion of women categorically restricted to senior/line management positions (C5). MEC has in place standard operational policies such as: • Draft Revised conditions of service; • Recruitment Policy; and • Induction Policy Many of these policies are pending approval and need to include more gender-sensitive language.	3 Moderate extent
8. Staffing and Human Resources	MEC is making strides to balance the workforce but has not equipped them to be gender-responsive.	2 Limited extent

| 9. Organisational Culture | MEC has limited or next to no activities that can contribute to achieving nurturing a healthy organizational culture or work-life balance.

MEC operates on operational policies and guidelines often seen by staff to be selective and whilst not limited to a particular gender, rewards and team building is not on the organisation's radar. | 1 Not at all |

8.6.   Annex VI– Interview Protocols

END OF YEAR PROJECT EVALUATION OF THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP) MALAWI ELECTORAL CYCLE SUPPORT (MECS) PROJECT.

Data collection for Malawi Electoral Commission (MEC), Malawi Police, Centre for Multiparty Democracy (CMD), Political Parties and UNDP MECS Staff

Key Informant Interview guide for Direct Beneficiaries

General Information. **To be filled out by the interviewee**	
Date:	
Location: (Place or type of medium utilised for interview)	
Organization	
Title/Position in Organization/Institution	
Name:	
Gender:	
Relevant outputs of the project:	
Start & End time of interview	

Introduction and the purpose of the interview:
Introduce yourself as an independent consultant who is carrying out a final evaluation of the project and explain that you would like to find out about her/ his view and experience of the project.
Please explain that their input to the evaluation is very important as their answers will contribute to the analysis in the report which will highlight the positive and less positive aspects of the project, as well as looking at lessons learned and recommendations for the future.
Please explain that there are no right or wrong answers and it is their specific opinions that we would like to understand.
Please ask them permission to include their name in the list of persons interviewed, but please explain that the answers they give are **completely private**, and no-one will know that the answers were given by them. (If they do not want their name included, we will just mention the department and the institution.
Please explain to the person being interviewed if they do not understand a question, they can ask you and you will help to explain it better.
Please let the interviewee know that the interview will take approximately 45 mins to one hour.
Ask them if they are happy to start?

Basic Information
Name of Respondent: _____
Gender: _____
Name of Institution: _____
Location: _____
For how long (in years) have you been in involved in MECS? _____
Technical information

A. GENERAL QUESTIONS

Please elaborate your cooperation with the project.
In which output area have your organization partnered with the project?
Have you received any capacity development support from UNDP and if so, how has this strengthened your organisation?

PROJECT RELEVANCE
According to your knowledge and understanding, what did the project seek to address?

In your view, did the project design address the context, needs and priority of intended target groups?

Has the project been able to reach all target groups that it had intended to reach?

Would you comment on how the issues the project sought to address were identified? [need to probe for responses vis a vis ownership of the issues by the beneficiary institutions in the process of identifying those issues]

How would you rate the issues that the project sought to address as well as the issues you would have preferred addressed by the project? (Rank the issues, starting with the most critical and end with the least critical)

Would you suggest any other interventions, apart from the ones the project sought to implement, that you would have preferred included in the project design?

Do you think that the project considers gender equality, women's rights and minority and vulnerable groups adequately? Do you have any comments or suggestions to ensure more consideration of any of these groups?

IMPLEMENTATION
1.Have any planned activities not been implemented and if so, what have been the biggest challenges?

What have been some key learning points you have gathered as you carried out your activities? Have you had any feedback from participants involved in the activities? And adapted?

Has the project been able to reach all target groups that it had intended to reach?

Were there any unintended negative consequences of the project implementation?

Could the same results have been achieved in another way?

PROJECT EFFICIENCY AND EFFECTIVENESS

In your view, were each of the interventions the project sought to address adequately provided for? (look for any perceived gaps in the financial allocation/human resources etc)

According to your assessment, were the allocated resources utilized to achieve the intended objectives/outcomes (look for variances and explain)

Were there any incidences whereby some interventions/objectives/outcomes had to require and utilise more resources than provided for? State these

For any of the incidences stated in the (4) above please provide any plausible explanation

Would you share the effects of (4) above on project implementation (look for cost overruns and the affected interventions)?

What practical steps did the project management team put in place to remedy the effects stated in (6) above?

In your view, were all the interventions implemented on time as planned? (a) Yes (b) No

If No, would you please state the interventions which were delayed and the reasons for the delay

Would you comment on the effect of the delays stated in (a) on the rest of the project?

Would you share with us how the effects stated in (10) above were remedied by the project implementations?

What lessons would you suggest accruing for its experience?

IMPACT
Would you share with us the changes that have come as a result of the project?

Would you mention any changes that you may not link to the project (as a result of exogenous factors)

What would be your general comments regarding the effects of the project on the beneficiaries?

What avenues did women and vulnerable groups have to provide feedback on the project, or otherwise influence how and what the project was delivering?

What challenges of access for participating women and vulnerable groups were identified, monitored and addressed?

Is there evidence that the project advanced any key national human rights, gender or inclusion policies with regards to democratic governance?

Where should UNDP and others working on democratic governance focus their efforts during the next two years? Any specific visions or recommendations for beyond?

How do you think the local population perceive your work?

Overall, which were the most important or relevant changes you have noticed as a result of the project?

SUSTAINABILITY ISSUES
In your view, what measures did the project put in place to ensure that the interventions or effects of the project entwine to take place even after the end of the project?

What would you consider to be the factors that would compromise the continuity of the project interventions and effects?

What would be your general observation on the continuity of the project?

CONCLUSION

We have come to the end of our discussion; would you any other comments/suggestions/ recommendations to add?

END OF PROJECT EVALUATION OF THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)
MALAWI ELECTORAL CYCLE SUPPORT (MECS) PROJECT
DATA COLLECTION TOOL FOR WOMEN CANDIDATES IN THE 2019 TRIPARTITE ELECTION

Key Informant Interview guide for Female Parliamentarians

General Information. <u>To be filled out by the interviewee</u>	
Date:	
Location: (Place or type of medium utilised for interview)	
Organization	
Title/Position in Organization/Institution	
Name:	
Gender:	
Relevant outputs of the project:	
Start & End time of interview	

Introduction and the purpose of the interview:

Introduce yourself as an independent consultant who is carrying out a final evaluation of the project and explain that you would like to find out about her/ his view and experience of the project.

Please explain that their input to the evaluation is very important as their answers will contribute to the analysis in the report which will highlight the positive and less positive aspects of the project, as well as looking at lessons learned and recommendations for the future.

Please explain that there are no right or wrong answers and it is their specific opinions that we would like to understand.

Please ask them permission to include their name in the list of persons interviewed, but please explain that the answers they give are **completely private**, and no-one will know that the answers were given by them. (If they do not want their name included, we will just mention the department and the institution.

Please explain to the person being interviewed if they do not understand a question, they can ask you and you will help to explain it better.

Please let the interviewee know that the interview will take approximately 45 mins to one hour.

Ask them if they are happy to start?

Basic Information

Name: _____

Age: _____

Sponsor of Candidacy:

Independent   b. Political party

If sponsored by Political Party, State name of Political Party: _____

Name of elected office contested: _____

If Parliamentary Elections, name of Constituency: _____

If Local Government Elections, name of Ward: _____
Date of nomination as Candidate: _____
Level of Education
Secondary School Drop-Out _____
Secondary School Level _____
Diploma (Specify) _____
Degree (Specify) _____
None of the above (Explain) _____

General Issues:

Please elaborate your cooperation with the project.
What challenges are you as a female Candidate facing (e.g. access to resources, discriminatory attitudes, violence etc)
What do you think could be done to tackle some of these challenges?
What tools or methods could be introduced to increase the participation of women in electoral processes?
What are the key positive aspects that you have witnessed in the empowerment of women to fully engage in the political process in the last three years?
Have there been any negative aspects
What can be done to enhance the capacity of women MPs to take part in decision-making in the Parliament?
What could be done to enable future Parliaments to engage more women in its work?

Technical Issues
RELEVANCE
What type of support did you receive from the project?
Training
Provided with campaign logistics
Provided with campaign methods
Supported with nomination fees
Other (specify) _____

In your view, did the project fulfil your needs?
Yes   (b) No

Were you ever personally consulted about your needs for support?
Yes   (b) No

If you were not consulted in identifying the type of services, what would you have preferred to be included in the intervention package? Explain your suggestion

IMPLEMENTATION AND EFFECTIVENESS
To what extent do you feel the action has strengthened your empowerment as a woman?
Very High   (b) High   (c) Low   (d) Very Low

If no, what were the variations?

In the case there were variations, what would you say caused the variations stated above?

How did the variations stated above affect you?

Overall, would you say that you were satisfied with the support?

Yes   (b) No

If yes, to what extent were you satisfied?
Very High   (b) High   (c) Low   (d) Very Low

To what extent would you say that the action was mutually implemented between you and the provider of the support?
Very High   (b) High   (c) Low   (d) Very Low

IMPACT
What changes did the action bring about on your empowerment as an individual?

_____
_____
_____

In your view, did political parties that sponsored you or any other political party also benefit from the action?
Yes   (b)   No   (c) Don't Know

If Yes, how did the political parties benefit from the action?

_____
_____
_____

Would you be able to locate any changes in you that cannot be linked to the support the project gave you?

_____
_____
_____

What would you generally say about the effect of the project on you?

_____
_____
_____

SUSTAINABILITY
Do you have any more needs or would you require more training after the action was implemented?
Yes   b. No   c. Maybe

If no, what would be your explanation?

GENERAL ISSUES
Can you name three positive aspects of the support you received?

Were there any negative aspects of the support received?

Do you have any recommendations for future support?

END OF YEAR PROJECT EVALUATION OF THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP) MALAWI ELECTORAL CYCLE SUPPORT (MECS) PROJECT.

UN Agencies/EAD/Civil Society/DPs

Key Informant Interview guide for various Stakeholders

General Information. **To be filled out by the interviewee**	
Date:	
Location: (Place or type of medium utilised for interview)	
Organization	
Title/Position in Organization/Institution	
Name:	
Gender:	
Relevant outputs of the project:	
Start & End time of interview	

Introduction and the purpose of the interview:
Introduce yourself as an independent consultant who is carrying out a final evaluation of the project and explain that you would like to find out about her/ his view and experience of the project.
Please explain that their input to the evaluation is very important as their answers will contribute to the analysis in the report which will highlight the positive and less positive aspects of the project, as well as looking at lessons learned and recommendations for the future.
Please explain that there are no right or wrong answers and it is their specific opinions that we would like to understand.
Please ask them permission to include their name in the list of persons interviewed, but please explain that the answers they give are **completely private**, and no-one will know that the answers were given by them. (If they do not want their name included, we will just mention the department and the institution.
Please explain to the person being interviewed if they do not understand a question, they can ask you and you will help to explain it better.
Please let the interviewee know that the interview will take approximately 45 mins to one hour.
Ask them if they are happy to start?

Interview questions for UNDP/UN Women/EAD
To what extent is implementation matching your vision for the project? Why/why not?
Has the project been able to reach all target groups that it had intended to reach?
How has the changing context impacted on the programme implementation?
Which aspects of the project, and which of the approaches used were most successful in bringing about change and why?
How was the partnership and coordination among the UNDP, implementing partners, national and local partners, including other UN agencies and other international supporters of the electoral process?
How were implementing partners / service providers held to account for equitable and sensitive delivery of services / benefits?

What was the composition (gender, ethnicity, etc.) of project staff of implementing partners and does it reflect the diversity of project stakeholders?

What avenues did women and vulnerable groups have to provide feedback on the project, or otherwise influence how and what the project was delivering?

Is there evidence that the project advanced any key national human rights, gender or inclusion policies in the area of democratic governance?

Have you observed any unintended impact (could be negative as well as positive) of the project?

Overall, which were the most important or relevant changes you have noticed as a result of the project?

Interview questions for Civil Society

What do you consider the main challenges facing the democratic process in Malawi?

Are you familiar with this project? Is the project relevant to strengthening democratic governance in Malawi? Among the activities conducted under the project, which of them were most relevant and why? Were there any less relevant activities?

In your view what is the long-term impact made by the project activities?

Have you noticed any unintended consequences, whether negative or positive of the project? Give examples

In your view, how will the project activities contribute to electoral reform and sustaining Democratic Governance in the country?

In your opinion, has the project strengthened local/national capacity for electoral processes? If yes, in what areas?

How has this project contributed to bringing changes in cultural barriers, mindsets and traditional practices forming obstacles for women and girls and other groups to be able to participate freely in the political process of Malawi?

In which areas do you think future similar projects should focus on in the short-term (1-2 years) and longer term (3 years and beyond)?

Interview Questions for Donors

1. Please confirm which components of the project you are supporting

2. Were your views/inputs taken into account in the project design stage?

3. How satisfied are you with the communication procedures and mechanisms with the project and with UNDP?

4. Do you receive narrative and financial reports in a timely manner?

5. How satisfied are you with the results achieved by the project to date?

6. What have been the biggest challenges in the project?

7. What have been the biggest achievements in the project?

8. What are your current development priorities and how does the project fit into these?

9. What are your long-term priorities and country strategy for Malawi?

10. Why did you choose to support a UNDP project? What do you perceive UNDP's comparative advantages to be? Do you feel that you are getting value for money with UNDP?

11. Would you support a UNDP project again in the future? If not, why not?