**FINAL DRM4R PROGRAM END LINE PROGRAMME EVALUATION REPORT- 2024**

**RFP No. IC/MWI/028-2023**

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| Malawi Floods Kill at Least 50, Threaten This Year’s Crop - WSJ |

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# Acronyms and abbreviations

|  |  |
| --- | --- |
| ADRMC | Area Disaster Risk Management Committees |
| AWP | Annual Work Plan |
| BRACC | Building Resilience and Adapting Climate Change |
| CBCC | Child–Based Care Centre |
| CPD | Country Programme Document |
| DC | District Commissioner |
| DCAFS | Donor Committee on Agriculture |
| DCCMS | Climate Change and Meteorological Services |
| DDPs | District Development Plans |
| DDRMC | District Disaster Risk Management Committee |
| DFID | Department For International Development |
| DG ECHO | Directorate–General for European Civil Protection and Humanitarian Aid Operations |
| DIM | Direct Implementation Modality |
| DMO | Disaster Management Officer |
| DoDMA | Department of Disaster Management Affairs |
| DONUTS | Donor Committee on Nutrition |
| DPD | Director of Planning and Development |
| DRM | Disaster Risk Management |
| DRM4R | Disaster Risk Management for Resilience |
| DRMC | Disaster Risk Management Committee |
| DRMCRP | Disaster Risk Management and Climate Resilience Plans |
| DRMIS | Disaster Risk Management Information System |
| DRMO | Disaster Risk Management Office |
| DRR | Disaster Risk Reduction |
| ECs | Evacuation Centres |
| EPRD | European Programme for Reconstruction and Development |
| EWS | Early Warning Systems |
| FAO | Food Agriculture Organisation |
| FCDO | Foreign Commonwealth Development Office |
| GDP | Gross Domestic Product |
| GECs | Green Evacuation Centres |
| GoM | Government of Malawi |
| GVH | Group Village Headman |
| HHs | Households |
| IGA | Income Generation Activities |
| M&E | Monitoring and Evaluation |
| M-CLIMES | Modernised climate Information and Early Warning Systems |
| MDRRP | Malawi Drought Recovery and Resilience Project |
| MGDS III | Malawi Growth and Development Strategy III |
| MRCS | Malawi Red Cross Society |
| MRCS | Malawi Red Cross Society |
| NASFAM | National Smallholders Association of Malawi |
| NDPRC | National Disaster Preparedness and Relief Committee |
| NEOC | National Emergency Operations Centre |
| NGO | Non-Governmental Organizations |
| NIM | National Implementation Modality |
| NRS | National Resilience Strategy |
| ORT | Other Recurrent Transaction |
| PASSA | Participatory Approach to Self – Shelter Awareness |
| PROSPER | Promoting Sustainable Partnership for Empowered Resilience |
| PS | Principal Secretary |
| PWD | People with Disabilities |
| SBAA | UNDP Standard Basic Assistance Agreement |
| SDG | Sustainable Development Goals |
| SMART | Specific Measurable Achievable Realistic Time bound |
| SMS | Short Message Service |
| TA | Traditional Authority |
| UK | United Kingdom |
| UN | United Nations |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNDP CO | United Nations Development Fund Coordination Office |
| UNICEF | United Nations Children Fund |
| USSD | Unstructured Supplementary Service Data |
| VDC | Village Development Committee |
| WASH | Waster Sanitation and Hygiene |
| WB | World Bank |
| WFP | World Food Programme |

# EXECUTIVE SUMMARY

## Introduction

The report is an endline evaluation for the Disaster Risk Management for Resilience (DRM4R) Programme. Issues of Disaster Risk Management (DRM) are important to Malawi due to increased frequency and intensity of drought and floods between 2022 and 2024 where the country experienced 4 disasters within two years (in January 2022 Tropical Storm Ana; March 22 Cyclone Gombe; March 2023, Cyclone Freddy; and January-March 2024 El- Nino induced drought. Disasters are a concern because they disrupt people’s livelihoods, endanger human and food security, damage infrastructure, hinder socio-economic growth and development, and are responsible for increased poverty at both household and national levels. At national level, disasters tend to divert resources away from key social and economic sectors which play an important role in poverty reduction.

Previous UNDP support for Disaster Risk Reduction (DRR) focused on strengthening structures at national level including strengthening the coordination role of the Department of Disaster Management (DoDMA), and the regulatory and policy environment of DRM The support to the national structures contributed to the development of Malawi's DRM Policy; and formulation of National Resilience Strategy (2018-2030) which are very useful policy frameworks for DRM. However, there were some capacity gaps in DRM at the local authority level which affected the implementation of DRM interventions. The formulation of DRM4R Programme was therefore aimed at addressing this gap while also strengthening some systems at national level particularly monitoring and evaluation. The DRM4R was also expected to support the coordination of the sector working groups and implementation of the DRM-related pillar of the National Resilience Strategy (NRS).

## Approach and Methodology of the Evaluation

The evaluation used a participatory approaches whereby various types of stakeholders (key stakeholders and collaborators) participated in the evaluation at different levels of consultations. A total of 30 interviews were conducted. Both qualitative and quantitative data was collected using a combination of tools including desk research, key informant interviews and focus groups discussions.

## Findings

The DRM4R was well aligned to both National Priorities and Global issues. At the national level, it was aligned to the Malawi 2063, and the National Disaster Risk Management (NDRM) Policy 2015. Globally, it directly contributed to the delivery of SDG 1 (Ending poverty), SDG 11 (“**cities and human settlements safe, resilient, and sustainable**.” and SDG 5 Gender equality and empowerment).

In view of the importance of DRM to sustainable development and building of resilient communities, the design of the Programme made provision for scaling up Programme interventions through facilitation of strong collaboration and development of synergies with already existing interventions. It also made provision for the establishment of a fully functional Disaster Risk Management Offices.

To ensure Programme benefits reach the final beneficiaries, the beneficiaries of the Programme were systematically selected and included DoDMA at the national level, in partnership with the targeted seven district councils and two city councils. The ultimate beneficiaries were identified based on their vulnerability to disasters including women, youth, vulnerable groups and communities in disaster-prone local authorities who have been affected by a disaster, and leaners in primary schools in locations prone to disasters.

### Programme Performance

The assessment of the delivery of outputs used colour coding as follows: A/Blue: Very good; B/Green: Good; C/Orange: Problems; D/Red: Serious deficiencies. Details of the summarized below.

| **Assessment Variable** | **Rating** |
| --- | --- |
| Overall Programme Rating | A |
| Relevance and Design | A |
| **Effectiveness in the delivery of 3 Outputs** | B |
| * *Output 1:* Strengthened capacity for national & local- level disaster risk governance | b |
| * *Output 2:* Improved delivery of risk reduction and early recovery in disaster prone city councils and local authorities. | b |
| * *Output 3:* Improved capacity for planning, monitoring and evaluation of DRM | a |
| Efficiency | A |
| Implementation | A |
| Coherence | B |
| Sustainability | B |
| Impact | B |

**Performance scoring**

The Programme had significant positive impact on its target beneficiaries and consistently met its objectives. The evaluation data demonstrates clear success in delivering its 3 expected outputs. Overall performance is rated A because the Programme performed very well on most of its deliverables with A for Relevance, Efficiency, implementation and Impact; **B** for effectiveness, coherence and sustainability.

*Relevance and Design Performance Rating:* A/Blue: Very good. The Programme is very relevant to the needs of the beneficiaries at the national and local level. It is also well aligned to the national policies (NRS, MDGS III) and Global Issues of SDGs. Its design was also very good having considered issues of gender, age, vulnerability and disability. Its outcomes, outputs, activities and inputs are precise, and logical displaying cause effect relationship.

*Performance Rating Effectiveness:*The rating covered all the three outputs of the Programme, since effectiveness is about the delivery of results/output. Each output performance was assessed against its target indicators as presented below:

* **Effectiveness Output 1:** B/Green: Good. The Programme delivered above 55% of what it intended to deliver. Out of a target of 3 legal instruments approved and operational by 2023, only one legal instrument in the form of DRM 2023 Act was approved and seven out of nine councils have fully functional DRM offices.
* **Effectiveness Output 2:** B/Green: Good The Programme delivered above 64% of what it intended to deliver. All nine targeted councils have institutionalized DRM, have facilities and systems to facilitate early recovery from disasters and have established DRR school clubs where school children are accessing DRM social marketing tooIs. However, with the exception of one City Council, all the local and city councils performed poorly on generating disaggregated data by gender and vulnerability for hazard-prone population with reduced exposure to flooding.
* **Effectiveness Output 3:** The Programme delivered about 67%of what it was intended to deliver. All the four local authorities which were planned to have functional DRMIS linked with national level system are operational and are utilizing the system to report on disaster and resilience interventions. The system has also been installed in 5 additional councils but the system is not operational since it was installed towards the end of the Programme. Also the robust gender responsive M&E system at DoDMA is not operational.

Overall Rating Output 3: B/Green: Good, meaning that the output delivery is very good.

*Effectiveness Overall Performance Rating:* rating is B/Green: Good, meaning that the programme delivered most of what it intended to deliver for all the 3 outputs having scored a “B” for all outputs: output 1 Strengthened capacity for national and local- level disaster risk governance; output 2 Improved delivery of risk reduction and easy recovery in disaster prone urban and rural areas, and output 3 Improved capacity for planning, monitoring and evaluation of disaster risk management sector) scored ”A”.

*Efficiency Rating:* A/Blue: Very good. The Programme was efficiently delivered with an overall score of 87% measured in terms of adequacy of programme resources, cost-effectiveness, and suitability of the selected technologies. Programme resources in terms of both quantity and quality for financial and manpower were very adequate for undertaking the planned activities despite the fact that demand for funding for DRM is huge, and the devaluation of the Malawi currency which occurred in November 2023, increased the operational costs for the programme, but its effect was not significant since it came towards the end of the Programme in November 2023. The Programme Costs were cost effective compared to similar interventions, the technologies selected and implemented were suitable to the needs of the beneficiary and lastly, government counterpart inputs in terms of personnel and premises adequate.

*Implementation Rating***:** A/Blue: Very good. Programme implementation was very good with a rating of 84% delivery having developed and/or strengthened several partnerships with development partners such a FCDO, other UN agencies, NGOs, several Government projects (the MRDRMP) and non-governmental Organisations (NGOs) for improving performance of the programme. The Programme had a very supportive and responsive management which responded effectively to significant changes in the environment including the Covide\_19 pandemic in which the project functioned, which facilitated smooth programme implementation, utilization of lessons learnt from other relevant programmes/projects, and implemented recommendations from project steering committee and periodic reviews especially with regard to improving on reporting.

*Coherence Rating* B/Green: Good**:** Programme collaboration was fair having attracted partnerships and collaborators who brought additional funding to the program, with some projects directly funding some activities such as FCDO which provided direct programme support, Government of Japan and China supported recovery interventions as part of the DRM4R, while World Bank funded Malawi Drought Recovery and Resilience Project (MDRRP**)** complimented implementation of DRM4R Programme activities, and there were no issues of duplication of effort among the partners. However three collaborators raised a concern regarding lack of coordination of disaster issues at the donor and stakeholder levels.

*Sustainability Rating:* B/Green: Sustainability of Programme outcomes evolved around the use of a variety of strategies which included: strong collaborations with other Programmes which brought in complementarity in the delivery of outputs but also provided direct funding to some activities, with one of them continuing with the delivery of DRM4R benefits though to a very limited scale; establishment of fully functional DRMO offices in 7 out of the 9 councils; (iii) institutionalization of DRM and capacity building of the councils; Commitment by Government and collaborators through budget allocations to the activities of the Programme though at a limited scale; the successor Programme to DRM4R which is currently under development is a in an ideal mechanism for sustainability of the benefits realised under the DRM4R Programme.

*Impact Rating:* B/Blue: good. The impact of the Programme on beneficiaries and communities where the beneficiaries are located has been good. Beneficiary communities benefited socially and economically from the various interventions that were implemented. Drainage systems and dikes reduced incidents of flash floods, improved road infrastructure benefitted businesses with reduced transport costs. Additionally, communities benefitted from reduced incidents of diseases, reduced impact of flash floods. The evacuation centres also reduced loss of lives and provided safe temporary shelters for displaced populations. Knowledge on DRM was imparted to pupils in primary schools through DRR school clubs making pupils knowledgeable about DRR including possible actions during a disaster While at a young age and will growing with it.

### Positive and Negative unplanned effects/results

The Programme during implementation of drainage rehabilitation and DRR school club interventions, the drainage rehabilitation scaled out to other wards that were not targeted by the DRM4R Programme using community resources in Lilongwe City Council; while more DRR School clubs were established outside the Programme’s catchment area in Balaka.

One negative unplanned result occurred in Lilongwe district which was caused by rehabilitation of the drainage system whose intention was to prevent flash floods but the rehabilitated drainage did not end into the river as such it has been causing flash.

### Challenges, Strengths/Opportunities

Though Programme performance was very good, the Programme had some challenges as regards delayed funding, Covid-19 pandemic, and high staff turnover among others. On the other hand, the programme strengths and opportunities such as availability of financial and technical assistance resources from UNDP, coupled with strong collaboration and partnerships which leveraged more resources for the programme, and the use of the local/city council structures for implementation of the Programme, enhanced Programme Performance.

### Key Recommendations

***Relevance and Design*:** The design of DRM4R provided for scaling up of the interventions through collaboration and development of partnerships. The evaluation recommends that in addition to scaling up of the interventions through collaboration, more proactive approach for scaling up programme interventions s through making a provision for scaling up in the DRM4R successor programme which UNDP and DoDMA are already considering.

**Effectiveness**

*DRM Act Implementation:*The Act was passed in 2023 towards the end of the year. For full operationalization of the Act, the following are recommended:

* the regulations and guidelines including the guidelines for the DRM fund formulation should be concluded and approved for use by the relevant authorities.
* The two city councils which do not have fully functional DRMO offices should facilitate the creation of the positions in their organizational structures because disasters are here to stay

*Enhanced Institutionalization of DRM:* Though the City/Local authorities have institutionalized DRM through capacity building of the district and local level structures, the structures still require capacity building including refresher courses, and exchange visits to further institutionalize DRM in the councils**.**

*Improving Data Collection:* Another area requiring improvement is on collection of gender and vulnerability disaggregated data. Availability of gender and vulnerability disaggregated data for DRM needs is a challenge in the councils. The recommendation is to build the capacity of the city/local councils through training and coaching in collecting gender and vulnerability disaggregated data

*Scaling Out of Risk Management Information Systems (DRIMI)*: DRIMS is operational in 9 local councils. Scaling up of DRMIS**,** would enhance disaster preparedness, response, recovery and prevention by stakeholders including DoDMA. Geographically, Malawi has 28 districts, DRIMS by operating in 9 districts, is geographically limited to making a national impact. In terms of data collection frequency, the system collects information from the affected communities on the extent of the damage and the affected households’ needs immediately after a disaster, covering only one phase of disaster risk management (response phase). Disaster risk management comprises of 4 phase and these are response, recovery, prevention, and preparedness. In addition, the use of the system is limited to national and district level structures, leaving out the area structures where it would achieve the greatest impact.

The recommendation is to scale out the scope of the type of information collected to meet data needs for all phases of DRM phases, and also to include all the 28 district/city councils, including the area level structures..

*Scaling out of suitable technologies especially the evacuation centers and improved drainage Systems.* The 5 evacuation centers which were built by the Programme, play crucial role during and after a disaster of providing temporally shelter to displaced people and building community resilience through integration of disaster risk reduction processes. However the 5 evacuation centers are not adequate and capacity of the center constructed in Phalombe is not adequate considering the number of displayed people seeking shelter are more than double. In addition, some of them, their capacity of 300 households is inadequate especially for Phalombe district. The recommendation is to expand the evacuation centers to other more disaster prone districts, and for Phalombe, additional rooms should be built.

Improved drainage systems that were implemented in city councils of Lilongwe and Mzuzu reduced the incidences of floods. The drainage systems also proved to be cost-efficient technologies. The recommendation is to expand them to other uncovered areas within the city of Lilongwe and Mzuzu but also in the long term extend the coverage to all the local councils.

Catchment management approach to DRR interventions seems to be a sustainable means for addressing DRR interventions due the experienced which happened in Masenjere in Nsanje where, part of the constructed dike was washed away in 2022 by Tropical Storm Ana and Gombe because of lack of catchment protection on the upper side.

**Coherence**

*DRM Coordination:* Disaster risk management plays a crucial role in minimizing the impact of disasters and enhancing community resilience. This role involves the participation of a number of stakeholders from development partners (donors) to final beneficiaries hence coordination becomes an important aspect of DRM in order to allow for systematic action from key stakeholders. There are already existing DRM coordination structures in the form of National and District Disaster Risk Management Committees but these should be supported with additional coordination structures at donor level with UNDP taking the lead, Government and other Stakeholders coordination with Department of Disaster and Management Affairs taking the lead; and at district level, the Disaster Risk Management (DRM) Office will take the lead. For the above recommended coordination mechanisms to be effective, there is need to clearly define the coordination mechanisms which among others should include holding of regular meetings and mapping the actors in DRM at donor and stakeholder level.

In addition, DoDMA in collaboration with Ministry of Local Government should also be responsible for coordinating DRM plans development and reporting from all local authorities and have them linked to District Development Plans (DDPs) annually. The activity complemented very well with what DoDMA was already doing in the development of Disaster Risk Management and Climate Resilience Plans (DRMCRP) with support from the World Bank under the MRDRMP.

**Efficiency**

The programme designprovided for use of local and city council human resources and as part of building the capacity of local and city councils to manage projects but also resources and reporting. The approach also augured well with decentralization policy, but also the local authorities and city councils are the ones who are close to where the disasters occur.The approach should therefore be continued in future projects. However, councils which are weak should be strengthened through trainings and refresher courses, but also recruitment of interns.

On office premises, since most councils do not have adequate office space for DRMO, the councils and development partners ((Donors) should be encouraged to plan for office space provision at the district councils.

S**ustainability**

*Speedy implementation of the 2023 DRM Act is* an important sustainability mechanism because the act provides for the establishment of the Disaster risk Management trust Fund whose funds will be used for implementation of the 5 phases of the DRM including the DRIMS which is also provided for in the Act.

*Enhancement of income generation activities by evacuation centers through* capacity building activities in income generation activities by training and coaching the management committees in marketing skills for marketing of the centers to attract customers.

*Ensuring continuation of donor funding and existing support would enhance sustainability of the benefits and extend the benefits beyond DRM4R considering that the funding levels for the programme were not adequa*te to fully meet financial needs for disaster resilience.

*Capitalize on EADs connection at international level with Climate and Disaster Loss and Damage Fund as a funding window: Environmental Affairs Department is* interested to work together with DoDMA on the Fund.

Lastly *developing and strengthening existing partnerships* with other projects and NGOs would go a long way in ensuring that there is continued funding for disaster resilience from existing support such as MDRRP.

# 1.Introduction

The report is an endline evaluation report for the Disaster Risk Management for Resilience (DRM4R) Programmes commissioned by UNDP Malawi in January 2023. Malawi in recent times has been experiencing increased frequency and intensity of natural or man-made disasters, which occur in the form of floods, droughts, stormy rains, strong winds, hailstorms, landslides, earthquakes, pest infestations, diseases outbreaks, fire and accidents. The main factors responsible for disasters include: climate change as a result of greenhouse gas emissions, population growth, urbanisation and environmental degradation. Though Malawi is not a major contributor to greenhouse gas emissions, the country is a key player in human induced disasters such as deforestation and land use change. Disasters are a concern because they disrupt people’s livelihoods, endanger human and food security, damage infrastructure, hinder socio-economic growth and development, and are responsible for increased poverty at both household and national levels. At national level, disasters tend to divert resources away from key social and economic sectors which are important for reducing poverty. Between 1980 and 2023, Malawi has experienced more than 50 disasters in the form of storms, floods, landslides, and droughts[[1]](#footnote-1). The intensity of disaster occurrence has increased significantly between 2022 and 2024 where the country has experienced 4 disasters within two years (in January 2022 Tropical Storm Ana; March 22 Cyclone Gombe; March 2023, Cyclone Freddy; and January-March 2024 El- Nino induced drought.

The chronology of disasters that have occurred during the life of DRM4R Programme covering the period between 2016 to 2024 is presented below.

**Chronology of Disasters and their related impacts**

* 2015/2016: State of disaster due to drought was declared in 23 out of 28 districts due to El Nino induced severe and prolonged dry spell which significantly affected Malawi’s food supply where half the population required humanitarian assistance[[2]](#footnote-2).
* March, 2019: Government declared State of disaster due to Tropical Cyclone Idai, in 13 districts and two cities in the Southern Region and two districts in the Central Region, with 975,600 people affected by floods, 60 deaths and 672 injured[[3]](#footnote-3).
* January 2022: Declaration of disaster in all districts of Malawi that were affected by Cyclone Ana induced floods and storms, with more than 90,0000 people affected, 17,000 displaced, 20 deaths, 430 injures and 17 missing[[4]](#footnote-4).
* March 2022: Cyclone Gombe which left 7 dead, and several hundreds displaced.
* March, 2023: Declaration of disaster due to Cyclone Freddy in the Southern Region’s 16 local authorities, with 2,267,458 people affected of which 659,278 (336,252 female; 323,026 male) were displaced, 679 killed, and over 530 people declared missing by mid-March 2023[[5]](#footnote-5). The cyclone caused landslides and floods, and was the most recent wide scale disaster the country has ever experienced. The cyclone had caused a total loss of 506.7 million USD across social, productive and infrastructure sectors of which 347.2 million USD was for physical damages.
* March 23, 2024 : Declaration of disaster in 23 out of 28 country’s districts affected by the EI Nino weather, with close to 2 million farming households and 749,113 hectares of maize affected[[6]](#footnote-6).

As a result of the combined effects of droughts and floods, it is estimated that the country is losing 1.7 percent of its gross domestic product and about USD 22 million (MK 16 billion) on average every year which exacerbates poverty and creates doubts on the country’s ability to attain the recently adopted Sustainable Development Goals[[7]](#footnote-7). It is, therefore, important for Malawi to address disaster risks for the socio-economic development of the country.

What follows next is the presentation of the Endline Evaluation of the DRM4R Programme. The structure of the report comprises of the introduction section which is presented above already, section 2 presents background to the DRM4R project which sets the context of the project including its justification, section 3 presents the evaluation scope and objectives, section 4 presents the findings and conclusions of the evaluation. Finally, the report presents lessons learnt and recommendations.

# 2.0 Background and Context

DRM4R Programme was formulated to build on UNDP’s previous support to Disaster Risk Management that focused on strengthening national level structures. The support provided at national level prioritized support to DoDMA through enhancement of DoDMA’s national coordination role, and strengthening of the regulatory and policy environment. The support to the regulatory and policy environment resulted in the development of Malawi's DRM Policy, and formulation of National Resilience Strategy (2018-2030). The policy and strategy frameworks are very useful in providing guidelines for decision making with regard to disaster risk management. However, the challenge for Malawi is that, the impact of such investment has been minimal due to inadequate capacity for implementation at the local authority and sub-districts. The formulation of the DRM4R Programme was therefore aimed at addressing this gap while also strengthening some systems at the national level especially the monitoring and evaluation systems.

The monitoring and evaluation system for DRM needed to be robust enough in order for it to respond not only to country level data needs but also global data needs to which Malawi committed itself. This includes the Sendai Framework for DRR, the 2030 agenda for sustainable development and the Paris Agreement, which Government of Malawi localized through the Malawi Growth and Development Strategy III, and now, the Malawi 2063. The strengthening of the monitoring and evaluation systems aimed at improving systems for planning, monitoring and evaluating in the DRM sector, including district DRM plans. The DRM4R was also expected to support the coordination of the sector working groups and implementation of the DRM-related pillar of the National Resilience Strategy (NRS), through the joint UN Programme on resilience co-financed by DFID under the “Building Resilience and Adapting to Climate Change“ (BRACC) initiative.

The DRM4R Programme was signed on 222nd February 2019 with a total funding of 10,201,507 USD[[8]](#footnote-8). The Programme is targeting 7 local authorities (Nsanje, Chikwawa, Phalombe, Mangochi, Zomba, Balaka and Mulanje District Councils); and 2 city councils of Lilongwe and Mzuzu

## 2.1 Programme Objectives

The Programme design was made in such a way that the Programme would just make contribution to the delivery of higher national goals/priorities, and impacts as follows:

* National Priority or Goal: Malawi actively respond to climate change, prevent disasters, strengthening sustainable natural resources management and environmental protection (CPD 2019-2023).
* Related Programme Support Impact: Sustainable social and economic development resulting from reduction in losses and damages from hazards.
* Related National DRM Goal: Reducing vulnerability and enhancing resilience of population to disasters and socio-economic shocks (MGDS III DRM Goal).
* UNDAF Outcome # 7: Households have increased food and nutrition security, equitable access to healthy ecosystems and WASH and resilient livelihoods.

## 2.2 Programme Outputs and Theory of Change

The programme has 3 outputs as follows:

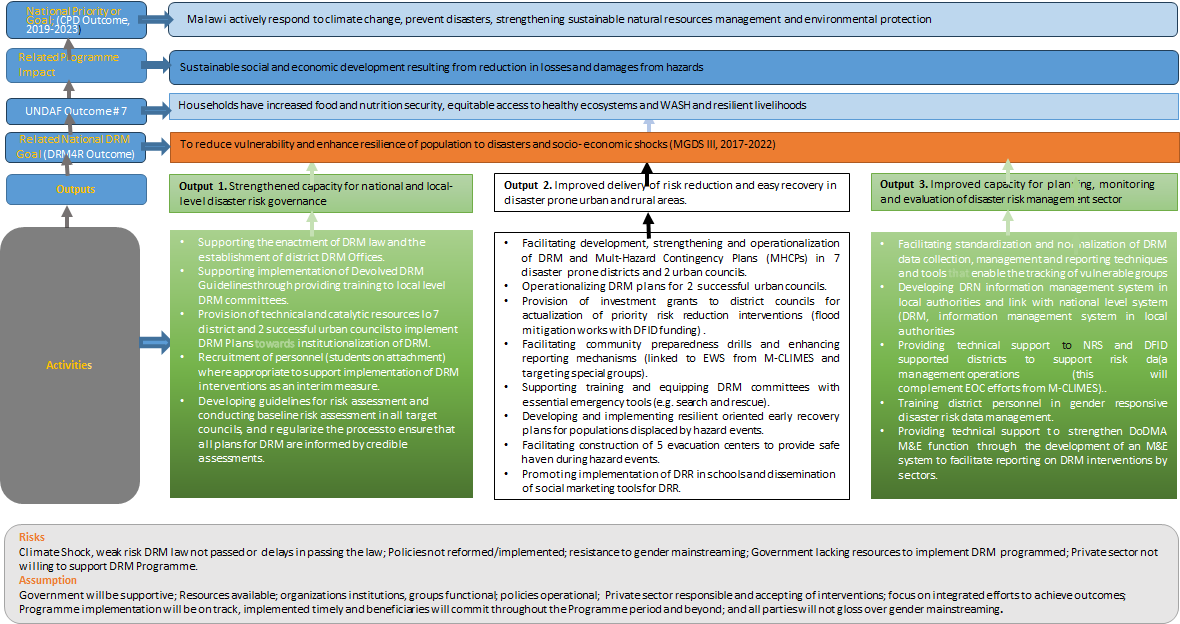
**Output 1:** Strengthened capacity for national and local- level disaster risk governance

**Output 2:** Improved delivery of risk reduction and early recovery in disaster prone urban and rural areas; and

**Output:** Improved capacity for planning, monitoring and evaluation of disaster risk management sector

Each of these outputs has a series of activities aligned to it which, if successfully implemented, would lead to the delivery of the three outputs. These would in turn contribute to the delivery of the 4 DRM4R Outcomes (refer section 2.1). This is basically the theory of change for the DRM4R Program and is presented in figure 1.

Figure 1: Theory of Change



Source: DRM4R Programme Document Theory of Change, Results Framework and Monitoring and Evaluation Matrix

# 3.0 Scope and Objectives of the Evaluation

The evaluation covered all the 7 local authorities; and 2 city councils. The evaluation is an independent assessment of the performance of the DRM4R Programme, paying attention to its outputs and outcomes measured against its targets. It has done so by determining the extent to which the Programme has achieved its outputs, determine the impact, both positive and negative of the project; the relevance of the project strategies to the development needs of the beneficiaries and global and national development goals; the effectiveness and efficiency of the project in implementing and achieving the specific expected results and analyse any factors contributing to and hindering its progress; and the extent to which gender equality, human rights and other cross-cutting issues were addressed during project design, implementation, monitoring and reporting. It has also provided lessons learnt and recommendations for improving the design and implementation of similar initiatives in future.

The evaluation also fulfiled UNDP’s accountability requirement to national stakeholders. The key national stakeholders who are also the users of the evaluation findings include: Department of Disaster Management Affairs (DoDMA), Ministry of Local Government and Rural Development, Ministry of Education and UNDP.

# 4.0 Evaluation approach and method

The evaluation used participatory approaches whereby various types of stakeholders (key stakeholders and collaborators) participated in the evaluation at different levels such as during the inception phase (for key stakeholders), and during field work for all other stakeholders.

Both qualitative and quantitative data were collected using a combination of tools to gather information including desk research which employed content analysis for reviewing documents, key informant interviews with UNDP Malawi officials and DoDMA, individual interviews, and focus groups discussions with the beneficiary communities. Below is a list of the data collection tools.

1. **Virtual Kick off meetings** and Inception Report Presentation with UNDP and DoDMA
2. **Desk Research:** The following key documents were reviewed: the Program Document (2019-2023), Annual Progress Reports, Agenda 2030, Annual Workplan, NRS (2018-2030), National Disaster Risk Management Policy (2015), UNDP Country Programme Document and 2023 DRM Act.
3. ***Field visits***: Field visits were made to Zomba, Phalombe, and Balaka local authorities and 2 urban city councils of Mzuzu and Lilongwe to interact with stakeholders about Project implementation and impact in order to obtain the necessary data.
4. **Virtual Meetings** were made with Mangochi, Nsanje, Chikwawa, and Mulanje district councils .
5. ***Focus group discussions*** were used to gather qualitative information from Project beneficiaries about their perceptions, opinions, and attitudes towards the project impact
6. ***Individual Interviews*:** These were made through one-on-one meetings with stakeholders to gather more specific information about key aspects of implementation and performance. A total of 30 stakeholders (Table 1 and Annex 2).

Table 1: Categories of Stakeholders Interviewed

|  |  |
| --- | --- |
| **Category of Stakeholder** | **No. Interviewed** |
| Public sector (Government and City/District Councils) | 17 |
| Collaborators Civil society organizations | 3 |
| Focus Group Discussions | 4 |
| individual interviews with community leaders | 3 |
| Development Partners/International Organizations | 3 |

## 4.1 Limitations of the Methodology

Due to time constraints it was not possible to visit all the councils. Out of the 9 councils, 5 were visited and 4 were interviewed virtually. All in all key stakeholders and collaborators who were planned to be consulted were reached.

# 5.0 Findings and Conclusions

## 5.1 Relevance and Design

### Policy Framework (Programme Alignment to National Priorities and SDGs

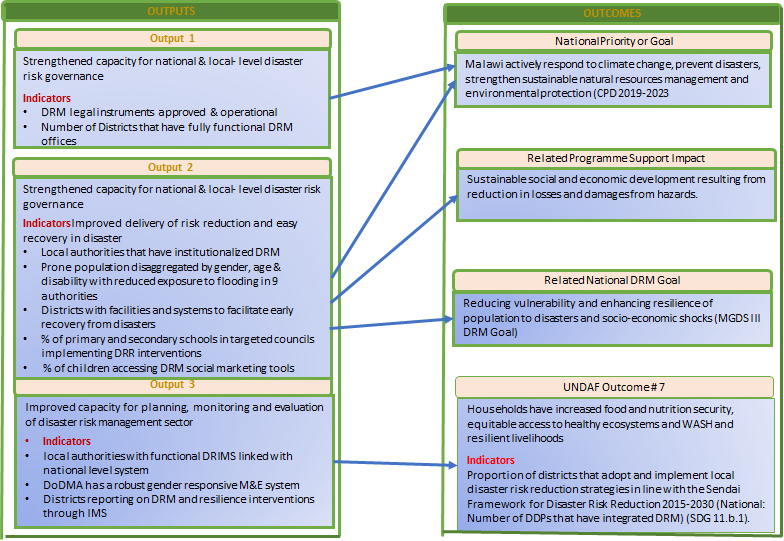
The DRM4R is well aligned to both National Priorities and Global policies such as SDGs 1 (No Poverty), SDG 5 (Gender equality) and SDG 11(Sustainable Cities and Communities) to which it is expected to contribute. The contributions to the three SDGs are achieved through the delivery of output 1 (Strengthened capacity of national and local-level actors in effective disaster risk and resilience governance; and output 2 Improved delivery of risk reduction and early recovery services in shock prone city councils and local authorities. These two outputs directly contribute to reduced poverty among rural and urban households. Lastly, the delivery of output 3 (Improved capacity for gender responsive planning, monitoring and evaluation of the disaster risk management sector), is contributing to the achievement of SDG 5 which is about achieving gender equality and empowerment of all women and girls.

The national goal and impact to which the Programme contributes, their statements capture issues of national importance of sustainable social economic development resulting from reduction in losses and damages from hazards, and reduced vulnerability and enhance resilience of population to disasters and socio- economic shocks. These issues are also clearly articulated in the National Disaster Risk Management (NDRM) Policy 2015 whose vision is a nation resilient to disasters, with a goal of sustainably reducing losses in various forms and at various levels whether at national and/or local levels. The Programme is also aligned to the National Resilience Strategy (NRS 2018-2030) under NRS pillar 2:“ Risk Reduction, flood control, drought mitigation, and early warning and response systems”. All these issues are core to the DRM4R Programme. Lastly, the Malawi 2063, which outlines the aspirations of Malawians by the year 2063, also mainstreamed the issues of disasters. The framework recognizes the recurrence of challenges posed by disasters on the economy, and environment hence the need for integration of disaster risk reduction and financing into sustainable development and planning.

### Explicitness and precision of Programme outcome and outputs Indicators

As already stated, the DRM4R Programme does not have its own goals/impacts outcomes, but it contributes to the delivery of higher national goals/priorities, and impacts as presented in Figure 2. The design of the Programme provided for outcome indicators for only UNDAF Outcome, while all the three outputs had indicators and their indicators were supposed to be by both gender and location but the majority of the indicators had only one indicator by either gender or location, and not both together. Those which had the indicators by location were only indicators for under Output 1, for functional DRMO. For example output 1 indicator number two (Number of Districts that have fully functional DRM offices). All in all, the indicators, were clear.

Figure 2: Explicitness and Precision of Programme Outcome and Outputs Indicators Linkage

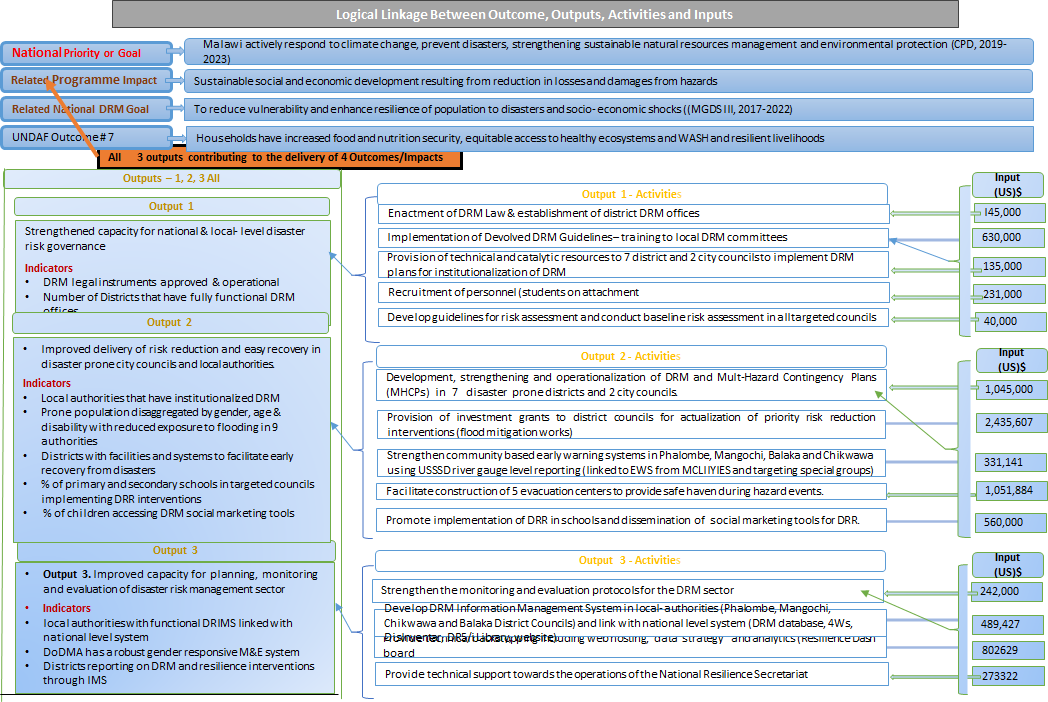


Source: Constructed from DRM4R Programme Document Results Framework

### Relationship between outcome, outputs, activities, and inputs of the Programme

The section assesses the extent to which the relationship between outcome, outputs, activities and inputs of the project were logically articulated. The results framework, Monitoring and Evaluation Matrix, the Multi Annual wok plan[[9]](#footnote-9) and the 2023 Draft Annual Workplan, all demonstrate that there is good causal effect relationship between the inputs, activities, outputs and outcomes (**figure 3)**. However, it should be noted that the four outcomes are high level outcomes, representing the desired impact whose achievement cannot all be attributed to DRM4R. DRM4R Programme outputs will therefore just make a contribution towards the delivery of the four outcomes/impacts as long as the necessary activities for the delivery of outputs which will lead to contributing to the delivery of outcome are successfully implemented, using the planned inputs for each output which are vertically linked (Figure 3 ) and the assumptions hold, then the programme will make contribution to the delivery of UNDAF Outcome # 7; Related National DRM Goal; Related Programme Impact; and National Priority or Goal.

Figure 3: Vertical Linkages between Inputs, Activities, Outputs and Outcomes



Source: DRM4R Programme Document (2019-2023), and 2023 Draft Annual Work Plan

The theory of change for the delivery of the four outcomes was through the contribution of the three outputs. It therefore follows that the Programme by strengthening capacity of the targeted 7 local Authorities and 2 city councils, improving delivery of risk reduction and easy recovery in disaster prone city councils and local authorities, andimproving the capacity for planning, monitoring and evaluation of disaster risk management sector contributed to the delivery of the four outcomes. It should be noted that the outcomes represent the desired impact, or change, the Programme is attempting to contribute to. With this statement it follows that the Programme impact to which DRM4R contributes to, is not fully dependent on the DRM4R programme, but several projects implemented by several players.

The inputs and, activities *that were planned to be* implemented, and *expected* outputs were *therefore* consistent with the theory of change and the initial design assumptions. It is therefore reasonable to conclude, that the the causal effect relationship existedbetween outcome, outputs, activities, and inputs of the Programme (Figure 3).

The Programme design identified the differentiated impacts of disasters on men and women, with women being the most vulnerable when disasters strike. The Programme design ensured that the M&E system would be gender-responsive and the local structures/committees for DRR including recruitment and community engagement were using the 60:40 gender ratio (INT12). In addition, the design of the evacuation centers also provided for gender needs for each of the 4 gender groups (women, men, girl and boys) by allocated separating them separate rooms by gender, and age(INT4, INT10, INT11).

### Extent to which the design of the Programme considerred scaling up of the Programme

The design of the programme made provision for scaling up of the Programme interventions through facilitation of strong collaboration and synergy with already existing interventions. In addition, the scaling up of the Programme interventions was also planned to be achieved through having fully functional Disaster Risk Management Offices in all the 9 targeted district/city councils with the understanding that DoDMA would adopt the structure (INT2).

### Extent to which the target beneficiaries of the Programme were identified.

The programme identified two types of beneficiaries and these were senior beneficiaries and ultimate beneficiaries. The senior beneficiaries were defined as a group of individuals representing the interests of those *who will* ultimately benefit from the Programme[[10]](#footnote-10). These were identified as DoDMA at the national level, in partnership with seven district councils and two city councils of Mzuzu and Lilongwe. Six of the 7 targeted districts with the exception of Balaka were also the National Resilience Strategy targeted districts (INT32). The ultimate beneficiaries were identified by their vulnerability to disasters comprising of women, youth, vulnerable groups and communities; and leaners in primary schools in disaster-prone local authorities (INT6, INT12, INT14).

**Performance Rating:** A/Blue: Very good. The Programme is very relevant to the needs of beneficiaries at the national and local level due to the frequent disasters Malawi is facing in recent times, but also the targeted beneficiaries had at one point experienced disasters. The Programme is also well aligned to the national policies (NRS, MDGS III replaced by Malawi 2063) and globally is aligned to SDGs 1, SDG5, and SDG 11. Its design was also very good having considered issues of gender, age and vulnerability as well as disability. Its outputs, activities and inputs are precise, and logical displaying causal effect relationship with the three outputs contributing to the 4 higher level outcomes.

## 5.2 Effectiveness

### Strengthened capacity of national and local-level disaster risk and resilience governance

The Programme intention was to strengthen the capacity for national and local level disaster risk governance through enactment of DRM law, and establishment of district Disaster Risk Management (DRM) Offices in the 9 councils.

At the national level, the Programme facilitated the enactment of the DRM Act 2023 which was passed in June 2023 and became operational on 1st November 2023. The new Act was a review of the Disaster Preparedness and Relief Act of 1991. The Act provides for the establishment of the DRM Trust Fund for use in DRM and DRR interventions. However, the development of the Regulations and Operational Guidelines for DRM Act including the guidelines for DRM fund have not been concluded. The enactment of the DRM bill gave the local authorities a legal framework for disaster risk and resilience governance (INT12). At the district level, all the 7 councils have fully functional DRM offices with 7 DRMOs in place who were each being supported by 2 Interns throughout the duration of the project until August 2023 when the internship expired. Only 2 local authorities are still maintaining two interns each under either Government scheme or volunteer basis (INT4, INT6). In addition the councils were supported with financial resources for development, implementation DRM plans; capacity building in disaster risk management , response and recovery ; and capacity building of DRM Structures at district, Area and Group Village Level (Village DRM committees), in all the targeted 2 TAs/Wards in each district/City Council in order to build community resilience (INT3, INT5, INT13, INT14).

The two city councils of Mzuzu and Lilongwe, do not have DRM officers in place (INT1). This is because in the past, it was uncommon for city councils to experience disasters, hence there was no need for DRMO officers in their organizational structures. However, recently there has been increased magnitude of disasters in the cities, necessitating the need for DRMOs (INT3, INT7). Lilongwe City Council recently, in 2023, conducted its functional review but unfortunately, the DRMO position was not included in the new organizational structure (INT7).

At the local level, there are Disaster Risk Management Committees (Previously called Civil Protection Committees) from the district/city level down to the village/ward level. These includeCity Disaster Risk Management Committees (City Level), Ward Disaster Risk Management Committees (Ward Level) (INT12), District Disaster Risk Management Committees (District Level), Area Disaster Risk Management Committees (Traditional Authority Leve) , Village Disaster Risk Management Committees, (Village Level), and 9 well informed clusters which could be activated any time when necessary (NT6).

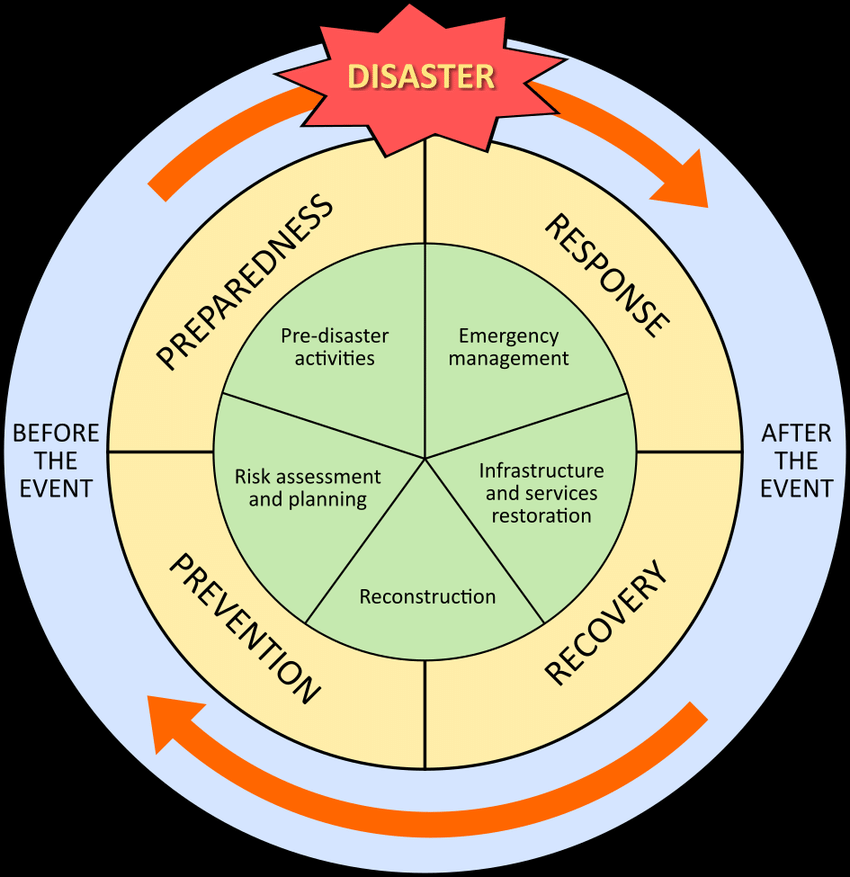
**Progress Output 1:** The Programme delivered above 55% of what it was intended to deliver. Out of a target of 3 legal instruments approved and operational by 2023, only one legal instrument in the form of DRM 2023 Act was approved. Of the nine councils, seven have fully functional DRMOs.

Overall Rating Output 1: B/Green: Good. meaning that output delivery was good with DRM Offices fully operational in 7 local authorities and DRM Act enacted.

### Improved delivery of risk reduction and early recovery services in disaster prone areas

The intended objective of the intervention was to establish DRM systems and capacity which were to lead to reduced risk and better recovery to disaster through institutionalization of DRM systems in 7 local authorities and 2 city councils, ensuring participation of the vulnerable groups (women, youth, and the disabled), establishment of facilities and systems that would facilitate early recovery from disasters; primary and secondary schools in the targeted councils implementing DRR interventions; and children accessing DRM social marketing tooIs.

The whole approach to DRM4R interventions covered 4 Disaster management phases of preparedness, response, recovery and prevention (**Figure 4**). Prevention and preparedness interventions are done before the disaster strikes while response, and recovery interventions are implemented when and after a disaster strikes.

Figure 4: Disaster Management Phases

**Disaster Prevention interventions** implemented included construction of dikes, construction/rehabilitation of drainage systems, building the capacity of the districts and local structures in risk assessment and planning whose key output was District Multi-Hazard Contingency Plans for each of the targeted districts.

The contingency plans contain key issues: *Hazards* (floods, dry spells, disease outbreak, strong winds, pest infestations); *Cluster Preparedness, Response and Early Recovery Plans for the all sectors[[11]](#footnote-11)* ); *Early Warning, Communication and Monitoring; Assessment Modalities; Response, Review and Activation and Deactivation of Plan; Coordination roles and responsibilities; and Recovery, rehabilitation and evacuation plans[[12]](#footnote-12).* The district contingency plans clearly demonstrate the multisectoral nature of Disaster Risk Resilience.

Evidence suggest that the councils have developed capacity in undertaking reviews and development of Annual contingency plans, and DRM plans (INT3, INT4, INT6). Dikes, which were designed to protect areas prone to flooding by diverting or containing excess water, were constructed in Nsanje, and Chikwawa districts (INT32). Though the dikes were still under construction in Chikwawa local authority at the time of the evaluation, the impact is already being felt. The dikes helped in diverting the water flow to its initial pathway as such there has been no flooding into the houses, and hospitals. Before the dike construction commenced, there was no control of water flow (INT14). However, at Masenjere in Nsanje, part of the constructed dike was washed away in 2022 by Tropical Storms Ana and Gombe. The storms caused damage to the 2 dikes partly due to lack of catchment management interventions (INT2). The washed away dikes have posed flooding risks to the community and public facilities at Masenjere (INT16).

In addition, the two cities of Lilongwe and Mzuzu constructed and rehabilitated storm drains in Chipasula, Mtandire and Area 49 Shire(INT12) in Lilongwe, which in Mzuzu the drainage were maintained and rehabilitated. The communities were trained on waste management, safe settlements and the construction of resilient houses; while the school children were trained on waste management (not to throw waste in the drains).

Under **preparedness** the Programme implemented interventions that aimed at reducing exposure to risk. These included institutionalization of DRM, creating awareness and briefings on disasters and actions to take during disasters through the school clubs and other local structures, establishment of early warning systems using USSD platform but the component was left in suspense; and construction of evacuation centers for providing temporal shelter to affected people when disasters strike.

Evidence suggest that DRM has been fully institutionalized at both district and local level community structures in all the 7 targeted local authorities and 2 city councils with capacity building of DRM Structures at district, Traditional Authority (TA) and Group Village Headman (GVH) level through building community resilience (INT3, INT4, INT6, INT12). However, the the community committees require more trainings/learning to boost their knowledge (INT3). The Programme also promoted DRR school clubs as means for creating awareness among schools and communities about DRR while using the DRM resource book and social marketing tools[[13]](#footnote-13) in both primary and secondary schools. The clubs helped pupils and students to improve their understanding on how they can prepare, and respond to disasters, learnt mitigation measures including planting trees; undertaking quiz, and poems during school gathering or at assembles with DRR messages reaching a large number of pupils/students (INT12, INT14, INT32).

In addition, the Programme constructed improved drainage systems in Mzuzu and Lilongwe (INT2, INT3, INT7, INT12,INT25, INT26, INT32) with the aim of facilitating efficient water flow by ensuring that excess water is efficiently channeled into rivers. Improved drains reduced clogging, thereby prevented flash floods since drains were kept clear, allowing water to flow freely. The Programme also implemented waste management interventions alongside rehabilitation of the drainage system but more efforts are needed for waste management. UNDP’s Disaster Preparedness project funded by DG-ECHO is targeting the same geographical areas in the 2 city councils, with a large component on waste management (INT2). This activity complements DRM4R efforts.

Under **Response**, the issues covered include emergency management when disaster strikes and these include activation of the Multi-Hazard Contingency Plan especially evacuating affected people from the disaster areas to the evacuation centers. The evacuation centres have been built in Phalombe (Chidala), Zomba (Saima), Mangochi (Luwembe) Balaka (Mkwekwere) and Chikwawa districts(INT 2, INT6, INT7, INT10, INT32). During the time of DRM4R implementation, the country experienced four cyclones (March, 2019: Cyclone Idai, January 2022 Tropical Storm Ana; March 22 Cyclone Gombe and March 2023 Cyclone Freddy; and one El-Nino in 2024. Chidala Evacuation Centre in Phalombe started operating in 2020 . The capacity of the evacuation center is not adequate in relation to the scale of the disasters which resulted in inappropriate use of some of the amenities in the evacuation center. For example wash rooms were also used as shelter but still there was overcrowding which led to some people being relocated to other shelters including schools. Maximum capacity for the evacuation center is 300 households, during Tropical Storm Ana in January 2022, it housed 612 HHs (1,932 people) which was double its capacity; March 2022 Cyclone Gombe found the people who were affected by Ana were still there; Cyclone Fred in 2023 - 1395 HHs (4185 people) were affected but the center could not take all of take so some were moved to another school, and the wash rooms ((INT10).

This evidence, demonstrates that the evacuation centers met the needs of the primary beneficiaries. It is clear that there is a need to revise designs in terms of capacity.

**Recovery**, is where the affected people rebuild their lives and livelihoods, resume farming and reconstruction with a consideration for construction of resilient houses (build-back-bet. The programme constructed 380 resilient houses for displaced families in Zomba and Phalombe. The resilient house designs with bills of quantities have been adopted by the Ministry of Housing and Land and are available for use by those who are unable to access services of architects and engineers to access and utilize the designs for free (INT2, INT17).

The programme also rehabilitated 2 irrigation schemes that service 600 direct users, repaired 2 water points that are utilised by 800 direct users, constructed 4 markets and boreholes.

Overall, the intervention has resulted in reduced exposure to flooding among the flood prone population disaggregated by gender, age and disability in the two cities. Only Lilongwe City provided gender disaggregated data as follows: those that have experienced reduced exposure to flooding: more than 77% of women, more than 30% men, more than 45 young women, more than 47% young men, more than 11% people with disabilities (INT12).

**Performance Rating Output 2:** The Programme delivered above 64% of what was to be delivered. All the nine councils have institutionalized DRM, have facilities and systems to facilitate early recovery from disasters,and have established DRR school clubs. Only one council has data on disaster prone population disaggregated by gender, age & disability with reduced exposure to flooding INT12). Lastly, the Programme performed extremely well on allowing the school children to access DRM social marketing tooIs for dissemination of DRR messages, with 7 out of the targeted 9 local/city councils access social marketing tools (INT3, INT4, INT5, INT6, INT12, INT13, INT16).

Overall Rating Output 2: B/Green: Good, meaning that output delivery is good.

### Improved capacity for planning, monitoring and evaluation of disaster risk management

The output was planned to be delivered through three interrelated interventions which are local authorities with functional DRMIS linked with national level system, DoDMA has a robust gender responsive M&E system, and districts reporting on DRM and resilience interventions through IMS and dashboard.

The support resulted in the development of strengthened monitoring and evaluation protocols for the DRM sector. The framework has a baseline report, an M&E framework on DRM, Sendai & MGDS reporting and performance monitoring of the DRM sector across all stages of the DRM cycle (Prevention, Preparedness, Response, Recovery). The key output is the Disaster Risk Management Information System (DRMIS) in local-authorities established that is linked with the national level system (DRM database, 4Ws, DisInventar, DRM Library, website Resilience dashboard) (INT32). DRMIS provides real-time disaster information which is important in ensuring that relevant agencies, emergency responders and communities are well-informed during crises to enable them to be better prepared and respond timely and effectively to disasters when they occur. In addition, DRMIS generates information which is used in early warning systems.

The system is functional in Phalombe, Mangochi, Chikwawa and Balaka District Councils. Lilongwe City Council and 4 other city/local councils have the system installed but is not operational. In terms of functionality and information flow, the district systems link up with national level system using digital mechanisms for reporting on DRM and resilience interventions. At the national level, the system is hosted at UNDP on behalf of DoDMA because of power challenges which affect DoDMA operations. The servers will however be transferred from UNDP to the government data center later. Those districts which do not have DRMIS in place report on disasters manually.

The robust gender responsive M&E system, is however not yet developed.

**Performance Rating Output 3:** The Programme delivered about 67%of what it was intended to deliver. All the four local authorities which were planned to have functional DRMIS linked with national level system are utilizing the system, and the system has also been installed in 5 councils though not linked the national level system. Also the robust gender responsive M&E system is not operational, but the four districts are reporting on disaster and resilience interventions using DRIMS.

Overall Rating Output 2: B/Green: Good, meaning that the output delivery is very good.

### Factors that contributed to the achievement or not of the intended outputs and outcomes

The factors are assessed in terms of challenges which hindered achievement, opportunities which are external factors that contributed to the achievement, and strengths which are internal to the Programme which facilitated delivery of the intended outputs and outcomes.

**Challenge**s

The implementation of DRM4R project faced some significant challenges which ranged from delays in receiving funding, limited geographical coverage to issues of Covid -19 which had a direct impact on the delivery of Programme outcomes.

`*Funding Challenges*

* *Delays in disbursement of funds to the district councils:* This was a major challenge which the Programme encountered (INT12. (INT3, INT5, INT7, INT12). The main contributing factors to delays in disbursement of funding related to the use of replenishment based funding system after accounting for previous funds by submitting reports on funds utilization before the next funds could be disbursed. The main contributing factor to the delays in disbursement of payment of funds to district/local councils was delays by the councils in submitting reports. Timely reporting by the councils was a challenge because some districts submitted their reports late, while funding was being disbursed once every quarter. This was also exacerbated by the funding process which involved a number of layers from UNDP to Reserve Bank to DoDMA then finally the councils (INT3). Another factor which exacerbated the problem of funding delays was the requirement for approval of the workplan by the National Disaster Preparedness and Relief Committee whose membership is made up of Principal Secretaries(PS) and whose availability to attend the meetings was always a challenge.
* *Inadequate Funding for Disaster Resilience[[14]](#footnote-14)*: The issue of funding for disaster resilience is a critical concern in the face of increasing frequency for climate related risks and natural disasters for Malawi. There are growing concerns that the available funding for resilience is not adequate to meet disaster resilience needs. Often resilience Programmes have small donor risk portfolio, with limited resources for interventions supporting disaster resilience in the country. In addition, most donors put more resources for supporting life-saving interventions than resilience building interventions (INT2).
* Funding which the local/city councils were receiving from DRMO was based on the ceilings which DRMO was providing, while the councils funding requirement for disaster resilience activities was much higher and what they received was inadequate for resilience building needs (INT3, INT14, INT16).
* *Inconsistent funding*: The funding that the councils received was not according to plan and often times the funding was delayed (INT3, INT6).

*Limited quantity of working tools for various interventions:* The challenge is related to inadequate funding A number of committees lacked working tools. Drainage maintenance committees lacked tools or where they were available, they were inadequate(INT25, INT26) due to DRR portifolio by donors.

*Transport challenges at district level*: The Programme was designed to support and enhance the existing government operations, hence on transport, the Programme provided resources for servicing Government vehicles made available to Programme activities with the aim of easing mobility problems using the existing vehicles in the councils. However, there is a challenge of lack of reliable vehicles in the councils as such for future Programmes, there is need for more comprehensive support for addressing mobility problems in the councils (INT3).

*Limited Geographical Coverage of the Programme:* The coverage for the Programme was very limited, with 2 TAs or 2 wards in each district. For example, in Chikwawa district, the project covered two Traditional Authorities (TAS) while the district has 14 TAs, in Mzuzu city the Programme covered 2 wards while the city has 15 Wards. For future interventions, the Programme should could consider increasing geographical coverage within the districts (INT30, INT12, INT14) while cognizant of the limited resources available.

*Access to DRMIS is limited to district and national level structures*. Local level structures beyond district/city council were not trained on the system and were also constrained on equipment hence were not able to use the system. Preference was for information to trickle down beyond the districts, so that when there is a disaster the local level structures (Area Disaster Risk Management Committee (ADRMC) could use the system (INT7).

*Covid-19:* The Covid-19 pandemic was an obstacle to project implementation. With restrictions on movement, lockdowns, and health concerns including social distancing which impeded the normal functioning of activities, affected both planning and execution (INT32). The requirement for social distancing increased the operational cost for activities. The Covid-19 challenges also created pressure on staffing since it was the same staff who were implementing DRM4R, who were also involved in sensitizing communities on Covid-19 (INT3).

*Other challenges which impacted the Programme negatively* include: devaluation of the Malawi Kwacha by 44% in November 2023 (INT32), that almost doubled the operational costs for the last quarter (INT13, INT14), scarcity of fuel in the last quarter of 2022[[15]](#footnote-15), staff turnover especially transfer of DRMOs (INT5, INT7); risks due to construction of houses in areas prone to flooding during heavy rains, and also construction of houses close to the riverine.

**Strengths and Opportunities**

The Programme enhanced the capacity of DoDMA in DRM programming and implementation through the provision of financial resources and technical assistance by UNDP to DoDMA for the delivery of the expected outputs. In addition, the strong collaboration which existed between DoDMA and the district/city councils sectors including district Education Management, Community Development, Health and Environment, Public Works, Transport) taking the leading role (INT2, INT12), proved to have been the best arrangement for the delivery of the outputs because the local authorities and city councils are the ones who are close to where the disasters occur. However, with the increasing frequency of disasters and increasing number of stakeholders engaging in the delivery of DRR interventions, there is need to enhance DoDMA’s coordination role (INT 6, 11, 12)

Additionary, the Programme enhanced implementation of the decentralization policy by devolution of resources to the district/city councils (INT2). In addition, the human resource capacity in the councils was strengthened with the recruitment of DRMOs and interns (INT14).

Another strength is that at the time of the evaluation, DoDMA was in discussion with the World Bank to extend the Programme to other districts through DoDMA (INT2) which will guarantee continued flow of the benefits.

### Positive and Negative unplanned effects/results

The Programme during implementation generated some unplanned positive and negative results in Lilongwe City Council and Balaka district. In Lilongwe city, the Programme targeted implementation of DRR interventions in 5 flood prone areas, but with time, the activities scaled out to other wards that were not targeted by the Programme using community resources. In Balaka, more DRR School clubs were established outside the Programme’s catchment area with 25 DRR clubs in TA Kalembo and Amidu, and 20 other schools in other TAs.

One negative unplanned result caused by rehabilitation of the drainage system whose intention was to prevent flash floods but the rehabilitated drainage did not end into the river as such it has been causing flash floods in the area near the river (INT25).

### Effectiveness of Programme Strategies in responding to the needs of the beneficiaries, especially the vulnerable population, women and youth

As already stated in section 5.1 Relevance and Design, the Programme design recognized the differentiated impacts of disasters on men and women, with women being the most vulnerable when disasters strike. The strategies employed during implementation, accordingly used strategies which ensured women through use of 60:40 ratio of which 40 was for women participation in the local committee structures with more women being at the fore front including in evacuation centers (INT7). In addition in DRR school clubs, all participants were the youth with an equal 50% ration for both girls and boys (INT12, INT14).

### Mainstreaming of human rights, gender and disability issues in implementation.

Mainstreaming of gender and disability is important for realizing the 2030 Agenda and the SDGs because they are both human rights issues that contribute to reducing poverty. Programme implementation provided equal chances to men, women, youth, elderly and physically challenged people (INT6, INT12, INT14). For instance, membership for DRR school clubs comprised of male, and female pupils with equal representation, and disabled pupils also formed part of the members

**Effectiveness Overall Performance** *Rating:* rating is B/Green: Good, meaning that the programme delivered most of what it intended to deliver for all the 3 outputs having scored a “B” for all outputs: output 1 Strengthened capacity for national and local- level disaster risk governance; output 2 Improved delivery of risk reduction and easy recovery in disaster prone urban and rural areas, and output 3 Improved capacity for planning, monitoring and evaluation of disaster risk management sector) scored ”A”.

## 5.3 Efficiency

Efficiency assesses adequacy of the project’s resources, cost-effectiveness of the interventions, suitability of the technologies and adequacy of Government’s counterparts and office premises.

### Adequacy of Programme resources (financial, manpower) quantity and quality

**Adequacy of financial resources** is crucial for the success of any Programme because it affects the overall performance of the Programme. The DRM4R financial resources that were disbursed matched the annual budgeted amount for most of the years with the exception of year 2022 where there was a small under expenditure despite the problems of delayed disbursement of funds **(Table 3).**

Table 2: % Annual Utilization of the Budget 2020-2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Activity** | 2020 | 2021 | 2022 | 2023 |
|  | Utilization  % | Utilization  % | Utilization  % | Utilization  % |
| Strengthened capacity for national and local-level disaster risk governance | 106% | 132.32% | 36% | 84.10% |
| Improved delivery of risk reduction & early recovery services in disaster prone district and city councils | 117% | 86.66% | 145% | 111.91% |
| Improved capacity for planning, monitoring and evaluation of the disaster risk management sector | 37% | 48.55% | 71% | 100.01% |
| Project management | 121% | 118.82% | 112% | 95.22% |
| **Overall Total Expenditure** | 101% | 100.85% | 93% | 99% |
| Budget Adequacy | 100% | 100% | 100% | 100% |

Source: DoDMA DRR Budget and Expenditure Report

The total cumulative budget and expenditure for 4 years is at 100% utilization meaning that all the budgeted funds were disbursed though output 3 had an overall under-expenditure of 47% and output 2 and 4 had over expenditures of 12% and 14% respectively **(Table 3 ).** The evidence, suggests that despite funding delays, the districts/ city councils were experiencing, the Programme was always catching up with the planned annual total disbursement.

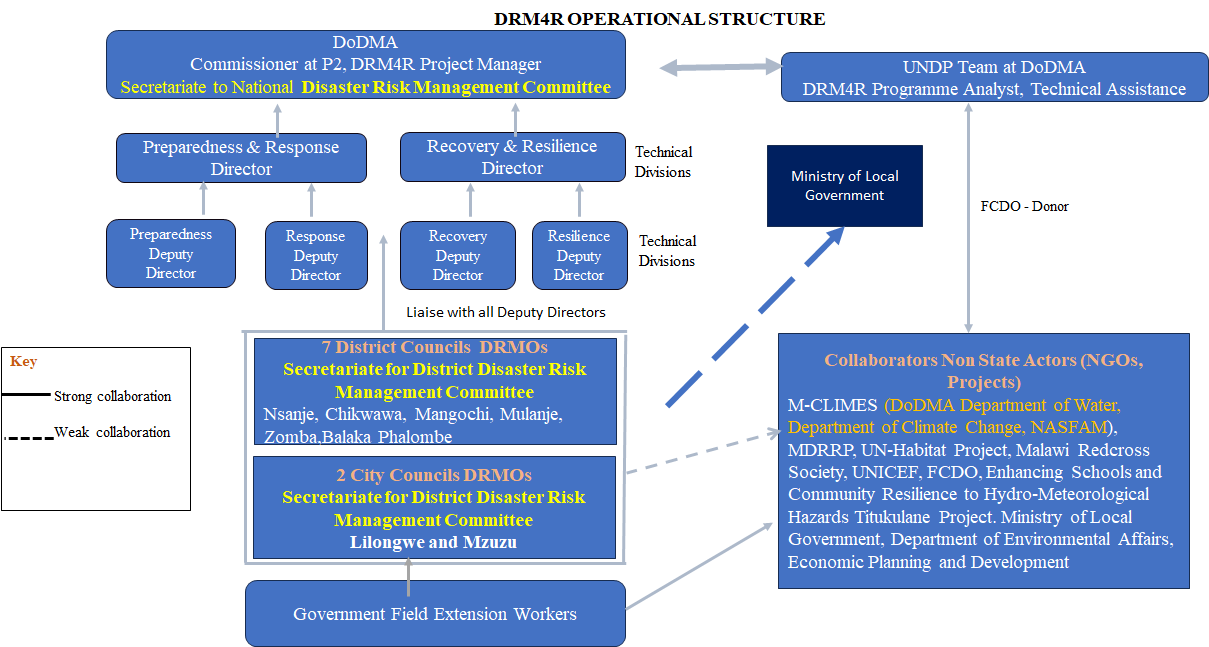
Table 3: Cumulative Total Budget and Expenditure in USD, 2020-2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Id | Output | Total Budget (2020 - 2023) (USD) | Expenditure 2020-2023 (USD) | Utilization 2020-2023 (% ) |
| 1 | Strengthened capacity for national and local- level disaster risk governance | 2,033,008 | 2,167,501.90 | 107% |
|  |
| 2 | Improved delivery of risk reduction & early recovery services in disaster prone district and city councils | 4,138,220 | 4,652,045.94 | 112% |  |
| 3 | Improved capacity for planning, monitoring and evaluation of the disaster risk management sector | 2,095,299 | 1,108,089.12 | 53% |  |
| 4 | Project management | 2,221,197 | 2,535,856.05 | 114% |  |
|  | **Total Expenditure** | 10,487,724 | 10,463,493.01 | 100% |  |

Source: DoDMA Consultations

**Adequacy** **Manpower** is another important aspect for productivity of the Programme. Less staff less productivity. The DRR Operational structure is presented in figure 5.

Figure 5: DRM4R Operational Structure



Source: Consultations with DoDMA

Starting with the National level, DoDMA’s core responsibility is coordination[[16]](#footnote-16) as presented in its Vision statement.

|  |
| --- |
| DoDMA Vision Statement |
| To become a highly reliable, efficient, effective and proactive disaster risk management coordinating institution that in turn is socially, politically and economically vibrant and sustainable. |

DoDMA’s mission also relates to its coordination role which states “To effectively coordinate the implementation of disaster risk management programmes through overseeing disaster prevention, mitigation, preparedness, response, and recovery activities. Here DoDMA does not only play a role in coordination, but also overseeing issues of DRR. DoDMA’s mandate is to coordinate and direct the implementation of DRM programmes in Malawi.

As can be noted, all the three statements of vision, mission and mandate for DoDMA points to the coordination, overseeing and directing implementation as key role for DoDMA. In order for the department to better fulfil its mandate, DoDMA has a newly approved organizational structure headed by a Commissioner at P2 level under Government employment grades, who is assisted by two directors and 4 deputy directors. The new organisational structure (**Figure 5**) is fully operational. However, the National Disaster Risk Management Committee to which DoDMA is Secretariate and has the responsibility of approving workplans and budget is not fully operational but this did not affect implementation of the Programme because members of the committee from Government side continued meeting.

At the local authority level, DRM4R Programme improved the manpower capacity with the recruitment of DRMO officer and two interns for each district. The DRMO Office is responsible for coordinating and implementation of DRM Programmes in the local/city council. The DRMO office is under Ministry of Local Government. The DRMO is, however responsible for implementing DRR Programmes at the local authority level, as such reports to DoDMA. The arrangement makes DoDMA activities to lean more towards DRR implementation.

With the closure of the Programme in December 2023, most of the district councils no longer have the two interns. The departure of the interns has created a gap in manpower at the district level. With the growing number of civil society organisations implementing DRR programmes in the districts, the DRMOs are overstretched. Where the interns are still available on voluntary basis or under Government internship, they often stand in for the DRMO at the district (INT4, INT6, INT17), which clearly demonstrates the shortage of manpower. The high staff turnover for the DRMO office further, constrains the human resource capacity at the district level, and contributes to the delays in report submission to DoDMA because the new staff has to learn about the Programme (INT3).

Weak collaboration which exists between DoDMA and national collaborators, and district/city councils with the civil society organisations which implement DRR interventions identified in section 5.5 of this report, exacerbates the problem of manpower shortage, this is however notwithstanding the fact that there are technical committees on DRR at national and district levels but some stakeholders do not attend such meetings. The loose collaboration does not promote leveraging of resources whether be it manpower or financial. At the community level the collaboration between Government field extension workers and the civil society organisations is very strong but its effectiveness on leveraging manpower from civil society organisations is not there because the Government field extension workers interface with the CSOs aims at rationalising Government work and CSOs to the advantage of the CSOs, thereby further constraining the available manpower for Government.

The manpower capacity shortage is critical. The available manpower is not adequate and is heavily constrained by DoDMA’s active role in implementation of the DRR Programmes (INT1, INT11), through the DRMO at the district It is therefore difficult for DoDMA to restrict its role to coordination, overseeing and directing implementation, unless the role of DRMO mirrors the coordination role for DoDMA.

However, it should also be noted that the office of DRMO is also supported by other departments at the councils such as health, agriculture, engineers, transport and logistics among others (INT5, INT6) when disasters strike and during recovery.

### Cost-effectiveness of Programme Costs compared to similar interventions

Assessment of cost effectiveness of a programme is about estimating costs incurred for an intervention that was implemented by DRM4R and comparing that cost to similar interventions implemented by another project. Projects which had implemented similar interventions with DRM4R include Titukulane in Mangochi where dikes were constructed, and school clubs established; MRCS implemented early warning systems, drainage cleaning and DRR school clubs; and Habitat for Humanity implemented drainage rehabilitation intervention.

Accessing costs for various interventions implemented was a challenge for most stakeholders including the local authorities. Habitat for Humanity (Strengthening all Inclusive Disaster Preparedness and Linking Early Warning to Early Action Project) in Mzuzu, and Lilongwe city council provided cost for drainage rehabilitation in Malawi Kwacha and USD is presented in **Table 4.**The cost of rehabilitating drainage for DRM4R (Lilongwe City Council) ranges between K82,862.07 (70 USD) and K65,106.99 (55 USD) per meter while Habitat for Humanity costs K1,000,000 (588USD) per meter in Mzuzu. The results show that drainage rehabilitation costs by DRM4R are over ten times cost effective compared to Habitat for Humanity costs in Mzuzu though Mzuzu and Lilongwe are in two different geographical places, the findings remain valid because of the wide gap.

Table 4: Water Drainage System Rehabilitation Works Cost

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Name of Drainage and Place | Distance Covered | Tota Cost | Average Cost/Metre | Average Cost/Metre |
| (Metres) | (MK) | (MK) | USD |
| Mzuzu Habitat for Humanity | 50 | 50,000,000 | 1,000,000 | 588 |
| Lilongwe Masanya Building Contractor Kaliyeka (300 metres and Mtandire (450 metres) = 750 Metres | 783 | 64,881,000 | 82,862 | 70 |
| CASONE Contractor New Shire in Area 49 | 700 | 45,574,893 | 65,107 | 55 |
| October Malawi Kwacha per USD |  |  | 1180.29 |  |
| January Malawi Kwacha Exchange rate |  |  | 1700 |  |

Source: 1.Consultations with DoDMA, Lilongwe City Council, Mzuzu Habitat for Humanity

2. [Financial Data - Reserve Bank of Malawi (rbm.mw)](https://www.rbm.mw/Statistics/FinancialData)

### Suitability of the technologies selected (any innovations adopted if any)

*Innovative Evacuation Centers:* The 5 evacuation centers which were constructed are suitable and innovative for its purpose. They are suitable because they used the green technologies of cement blocks and solar powered electricity (INT10). The blocks are durable/resilient hence can better withstand natural disasters such as floods; and their maintenance cost are low. The use of solar energy also makes them environmentally friendly. In addition, the evacuation centers are innovative because they are used as multipurpose buildings which are not only used as shelters during disasters but are also used for Income Generation Activities (IGA) when there are no disasters (INT7). The resources generated are used for maintaining the structures. Some centers are doing better than others in generating income due to lack of marketing skills.

The other innovative technology is the DRR School clubs (INT14, INT16). The innovation is from the fact that the pupils are being introduced to DRR at a young age which means the issues of DRR will grow with them, and will likely make long-term impact in their lives.

Dikes construction is also an innovative technology (INT14) because they take the river back to its original course.

Lastly the approved safe house designs which comes with Bills of Quantities will facilitate their adoption by people who would want to build resilient houses but cannot afford to access services of architects and engineers.

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### Adequacy of delivery of government counterpart inputs (personnel and premises)

The Programme had 100% delivery by Government from planning to annual workplan. No activity would go ahead without the Steering Committee approving the annual work plan. The design but also UNDP operations require Government Input. All these were possible because of the availability of Government counterpart staff inputs (INT14).

Adequacy of programme resources has been assessed in terms of adequacy of physical premises with regard to office space. Only 3 of the 9 DRMO offices had adequate space (int14, int12, int16).All the other offices share offices with different experts. For example Mangochi DRMO office houses 3 experts Economist, Environment, and DRMO plus 2 interns for each officer. Nsanje DRMO office has 3 or 4 tables (only disaster staff) while Mulanje share with three or four experts of different specialities. Mzuzu office space is also not adequate but will soon have state of the art offices.

**Progress Efficiency:** The Programme has been efficiently delivered having met the efficiency criteria with 87% delivery with 75% adequacy of Programme resources (financial, manpower) in terms of both quantity and quality, 100% cost-effectiveness of Programme Costs compared to similar interventions, 100% suitability of the technologies selected, and 75% adequacy of delivery of government counterpart inputs in terms of personnel and premises adequate.

**Overall efficiency rating** is A/Blue: Very good, meaning that outcome delivery is very satisfactory.

## 5.4 Implementation

Implementation assessed the extent to which different categories of project stakeholders supported the Programme through development or strengthening of partnerships, responsiveness of project management to significant changes in the environment, utilization of lessons learnt from other relevant programmes, extent to which Programme oversight structures were supportive, and recommendations from the project steering committee and periodic reviews were implemented.

### Partnerships Developed or strengthened to improve the performance of project implementation

Partnership development and strengthening was a key strategy for improving performance and upscaling of DRM4R interventions. The plan was that Programme implementation was going to be done in partnership with DoDMA, city/district councils, academia, private sector, civil society organizations, other UN agencies such as UNICEF, and FAO among others. The Programme did manage to create several partnerships with nine city /district councils, Government Departments and Projects, beneficiary communities in the two TAs/Wards in the targeted nine city/district councils, Development Partners/Donors and civil society organizations. The participation of the stakeholders in the partnerships was at different levels.

***DoDMA:*** DoDMA’s mandate is to coordinate all DRM interventions in Malawi in the public sector as well as among non-state actors. In order to enhance the capacity of DoDMA, UNDP previous support to DoDMA focussed on strengthening its capacity. During the implementation of DRM4R, DoDMA had been very effective in developing partnerships with the city/district councils who had the mandate to implement DRM4R at the local level, and Government Projects (INT22) with the support of UNDP funding and Technical Assistance team based at DoDMA. Through the partnership, with UNDP support, the Programme managed to leverage resources for Supporting DRM training of civil protection committees, procurement of Early Warning Equipment, development of contingency plans for the Councils, DoDMA Multi-Year Investment Plan development of guidelines on mainstreaming of DRR by DoDMA, development of the DRM Bill and conducting of Multi-Hazard Risk Assessment Study which will be ready by July 2024 (INT22).

However DoDMA’s role in coordinating non-state actors has not been so effective. The problem of weak national coordination system for DRM still exists [[17]](#footnote-17) despite building its capacity. It has been common to see multiple stakeholders implementing parallel DRM interventions. For example in Zomba and Mangochi, where DRM4R operates, Titukulane Project is also operating in the same TAs with no evidence to support any form of partnership (INT21). In Zomba the DRM4R Programme was not presented at the district Disaster Risk Management Committee (DRMC) meeting/forum where they share plans to reduce duplication of resources so that many beneficiaries can get reached (INT4, INT21).

UNDP , UNDP is mandated to take a leading role on issues of Disaster Risk Management. Globally, UNDP is the global cluster lead on early recovery. In Malawi UNDP is mandated to support coordination of DRM, capacity building and coordination structures at all levels, risk assessments and contingency planning, including provision of sustainable solutions so that the targeted communities become self-reliance and resilience.

Higher level partnerships have been developed between UNDP and key development partners. This resulted in UNDP leveraging resources from FCDO for construction of evacuation centers in four districts of Chikwawa, Phalombe, Mangochi and Balaka for people affected with disasters. This was complemented with training of the evacuation centre committees to enable them to develop sustainable action plans on how they will use the facilities when disasters strike, and how they can sustain and rehabilitate the facilities. The construction of two dikes in Chikwawa along the river banks ensured that communities are protected from floods; development and implementation of DRMIS in the same 4 districts with the aim of building their capacity in data collection and sending to DoDMA to facilitate informed decision making. In addition, the districts/city councils and communities benefited through training to districts and village committees on how to use the DRMIS; training the communities to support data collection on types of disasters, number of people affected by vulnerability. DRMIS is now being recommended for upscaling to all districts (INT11).

UNDP also leveraged funding for development and review of DRM Act, Chikwawa – capacity building on information, needs assessment, improving reporting and analysis of data in coming up with reports, orientation of DRMOs on core commitments for children in emergencies which are already identified, and access to safe water for WASH – using already predefined indicators (INT33)

At the donor level, there are some weaknesses in DRM partnerships coordination mainly due to lack of a mechanism for coordinating development partners supporting DRM, lack of systematic information sharing among the development partners on who is supporting what which is also exacerbated by lack of detail on what the actual Programmes development partners were supporting (INT11, INT33). The fragmentation of actors in DRM creates pressure on partners, trying to sort out who is doing what on individual basis (INT33) which detracts them from undertaking their core functions.

In order to strengthen DRM coordination at both donor and stakeholder level the partners are of the view that there should be a better coordination system for strengthening information sharing and coordination at all levels from UNDP down to DoDMA with DoDMA sharing information with its collaborators and UNDP sharing information with development partners which could be done best by establishing a donor committee on DRM in a similar manner like the Donor Committee on Agriculture and Food Security (DCAFs).

It is anticipated that with improved coordination of partners, there will be reduced transaction costs, and expand benefits accruing from diverse integrated interventions for disaster risk management.

### Responsiveness of project management to significant changes in the environment

The project management was very flexible with its management style. This was clearly demonstrated during Covid-19 pandemic and when disasters strike. The project started in 2019 October/November, Covid 19 started in 2019 but the country declared a disaster in 2020. DoDMA was responsible for Covid 19 responses using the same structures that DRM4R was using such as schools and hospitals to prepare peoples’ minds to get ready for covid-19 (INT3). Because of Covid-19, all projects ceased operations. The management was flexible enough but would not allow compromising the health of staff. As a result, in the early days all activities were stopped including school clubs (INT13), and when conditions improved, other less strict measures were introduced such as reducing the number of participants on all DRM4R activities due to covid-19 social distance requirements (INT14). When a disaster strikes , management allowed people to take heed of what to do during disaster i.e. vacating the risky areas before disaster strikes; read or observe early warning signs and take action, and quick response to situation by the Ward Disaster Management Committees (WDMCs) when disaster happen (INT12).

### Utilization of lessons learnt from other relevant programmes/projects

Previous DRR Programme support (2012-2016) focused on upstream for achievement of requisite capacities in the areas of legal and institutional mechanisms at national level especially for DoDMA. This was at the expense of structures at the local authority level.

UNDP has supported DoDMA with funding for Disaster Support Programme (2012-2016 and bridging Programme 2017/2018. The Programme focused on strengthening governance at national level (DoDMA and other national institutions, at the expense of supporting community led governance structures where disasters take place (INT2). This weakness was clearly exposed during the 2015 floods and 2015/16 drought where the country experienced a combination of disasters (late onset of rains, prolonged dry spells, and incidence of floods across regions of the country)[[18]](#footnote-18) but the local structures could not respond effectively. This is where a decision was made to support governance at national and local level. In addition, the officers who were responsible for DRR were Assistant Relief and Rehabilitation officers who were just desk officers and were leading DRR activities depending on need (INT2).

The DRM4R Programme design therefore incorporated interventions that focussed on downstream support by supporting establishment of fully functional model district DRM systems and ensuring impact in disaster prone city councils and local authorities. DRM4R now brought in a lot of support for the functionality of DRM offices – officers, interns, operational support and capacity building. The plan worked, most districts have DRM Officers who were employed for district councils and not city councils because they do not have the position in their structure because disasters were mainly for the rural councils (INT3, INT7).

### Extent to which Programme oversight structures were supportive

The oversight structures were very supportive. The programme used the existing national disaster relief rehabilitation structures. Most projects have independent structures, and DoDMA decided to use existing structures for all DRM Programmes for ownership of the programme. The challenge however is that the committee is composed of PSs who often delegate, which makes their availability a challenge for decision making hence resulted in delayed funding for some annual workplans because of late approvals of the workplans (INT2).

### Effectiveness and impact of UNDP CO and DoDMA Role in Programme Implementation and its impact (positive and negative) on Programme delivery

UNDP expected roles in the programme included capacity building and support to governance structures at the project board and project steering committee levels, risk assessments and contingency planning, provision of sustainable solutions to disaster management through establishment of fully functional model district DRM systems in order to ensure impact at the sub-national levels in disaster prone urban rural councils by building capacity of targeted communities to become self-reliance and resilience. UNDP as a global cluster lead, also provided global support to DRM4R on early recovery interventions.

UNDP achieved the expected impacts through its very pronounced role in mobilizing resources from donors such as Japan, China and FCDO using National Implementation Modality (NIM) and Direct Implementation Modality (DIM). NIM is used for low-risk projects. It uses the replenishment system based on usage. The system gives the national institutions full responsibility for implementing the Programme using the national systems for procurement and monitoring as long as they follow UNDP rules (INT28). The only challenge with NIM is delayed disbursement of funds due to late reporting by the local and city authorities, and late approval of the workplans by the National Governing Structures (INT2, INT3, INT28).

DIM implementation modality is used for high-risk projects such as large procurements to ensure accountability, but also where foreign currency is required for imports. The system involves UNDP directly subcontracting a contractor, allowing UNDP to implement certain interventions, especially those that are highly technical, or want to implement within a specified time frame (INT28).

UNDP also provided Technical Assistance to DoDMA through the provision of a Finance Officer, a Programme Officer, and Engineers

### Extent to which recommendations from the project steering committee and periodic reviews were Implemented

National Disaster Preparedness and Relief Committee, which is an existing committee on Disasters was the Programme steering committee for DRM4R. The committee did make some recommendations about the need for timely implementation of the Programme activities (INT2) in 2019. The committee made this recommendation due to the delays which it observed in Programme implementation: Project implementation commenced in the second half of 2019, the use of direct payment and late approval of planned activities by UNDP slowed down the implementation of activities; delayed submission of 2019 work plans, and delayed opening of bank accounts by the local authorities which resulted in the councils not receiving their funds[[19]](#footnote-19). Though some of the key stakeholders have indicated that the Programme took into consideration recommendations from Steering Committee, for example delivering Programme activities within time (INT2), this is in contrast with the findings from the nine local and city authorities and the NDPRC[[20]](#footnote-20), who have complained about delayed funding (INT3). The problem of delayed funding has also been collaborated by other stakeholders (INT29).

**Progress Implementation:** Programme implementation has been good with a rating of 84% delivery having developed and strengthened several partnerships for improving the performance of project implementation. Project Management had also been very responsive to significant changes in the environment in which the project found itself. The Programme also utilized well lessons learnt from other relevant programmes/projects, programme oversight structures were very supportive during project implementation, and recommendations from the project steering committee and periodic reviews were also Implemented.

**Overall implementation** is rated A/Blue: Very good, meaning that implementation process was very good.

## 5.5 Coherence

Coherence criteria is examined in terms of complementarity, collaboration of programmes and whether there are issues of duplication of efforts.

***Collaboration:***

The Programme design provided for facilitation of strong collaboration and synergies with other Programmes and institutions such as MCLIMES Project as a strategy for scaling-up the ongoing related interventions[[21]](#footnote-21). However, the Programme design failed to clearly spell out collaboration mechanisms as a result, the DRM4R collaborated loosely with a number of organizations/projects. Most of the activities implemented by the collaborating institutions/projects were very complementary or supportive of DRM4R outputs, with some of them being reported in DRM4R annual progress reports. Among such collaborators include: Malawi Drought Recovery and Resilience Project (MDRRP), FCDO, Malawi Red Cross Society, UNICEF, Ministry of Local Government, Economic Planning and Development, M-CLIMES Project (Department of Water Services, Department of Climate Change and Meteorological Centre), Environmental Affairs Department, and Titukulane Project.

Starting with **MDRRP** which is a World Bank Funded Project, whose aim is to address the immediate food security and livelihood restoration needs of the communities affected by floods and drought in Malawi. Additionally, it seeks to promote recovery and resilience in key sectors impacted by the disaster and restores livelihoods and infrastructure that were damaged by drought and floods.

The programme collaborated with DRM4R in a number of ways:

Strengthening DRM at national, district and cities by supporting civil protection committees trainings on DRM, procurement of Early Warning Equipment, development of Contingency Plans for the Councils, supported DoDMA to come up with Multi-Year Investment Plan, DRM policy development, and development of guidelines on mainstreaming DRR, and constructed Dikes in Phalombe, Chikwawa, Zomba, Machinga, Mulanje, and Nsanje districts. Remaining are the guidelines, and Multi-Hazard Risk Assessment Study which will be ready in July 2024. The communities where the dikes were constructed are in the same communities as the DRM4R Programme sites. Currently, the Programme is supporting the design of the National Emergency Operations Centre (NEOC) as the country does not have a central EOC where stakeholders can meet during times of disaster to discuss and coordinate all disaster - response related activities. The Programme is also supporting the preparation of building plans to house the Department for Climate Change and Meteorological Services (DCCMS), and DoDMA plus the operational centre itself.

*Supported the development and review of the DRM and Early Warning System (EWS) messages* in support of the DRM Bill to complement DRM4R activities. The Programme bought early warning equipment for upper, middle and lower river alliance for use in reporting weather related observations e.g. water levels up to a certain limit, and the system triggers information alert to civil committees.

Collaboration with MDRRP has been smooth with no issues of duplication. Collaboration was very easy with Government Projects; the projects learn from each other and identify what is working and not. However, the projects may differ in their approach to implementation, but engagement with stakeholders, approvals, and supervision all use standardized methods.

**M-CLIMES Project:** Its full name is Saving Lives and Protecting Agriculture-based Livelihoods in Malawi: Scaling up the Use of Modernized Climate Information and Early Warning Systems (M-CLIMES). M-CLIMES Project which is Green Climate Fund, funded Project, aims at scaling up the use of modernized early warning systems and climate information in 14 food-insecure districts by developing and disseminating information through ICT/mobile, print and radio channels tailored weather and climate-based agricultural advisories[[22]](#footnote-22). The DRM4R collaboration with M-CLIMES project was through the early warning system the project is implementing which DRM4R leverage on with the USSD system.

**Environmental Affairs Department** collaborated with DRM4R indirectly through the National Technical Committee on Climate Change and Disaster Risk Management where projects related to climate change and disaster management are invited and encouraged to present the project and workplan to the committee every year for endorsement by the committee. The DRM4R Programme like any other Programme has been presenting their annual work plan and progress reports to the committee every year. The presentation of the workplan to the committee is a requirement by UNDP, after this, the workplan is presented to National Disaster Committee. The Environmental Affairs Department (EAD) is the Secretariat of the committee with no voting powers since they are not members of the committee.

Considering that in recent years coherence of Programmes has become a significant issue, which resulted in the merging of the two technical committees one on Climate change and another on disaster into the National Technical Committee on Climate Change and Disaster Risk Management in 2019/2020 because of their synergies, and EAD as a Secretariate of this committee, for future Programmes similar to DRM4R, EAD feel that they should be one of the key stakeholders from project design, implementation and monitoring and evaluation. The arrangement would make EAD to be more proactive and not just as a secretariate to the committee but should go beyond. In addition, at international level, Climate and Disaster Loss and Damage Fund has been operationalized since December 2023 and Malawi need to domestic the issues locally, and EAD would like to work together with DoDMA on this Fund. Some of the possible roles EAD believe could play include (i) Environmental and social safeguards, monitoring the implementation, and joint planning. (ii) When bringing in infrastructure for reducing disasters to the communities and construction of shelters but from climate change point of view EAD would ensure that the structures are resilient to climate change hence the structures need to be climate proofed by EAD, as well as mainstreaming of climate change.

**Habitat for Humanity -Strengthening all Inclusive Disaster Preparedness and Linking Early Warning to Early Action Project**: The project is being implemented in Mzuzu, Blantyre, Lilongwe, and Zomba since Jan 2023 to December 2024. It is funded by the DG ECHO and co-financed by UNDP and Habitat for Humanity. The objective of the project is to protect livelihoods through enhanced all-inclusive disaster preparedness specific interventions at community, city and national levels. It collaborated with DRM4R on waste management through cash for work intervention by paying people who worked on clearing the drainage to ensure full functionality without any blockage. People were paid K1,800 per day for 4 days of work done quarterly before and after the rains. The Habitat for Humanity Programme collaborated with DRM4R on maintenance of drainage system by holding joint monitoring and coordination meetings in Mzuzu city quarterly to ensure complementarity and that there was no duplication of efforts in Dzolozolo Ward.

**Enhancing Schools and Community Resilience to Hydro-Meteorological Hazards** - In Balaka district, notable collaboration has been noted with a programme called ’Enhancing Schools and Community Resilience to Hydro-Meteorological Hazards’’ implemented by CAVWOC/OXFAM which supported training of School Teachers in DRR, conducting of DRR awareness campaigns in schools, establishment/expansion of woodlots in schools, and supported the development of school specific contingency plans (INT6)[[23]](#footnote-23).

**Malawi Redcross Society:** Malawi Redcross Society collaborated with DRM4R Programme through the DG ECHO funded Strengthening Resilience to Disaster -DRR Project. The institution works closely with DoDMA on risk management response, recovery and contingency planning, joint planning as well as review of previous activities at national and district level but also on early warning sub-committees clusters. In addition, MRCS interventions on DRR school clubs, drainage system and early warning system in Mzuzu and Lilongwe complemented DRM4R interventions in both districts.

**Foreign Commonwealth and Development Office (FCDO),** which is a Department of Government of UK, collaborated with UNDP through provision of funding to UNDP using the Multi-Donor Trust Fund under the Joint UN programme on resilience which was co-financed by FCDO, under the “Building Resilience and Adapting to Climate Change” initiative. Under it, was the PROSPER Project which supported UNDP, UNICEF, FAO, WFP & some NGOs. UNDP was one of the partners implementing disaster risk interventions for the PROSPER Programme. The funding was used to build the four evacuation centers in Chikwawa, Phalombe, Mangochi and Balaka where DRM4R operated. FCDO also financed the construction of 2 dikes in Chikwawa along the river banks to ensure that communities are protected from floods. Supported the development and implementation of DRIMS in 4 districts with the aim of helping the districts to be able to collect data and send data to DoDMA which was to facilitate making of informed decisions. FCDO provided training to districts and village committees on how to use the DRIMS. Supported DRMOs with funding for training communities in collecting data on the kind of disasters, number of people affected by vulnerability. It also supported community Early Warning System. The support was on a low scale for piloting how it would work. It provided training to the community members to detect and read the warnings happening to the community and send the information to DCCMS through district offices. The programme trained the local structures in identifying areas affected by the disaster and collecting weather information on hazards. The districts were also receiving weather information from Department of Climate Change and Meteorological Services, and passed it on to the village disaster committees who in turn pass it to the communities so that farmers can make informed decision on the type of crops to grow based on the information received. However, the Programme did not continue because after evaluation of the intervention, it was found that farmers were not understanding the information, and therefore not making use of it to make decisions. This was because the information was too technical hence a decision was made to focus on DRMIS.

**UNICEF:** UNICEF collaboration with DRM4R was not direct. However some of the interventions UNICEF implemented in Chikwawa district, for example, capacity building activities on information, and needs assessment complemented DRM4R interventions.

In addition, in 2021, UNICEF together with DoDMA, oriented DRMOs f on the policy, and core commitments for children in emergencies which are already identified, and the expected results for the sectors delivery such as access to safe water for WASH while using already predefined indicators. UNICEF also supported the development and review of the DRM and EWS messages in support of the DRM Bill.

The collaboration worked well, though it lacked formal collaborative mechanisms. (INT33).

**Titukulane Project** is a five-year project which started in 2019 October and will end in September 2024 but got a no cost extension to March 2025. The project is to improve food and nutrition security of ultra poor and vulnerable groups. Its purposes are to promote income generation and agriculture production, nutrition and WASH, building resilience of vulnerable people in Mangochi and Zomba. DRM4R linkage with the project is through building resilience of vulnerable people, and DRR clubs in Mangochi and Zomba. The Project is also working on governance issues in the two districts through establishing governance structures, capacity building of the governance structure and early warning system, advocacy for local resource mobilization for DRR activities where communities mobilized locally 38,000 USD for responding to disasters in 2023/24. The mobilized resources were in the form of cash, maize grain, plastic sheets, plastic plates, cups, and basic house hold (HH) utensils (INT21).

### Overall Conclusion and Recommendations as proposed by Collaborators

The DRM4 Programme collaborated with several institutions. However strong collaboration and complementarity existed with a few organizations, mostly government programmes because the senior officials implementing the projects meet often in other Government meetings/forums which was not the case for none state actors. With non-state actors collaboration existed in the field with frontline extension workers since they are the implementers of the projects for both Government and non-state actors. The lack of proper mechanisms for collaboration increases the likelihood for duplication though for the institutions that were interviewed the problem of duplication of effort did not exist. This however, calls for strong coordination and mapping of all DRR actors whether Government or non-state actors.

Collaborators’ views went further and made the following suggestions for the future::

**Scaling of DRIMS:** DRIMS Is operational in 9 local/city councils. However considering the frequency and scale of disasters, the DRIMS need scaling it out from 9 districts to all the remaining 19 districts in the country. In the absence of DRMIS, the remaining districts generate data manually. With DRMIS, digital technologies transmit real time data for all clusters. The scaling up should be accompanied with provision of equipment and capacity building of staff on the use and management of the system (INT11).

**Coordination of DRR:** The coordination could be at 3 levels - donor level, national and district levels. At the donor level, UNDP should take the lead in coordinating other donors supporting DRR interventions since it already has the mandate to coordinate disaster issues within the UN. At national level, DoDMA should take the lead since it is the secretariate for the National Disaster Risk Management Committee while at the district level, the DRMO who is the secretariate for the District Disaster Risk Management Committee should take the lead in coordinating stakeholders in DRR at the district level[[24]](#footnote-24).

Each lead institution will be expected to take lead in sharing information and facilitating coordination activities. The type of information DoDMA should share with its collaborators could include information on best practices, lessons learnt including stakeholder maps showing interventions and areas where the interventions are being implemented by different stakeholders. UNDP could share with development partners information on the donors supporting various programmes and their areas of operation in a similar manner to what the agriculture sector is doing with the Donor Committee on Agriculture and Food Security (DCAPS) or donor committee on nutrition (INT11). The lack of such systems compels each development partner to do undertake independent information gathering which tends not to be systematic, but also costly (INT33).

**Funding Disbursement Mechanism**

The DRM4R funding mechanism was based on replenishment system every quarter, with funds going straight to the districts. The funding system was designed in this way with the aim of strengthening the local DRM governance at city and Local council level. However, the councils experienced delayed funding due to delays in submission of reports accounting for previous funding. The system likely penalised the councils who had the capacity to submit reports in time, since payment to all councils was done once every quarter. In order to improve the system, new funding mechanisms should be considered to allow efficiency in the disbursement of funds including considering disbursement of funds twice in a quarter.

**Progress Coherence:** Programme collaboration has been fair having attracted partnerships and collaborators who brought additional funding to the program, with some projects directly funding some activities such as FCDO and World Bank funded MRDRM Programme. Most of the collaborators activities complimented DRM4R and there were no issues of duplication. A few collaborators had problems with coordination of the programme.

**Overall coherence** is rated B/Green: Good, meaning that the performance of the Programme on coherence was very satisfactory.

## 5.6 Sustainability

Assesses the extent to which positive results of the Programme will continue after project completion, or factors required for continuity of benefits, and recommendations

### Extent to which the Programme’s positive results are likely to be sustained after the completion of the project

Sustainability of Programme outcomes evolved around the use of a variety of strategies which include collaboration, establishment of fully functional DRM offices, commitment by Government and Collaborators through budget allocations to the activities of the Programme and recently the successor Programme to DRM4R (INT32).

Collaboration was with Government projects and programmes implemented by other non-state actors. Since the closure of the project, the Government through ORT and some partners such as MRCS, Malawi DG ECHO, Evangelical Association of Malawi, Norwegian Church Aid, Danish Church Aid and Care Malawi have come forward funding some activities (INT14). Another notable programme which is also implementing some of the DRM4R activities under UNDP support is Strengthening all Inclusive Disaster Preparedness and Linking Early Warning to Early Action in Mzuzu, Blantyre and Zomba which is being implemented by Habitat for Humanity (INT2). The project rehabilitated drainage system in Dzolozolo Ward (INT30). The support provided by collaborators to DRR interventions, demonstrates that the delivery of the positive results of the Programme might continue though at a limited scale due to limited resources (INT14).

Another sustainability strategy is the use of local authorities and city council staff in the implementation of DRM4R. The approach built the required human resource capacity in the nine districts where the Programme was implemented to continue with the delivery of the benefits beyond DRM4R funding, on condition that financial resources for operations will be available from other sources (Government, NGOs etc.). In addition, continued use of local structures in the districts in the implementation of activities such as clearing of drainage systems is possible, within their means, since the communities have the technical know-how and awareness of the dangers of flash floods will continue implementing the interventions(INT3). Despite this knowledge, the major challenge is commitment from the community members to work beyond programme closure.

The 2023 DRM Act provides further sustainability means for the DRM activities. The Act provides for the establishment of the DRM Trust Fund for use in DRM and DRR interventions. It has also, provided for institutionalisation of the DRIMS and the IMS unit within DODMA which further guarantees the sustainability of the DRMIS.

The upcoming successor Programme to DRM Programme which is under development by DoDMA and UNDP will be a key sustainability strategy of the already initiated benefits of the DRMR4 Programme (INT32) if it can capitalize on the work done in these 9 districts and expand from there within the district and reach other districts.

Apart from sustainability as a result of mobilizing funding from Government, development partners and collaborators for sustenance of the benefits, community involvement in the management of DRM4R interventions such as DRR School clubs would be sustained through the use of the head teachers and the matrons who are already in place and have been running the school clubs. While the dikes which have been built in the district would be sustained through use of local leaders and the VDRMC to mobilize local resources for maintenance (INT14).

### Key factors, requiring attention to improve prospects of sustainability of Programme outcome

Sustainability of DRM4R outcomes is critical for building resilient and minimising negative impacts of disasters in the face of increasing frequencies of disasters in the country. On the one hand there are challenges of little or no funding in councils. On the other hand, there is a lack of designated staff in city councils to follow up on the issues of disaster risk management and resilience (INT12) which threatens the sustainability of the outcomes of the DRM4R Programme interventions. To address the sustainability issues of the Programme outcomes, there are a number of factors which require attention in order to improve the prospects of sustainability of the programme outcomes. *Establishment of DRM office in the city councils.* The lack of functional DRM office at the city councils of Lilongwe and Mzuzu which participated in the DRM4R Programme is a key factor that threatens sustainability of the Programme outcomes. With the increasing frequency and magnitude of disasters in the cities it is very critical for the two cities to ensure that DRMO positions are established with the organisational staffing structure for the cities. The unfortunate part is that Lilongwe district council has just completed its functional review and the DRMO position was omitted and now they have to use other means to establish the position.

*Inadequate funding for disasters, risk and resilient interventions and lack of commitment by the community to contribute towards the cost, all contribute to poor delivery of DRR interventions*. For example, in Balaka district, the district lacks transport for monitoring DRR interventions due to inadequate funding at the district level. Also, the teachers running the school clubs lack materials (water canes. Buckets, exercise books, water ) as a result fail to water seeds for training the club members on seedling production. The evacuation centres which were built by the Programme, despite giving them opportunity to use the centre for income generating activities, the centres are not able to generate enough revenues to meet the cost of a watchman and maintenance cost. There have been attempts to solicit contributions from villages in the form of monthly contributions to the management of the evacuation centres, but the community stopped. Another challenge is that there are few CSOs implementing DRR related activities in the district which contributes to lack of adequate resources as they cannot leverage the cost of DRR interventions with civil society *(INT6).*

*Government funding* is a crucial variable for demonstrating institutionalization of DRM4R in addition to having fully operational DRMO office. Current DRM4R funding is heavily skewed towards donor funding. With the closure of DRM4R Programme in December 2023, Government funding through ORT is supporting implementation of some of the DRM4R activities but the funding is very limited and not available at all in certain months. Government commitment in terms of an allocation of resources from its own budget (INT2) is therefore very critical for sustainability of the outcomes. This will require monitoring the progress of generating local resources from both Central and local Government towards sustainability of the outcomes.

*Ensuring continuation of donor funding and existing support:* Ensuring continuation of donor funding will aim at maintaining a sustainable flow of financial support from donors over time for DRR activities. This will, however, mean DoDMA coming up with strategies and actions aimed at retaining existing donors and cultivating long-term relationships with them such as the relationship with FCDO. In addition, DoDMA should ensure that the existing support in various project sites including the Project implemented by Habitat for Humanity in Mzuzu should continue supporting the drainage work in Dzolozolo Ward, now that the DRM4R is closed (INT30).

Community involvement is required for sustaining the project. The DRM4R involved the communities during the implementation of the Programme. When communities have ownership of projects, there is a higher likelihood that they will continue some aspects of the project even after its closure. Like in Lilongwe and Mzuzu districts the community was involved in clearing the drains to ensure that there was no blockage of the drains. The communities in the two cities have committed to continue with implementation of clearing the drains.

### Recommendations for similar interventions in future to ensure sustainability

**Enhancing Marketing Skills of Evacuation Centers Management for Income Generation activities Growth:** The potential for income generation activities is available in all the centers and is proving to be the viable means for sustainability of the centers but their use should go together with investments in marketing strategies, promotion and commercial negotiations skills of the management committee. The recommendation is therefore to capacity build the management committee for the centers in marketing skills and business negotiations. The skills will assist the committee in running the income generating activities as a business which can sustain itself.

**Catchment management approaches** could improve the sustainability of some of disaster risk interventions such as the dikes. The dikes which were built in Chikwawa were washed away because of lack of catchment management in the upper areas of a river. It is therefore being recommended that all dike construction intervention should go together with dike construction along the river.

**Enhanced DRR human resource capacity at the district and local level:** The current human resource capacity in Balaka is composed of the DRMO and interns but their internship expired in August . This has created manpower shortage. The recommendation is for the Government or upcoming projects to increase human resource capacity at the district and local level to ensure sustainability of the interventions.

**Community Participation** is important for sustainability of the Programme benefits because communities are the main actors, they play a pivotal role in enhancing resilience and mitigating the impact of disasters because they share the benefits or gain through improved disaster risk reduction. For example, the drainage intervention in Mzuzu and Lilongwe cities involved community participation in the clearing of the drains whose benefits included reduced incidences of flash floods destroying their houses and school infrastructure. The communities also learnt the importance of drains hence where previously the residents could not allow drains to pass through their plots, now after understanding the importance of drains and witnessing the benefits of the drains now plot owners are able to allow drains to pass through their plots.

Community participation also plays an important role in enhancing resilience and mitigation of the impact of disasters because they are the first respondents during disasters. Their local knowledge, and swift action can save lives and minimize damage. Communities get involved in preventive actions such as maintaining drainage system with the aim of reducing vulnerabilities to floods, they also manage the evacuation centers like in Phalombe, Zomba etc. in order to enhance preparedness against occurrence of disasters. Community participation in DRR is therefore important because their engagement leads to improved disaster risk reduction. The recommendation is for future DRR programmers including the DRM4R successor Programme, should strongly embrace community participation.

**Institutionalization of DRR** – To ensure lasting impact of the benefits of DRR interventions, DRR must continual to be institutionalized through having the right manpower in place such as DRMOs in all local authorities and cities, provision of adequate financial resources and office premises, including capacity building of local structures. Currently the funding for DRR is limited, and office premises are not adequate because in all the 9 targeted districts and cities, the DRMO share the office with not less than 3 officers from other sectors which does not create good working environment

### Exit strategy for any of the elements of the Programme

Strengthened Collaboration[[25]](#footnote-25) and establishment of fully functional DRMO office (INT2) were seen at the design stage as the exit strategy for the programme. The programme has fully functional DRM office in 7 district councils. It also has several institutions with which the programme has collaborated with (refer to section 5.5), with the aim of leveraging resources for DRR. However most of these collaborations were not formalized. The existing collaboration initiatives should therefore be strengthened. For the future, with improved coordination, it is hoped that collaboration will become more formal with clearly spelt out indicators for collaboration mechanisms.

Development of successor Programme to DRM4R is another important exit strategy for the DRM4R interventions for continued flow of the positive benefits of the Programme. The successor Programme should aim at deepening and strengthening the ongoing sustainability mechanisms of collaboration and establishment of fully functional DRMO offices in the two city councils.

The DRM Act which was enacted in 2023 has a provision for DRM fund which is also a key exit strategy if the fund can become operationalized. The Act will be operationalized once the regulations for operationalization of the act, and guidelines for operationalization of the DRR fund for in the DRR Act are finalized.

**Progress Sustainability:** Sustainability of Programme outcomes evolves around the use of a variety of strategies which include the programme had good collaborators and some of them are carrying on the delivery of DRM4R benefits though to a very limited extent, establishment of fully functional DRMO office in 7 out of the 9 councils, commitment by Government and Collaborators through budget allocations to the activities of the Programme but also it is at a very limited scale and recently the successor Programme to DRM4R which is being developed is a very good mechanism for sustainability of the benefits.

**Overall sustainability** is rated B/Green: Good, meaning that the performance of the Programme on sustainability was very satisfactory.

## 5.7 Impact

Impact assesses the positive and negative, primary and secondary long-term effects produced by the DRM4R, directly or indirectly, intended or unintended on beneficiary communities.

### The effects of the Programme on beneficiaries and communities

**Beneficiary**

Targeted communities benefited socially and economically from the various interventions that were implemented. For example, the evacuation centres provided life-saving benefits by providing shelter to the affected women, men, girls and boys, thereby safeguarding the vulnerable populations by protecting them from threats related to displacements including the adverse effects of disasters. Economically, the beneficiaries at Chidala evacuation centre before the centre, households affected by disasters reported deaths, , loss of property and loss of livestock. Sometimes they seek shelter in schools such as CBCC Kachere Nursery School but socially were disturbing children at the school. With the evacuation centre, the school children are no longer disturbed. The centre has experienced two cyclones and one Tropical Storm in two years Tropical Storm Ana in January 2022 and Cyclone Gombe in March 2022; and more recently Cyclone Freddy in 2023. With the evacuation center, the affected households have a safe site with clean wash rooms they can access when displaced. The maximum the center can take is 300 households but ended up accommodating 600 households which is more than its carrying capacity. This resulted in over-crowding and inappropriate use of amenities where the wash rooms were also being used as sleeping places. . With Cyclone Freddy1395 HHs (4185 people) from surrounding areas were displaced. In order to decongest the evacuation center, some of the displaced households were eventually moved to another school. The frequency, scale and impact of disasters continues to demonstrates the high demand for evacuation centers.

**Beneficiary Communities**

The maintenance of drainage systems in the local councils of Mzuzu and Lilongwe, and the constructed dikes like in Chikwawa, assisted in reducing the risk of disaster. In Mzuzu, Mzuzu City Community Dzolozolo West Ward Disaster Risk Management,before the Programme, the community used to experience flashfloods which caused houses especially those built with unburnt bricks to be washed away. The community also experienced more diseases like cholera and diarrhea, and toilets were water-logged as a result of poor drainage. With the project, the community maintained the old drainage system which was constructed by MASAF but most of the maintained drains are not constructed with stones hence will soon get blocked or damaged again. DRM4R constructed drains with stones only for 1 km of the drain. About 10 km of the drain needs to be constructed with stones to improve their durability. -In some parts of the old drainage, the drains were blocked hence the drain water damaged some roads and the community maintained the damaged roads. The targeted communities did not suffer from flash floods and where they occurred, it was due to construction of fences in the wrong places or there was deliberate blockage of the drainage to allow people to cross the drain since the maintenance did not provide for bridges; but even under such circumstances, the flash floods that occurred were very minimal. Also the business people in Mzuzu used to pay K3,000 to go to town; now with the project they pay K1,000 because the distance has been shortened with the maintained drainage where the roads which were damaged became usable after the maintenance. So economically the business people have gained, while socially people have also gained because of reduced incidences of diseases. In addition, the dikes helped to divert the water flow from houses, hospital and schools thereby preventing loss of property and lives.

Overall, DRM4R has contributed to the community resilience, and reduction of households exposure to disasters. Reduction of losses due to damages is no longer a challenge due to the presence of the dikes. . The programme has also imparted DRR knowledge among the children through DRR clubs. Through knowledge transfer, young children are now aware of disasters, and how they can be prevented.

**Progress Impact:** Though it is still too early to assess programme impact, there are however, quick wins from implementation of the programme, especially for the related programme impact of “Sustainable Social economic development resulting from reduction in losses and damages from hazards.

Targeted communities benefited socially and economically from the various interventions that were implemented. Drainage systems and dikes reduced incidences of flash floods, improved road infrastructure to the extent that some business people benefitted from reduced transport costs in Mzuzu from K3,000 to K1,000 per trip, and the communities benefitted from reduced incidences of diseases, reduced loss of property since there were no longer flash floods or their occurrence reduced. The evacuation centres reduced loss of lives because of the decent and safe accommodation. Knowledge about DRM has now been imparted to pupils in primary schools through the DRR school clubs making pupils aware of the issues of DRR at a young age.

**Overall rating of impact** is B/Blue: Good, meaning that the impact of the Programme is good.

# 6.0 Conclusions

## 6.1 Lessons learned

*Selection of Ultimate beneficiaries of DRM4R Programme used Risk-Informed Decision -Making:* The main risk criteria for selection of ultimate beneficiaries was their vulnerability to disasters. They included women, youth, vulnerable groups and communities in disaster-prone local authorities who were affected by disasters.

*Disaster Risk and Resilience is Multisectoral in Nature* The district contingency plan clearly demonstrates the multisectoral nature of Disaster Risk Resilience. It covers broad issues of hazards (floods, dry spells, disease outbreak, strong winds, pest infestations); which affect not just one sector but also other sectors such as agriculture and food security, health, nutrition, emergency shelter and camp management, water sanitation and hygiene; protection and social security, education, transport and logistics, and search and rescue.

*Need for Holistic Approach to DRR Funding:* With increasing frequencies and scale of disasters, the financing needs for DRR is huge. This requires a holistic approach which should involve strengthening of collaboration of actors in the DRR so that resources can be leveraged and avoid duplication of efforts to ensure that the programmes reach more beneficiaries. In addition innovative solutions should build a more resilient and sustainable future by implementing nature-based solutions to resilience which are cost effective such as planting trees. Clearing and cleaning existing drainages would assist in reducing the fund gap which is already existent in all the nine district authorities.

*Collaboration is much more manageable with Government Projects* because the projects are implemented by the same Government departments. As a result, projects learn from each other and identifying what is working and not, is easy. When there is good collaboration, you do not aim at bringing problems to either party. For example when engaging communities the project is there to provide incentives to the community so when you do differently from other projects you end up having problems with the other projects.

## 6.2 Recommendations

**Relevance and Design**

The design of DRM4R provided for scaling up of the interventions through collaboration and development of partnerships. The evaluation recommends that in addition to scaling up of the interventions through collaboration, it could also be wealth while for to adopt a more proactive way for scaling up programme interventions in the successor programme which UNDP and DoDMA are already considering.

**Effectiveness**

*DRM Act Implementation:*The Act was passed in 2023 towards the end of the year. For operationalization of the Act, the following actions are recommended:

* The regulations and guidelines including the guidelines for the DRM fund formulation should be concluded and approved for use by the relevant authorities.
* Also the two city councils which do not have fully functional DRMO offices should facilitate the creation of the positions in their organizational structures because disasters are here to stay as such need to receive the necessary attention for reducing their impacts.

*Enhanced Institutionalization of DRM:* Though the City/Local authorities have institutionalized DRM through capacity building of the district and local level structures, the structures still require capacity building including refresher courses, and exchange visits to further institutionalize DRM in the councils**.**

More capacity building is again required on governance especially in producing timely financial and narrative reports especially for districts which seem to be weak with the aim of improving the capacity of the councils in preparation and submission of timely resources. This could be implemented alongside identification and implementation of other mechanisms for reducing delays in funding disbursement

*Improving capturing of relevant DRR data:* Data on reduced exposure of prone population to flooding disaggregated by gender, age & disability in the authorities is lacking likely due to capacity issues. Additionary, data on % of primary and secondary schools in targeted councils implementing DRR interventions; and % of children accessing DRM social marketing tooIs is also lacking. The recommendation is to build the capacity of the city/local councils through training and coaching in collecting gender and vulnerability disaggregated data

*Scaling Out Disaster Risk Management Information Systems (DRIMS)*: DRIMS is a digital system that collects information from various sectors. It is operational in 9 local councils. Scaling up of DRMIS**,** would enhance disaster preparedness, response, recovery and prevention by stakeholders including DoDMA. Geographically, Malawi has 28 districts, DRIMS by operating in 9 districts, is geographically limited to making a national impact. In terms of data collection frequency, the system collects information from the affected communities on the extent of the damage and the affected households’ needs immediately after a disaster, covering only one phase of disaster risk management (response phase). Disaster risk management comprises of 4 phase and these are response, recovery, prevention, and preparedness. Its utilisation is also limited to national and district structures because lack of capacity on the use and equipment at the Area level.

The recommendation is to scale out the scope of the type of information collected to meet data needs for all phases of DRM phases, and also to include all the 28 district/city councils; and build the capacity of the local level structure at area level with trainings on the use of the system and provision of equipment.

*Scaling out of the suitable technologies especially the evacuation centers and Improved Drainage Systems.* There are 5 evacuation centers which are operational. The Evacuation centers play crucial role during and after a disaster. They save as safe havens for displaced people during disasters since they provide temporally shelter. They also contribute to community’s resilience through integration of disaster risk reduction processes. However the 5 evacuation centers are not adequate considering that almost all the 28 districts are disaster prone districts. In addition, some of them, their capacity of 300 households is inadequate especially for Phalombe district. The recommendation is to expand the evacuation centers to other more disaster prone districts so that more lives and property could be saved when disasters occur. In addition, there is need to construct additional rooms especially for Phalombe which experienced 3 disaster during the period 2023 and 2024.

Improved drainage systems that were implemented in city councils of Lilongwe and Mzuzu reduced the incidences of floods. The drainage systems also proved to be cos -efficient technologies, the recommendation is to expand them to other uncovered areas within the city of Lilongwe and Mzuzu but also in the long term extend the coverage to the local councils.

**Coherence**

*DRM Coordination:* Disaster risk management plays a crucial role in minimizing the impact of disasters and enhancing community resilience. This role involves the participation of a number of stakeholders from development partners (donors) to final beneficiaries hence coordination becomes an important aspect of DRM in order to allow for systematic action from key stakeholders. There are already existing DRM coordination structures in the form of National and District Disaster Risk Management Committees but these should be supported with additional coordination structures at donor level, National level with broader participation of all stakeholders in DRR; and at district level. ,

Stakeholder Coordination DoDMA has been responsible for both coordination and implementation of disasters. Now with increased frequency of occurrence of disasters, and increased number of uncoordinated stakeholders getting involved in the implementation of DRR interventions, there is need to streamline the role of DoDMA to coordination and information sharing at all levels with all stakeholders (Civil Society and Private Sector) involved in the implementation of disaster risk resilience interventions. The starting point for the coordination of DRR interventions would be the mapping of all stakeholders to show the interventions implemented by stakeholders and where they are implementing. This should be followed by identification and agreeing on coordination mechanisms such as joint planning and progress review meetings to check on progress and also for collaborators to share best practices and lessons learnt.

In addition, DoDMA should also be responsible for coordination of DRM plans development for all local authorities and have them linked to District Development Plans (DDPs) annually[[26]](#footnote-26). DoDMA is already undertaking the development of Disaster Risk Management and Climate Resilience Plans (DRMCRP) with support from the World Bank under the MDRRP that would help strengthening disaster risk governance by enhancing institutionalization of disaster risk management in all the local authority levels.[[27]](#footnote-27)

Districtlevel Coordination will follow the same format and structure like the national level coordination. The DRMO will take lead in coordinating the stakeholders and projects implementing DRR interventions.

Donor Level In addition to the coordination challenges at Government and Stakeholder level, there are also challenges of information sharing on Disaster Risk and Resilience (DRR) at the donor level due to lack of mechanism for coordination of donors supporting DRR . The lack of a donor coordination committee on DRR for information sharing has resulted in some donors undertaking their own research which proves to be costly. ). The starting point for the coordination would be to map out the donors supporting DRR interventions and the projects/Programmes they are supporting. The committee would then agree on the coordination mechanisms together with the frequency of their occurrence. The forum would then be used for sharing information on donors in the DRR sector, experiences and lessons learnt and at the same time identify areas where there are gaps for other donors to support.

**Efficiency**

*Continued use of local and City Council for implementation of DRM:* The approach helps in building the capacity of local and city councils to manage projects and reporting. It also augers well with decentralization policy, but also the councils are the ones who are close to where the disasters occur.The approach should therefore be continued in future projects. However, councils which are weak should be accompanied by consented efforts in capacity building through trainings and refresher courses, but also recruitment of interns or lobbying central Government for provision of interns to the DRMO office.

On office premises, since most councils do not have adequate office space for DRMO, the councils but also development partners ((Donors) should be encouraged to plan for office space provision at the district councils.

S**ustainability**

*Speedy implementation of the 2023 DRM ACT:*  This is an important sustainability mechanism because the act provides for the establishment of the Disaster risk Management trust Fund whose funds will be used for implementation of the 5 phases of the DRM including the DRIMS which is also provided for in the Act.

*Enhancement of income generation activities by evacuation centers*: The centers were handed over to the district councils and the communities. At the time of handover, the communities were encouraged to use the centers for income generation when they are no disasters. The centers are generating some income and the money used for meeting operational costs. However the funds generated are not adequate (INT15). For sustainability of these centers, the centers should be assisted with capacity building activities in income generation activities through training and coaching them on development of marketing strategies for attracting customers and generation of more business deals.

*Ensuring continuation of donor funding and existing support:* Though the Programme, generally disbursed all the budgeted resources to the local councils, the funding was not adequate to fully meet financial needs for disaster resilience because of small donor portfolio for disaster resilience, while at the same time Government resources are not readily available and when they are available are very insignificant. The recommendation is therefore UNDP and DoDMA should ensure that there is continuation of donor funding over time for DRR activities. This will, however, mean UNDP and DoDMA coming up with strategies and actions aimed at retaining existing donors such as FCDO and identifying new donors including cultivating long-term relationships with them.

*Capitalize on EADs connection at international level with Climate and Disaster Loss and Damage Fund as a funding window:* The fund has been operationalized in December 2023 and Malawi need to domestic the issues locally with EAD. EAD has already expressed interest to work together with DoDMA on the Fund.

*Developing and strengthening existing partnerships* with other projects and NGOs would go a long way in ensuring that there is continued funding for disaster resilience from existing support such as MDRRP.

# 7. Annexes

## Annex I:List of Documents Consulted

2024, March; The Nation online (nwnation.com

GoM, 2023; Chikwawa District Contingency Plan (2023-2024)

GoM, 2023; Malawi 2023 Tropical Cyclone Freddy Post Disaster Needs Assessment

GoM, 2023; Disaster Risk Management Act, 2023

GoM, 2023; Minutes of NDPRC, March 2023

UNDP Malawi, 2023; Country Programme Document for Malawi (2019-2023)

GoM; 2022, Malawi Cyclone Ana Situation Report – 28 January 2022

GoM, 2020; Minutes of NDPRC, January 2020

GoM, 2019,Disaster Risk Management for Resilience Programme document (2019-2023)

GoM, 2019; Malawi 2019 Floods Post Disaster Needs Assessment

GoM, n.d [M-CLIMES Project (dodma.gov.mw)](https://www.dodma.gov.mw/index.php/projects/m-climes-project), accessed 25th March 2024

GoM, n.d Balaka Multi-Hazard Contingency Plan for Naperi Masakapende Primary School

GoM, 2018; National Resilience Strategy (2018-2019)

Flood Based Livelihoods Network Malawi, 2018: Climate Change – Droughts and Floods in Malawi

## Annex 2: List of Stakeholders Consulted

|  | **Name of Stakeholder** | Contact Person and Position | Contact Details |
| --- | --- | --- | --- |
| **A** | **Government and City Councils** | | |
| 1. | Environmental Affairs Department | Name: Mr. Jarvisi Mwenechanya  Position: Senior Environmental Officer | Phone: 0999808320  E-mail: [jarvismwenechanya@gmail.com](mailto:jarvismwenechanya@gmail.com) |
| Name: Golivati Gomani  Position: Environmental Inspector, | Contacts: 0999383651  E-mail: [ggomani87@gmail.com](mailto:ggomani87@gmail.com) |
| 2 | Ministry of Agriculture Malawi Drought Recovery and Resilience Project (MDRRP**)** World Bank Project | Peter Kadewere | 0999922952/0888 893847  Email: [kadewere@yahoo.co.uk](mailto:kadewere@yahoo.co.uk) |
| 3 | Balaka District Council | Name: Iness Makina  Position: Care taker Intern | Contact:  e-mail: |
| 4 | Lilongwe City Council | Name : Benson Chidaomba  Position: Acting DRMO  Name : Hillary Kamela  Position: Director of Planning and Development | Contact: 0992090922  e-mail- [chidaombab4@gmail.com](mailto:chidaombab4@gmail.com)  Contact : 0999964225  e-mail [hilary.kamela@lcc.mw](mailto:hilary.kamela@lcc.mw), [kemelaht@gmail.com](mailto:kemelaht@gmail.com) |
| 5 | Mangochi Local Council | Name: Maria Joseph  Position : DRMO | Contact : +265 99 460 2062  e-mail : [mariajoseph791@gmail.com](mailto:mariajoseph791@gmail.com) |
| 6 | Mzuzu City Council | Name: Mr. Silvester Mailosi, Senior Environmental Health Officer, Mzuzu City Council  Name: Mr. Precious Mandala, Acting Director of Engineering Services/ Acting District Risk Management Office, Mzuzu City Council  Name: Monica Kwalira Malata, Position : Acting Director of Planning and Development, Org.: Mzuzu City Council | Contact : 0999623460,  e-mail : [Silvestermailosi@gmail.com](mailto:Silvestermailosi@gmail.com)  Contact : +265 99 871 7799  e-mail : [premandala@gmail.com](mailto:premandala@gmail.com)  Contact :0888640119,  e-mail : [monicamalota2013@gmail.com](mailto:monicamalota2013@gmail.com) |
| 7 | EPRD | Name: Bessie Msusa, Deputy Director  Org.: EPRD / Ministry of Information | Contact: |
| 8 | Lilongwe City Council DPD | Hillary Kamela, Director Planning | 0999964225; email: [hilary.kamela@lcc.mw](mailto:hilary.kamela@lcc.mw), kemelaht@gmail.com |
| 9 | Mulanje Local Council | Name: Francis Kadzokoy, DRMO  Org.: Mulanje District Council | Contact : +265 88 408 3335  e-mail: [kadzokoyafrancis@gmail.com](mailto:kadzokoyafrancis@gmail.com) |
| 10 | Phalombe Local Council | Name: Florence Mtepa Harawa, DRMO Officer, Phalombe District Council | Contact : +265 99 758 8393  e-mail: [fulontepa@yahoo.com](mailto:fulontepa@yahoo.com) |
| 11 | DODMA | Name: Hastings Mwanjoka, Deputy Director Disaster Resilience, DODMA  Name: Yamikani Dakalira, DRM Programme Officer , DODMA/ UNDP | Contact : 0888445003  e-mail : [mwanjohastings@yahoo.com](mailto:mwanjohastings@yahoo.com)  Contact : 0999547777  e-mail : [yamikani.dakalira@undp.org](mailto:yamikani.dakalira@undp.org) |
| 12 | Department of Water | Name: Hastings Mbale, Water Responses Project Manager, Department of Water Service Response, M-CLIMES , Project | Contact : 0999379817  e-mail : [hastingsmbale@gmail.com](mailto:hastingsmbale@gmail.com) |
| 13 | Department of Climate Change | Name: Amos Ntonya, Deputy Director  Org.: Department of Climate Change USSD | Contact : 088 261 0715,  e-mail : [amosmtonya@gmail.com](mailto:amosmtonya@gmail.com) |
| 14 | Chikwawa Local Council | Name: Charity Machika  Position : | Contact : +265 88 253 0713  e-mail [charitymachika@gmail.com](mailto:charitymachika@gmail.com) |
| 15 | Nsanje Local Council | Name: Patrick Sipuni  Position : | Contact : +265 99 933 6468  e-mail : [psipuni@gmail.com](mailto:psipuni@gmail.com) |
| 16 | Zomba Local Council | Name: Mr. Kamtsitsi,  Position : Director of Planning and Development | Contact : 0999868656  e- mail: [kantsitsi@gmail.com](mailto:kantsitsi@gmail.com) |
| 17 | Ministry of Local Government | Name: Owen Nalivaka, Chief Economist  Name: Ganikani Nkhwazi, Principal Economist  Name: Themba Moyo, Economist | Contact : 0999224760  E-mail : [Nalivaob@yahoo.com](mailto:Nalivaob@yahoo.com)  Contact : 0994379439  E-mail : [nkhwzi3rd@gmail.com](mailto:nkhwzi3rd@gmail.com)  Contact : 0881267386  E-mail : [thembamoyoose@gmail.com](mailto:thembamoyoose@gmail.com) |
| B | **Community Leader Interviewee** | | |
| 18 | Mzuzu Community Leader | Name: Fiskani Soko  Position: Community Leader | Contacts: 0881078283  E-mail: N/A |
| 19 | Zomba Evacuation Centre Community Leaders | Name: Binwell Matipa  Position: Community Leader | Contact:0995565547 |
| 20 | Zomba Nalikukuta Primary Matron and Patron | Name: Mr Gift Kalumo, DRR School Club Patron  Name : Mrs. Maureen Gama, DRR School Club Matron | Contact: N/A  Contact: N/A |
|  | **Beneficiary Community Focus Group** | | |
| 21 | Lilongwe Mtandire Ward Disaster Risk Management Beneficiary community FGD | Name: Grace Mwale, Vice Chair  NFGD: Mtandire WDRMC & Community beneficiaries | Contact: 0999470199 |
| 22 | Mzuzu City Community Zolozolo West Ward Disaster Risk Management Committee | Name of FGD: Zolozolo West Ward Disaster Risk  Management Committee, Mzuzu City Council, Contact Person: Fiskani Soko, Chair, | Contact : 0881078283 |
| 23 | Phalombe Chidala Evacuation Centre | Name: Samson Nakhonya, ADRMC Chair  Name of FGD : Phalombe Chidala Evacuation Centre | Contact: |
| 24 | Zomba Nalikukuta Primary School Focus Group Discussions with Beneficiary Communities | Name: Mr. Montigomere Singini Headteacher  Org.: Zomba Nalikukuti Primary School  Name: Inesi Chafulumira, Vice Chairperson of DRR Club | Contact: |
| D | **Collaborators** | | |
| 25 | Care Malawi Titukulane Project | Name: Burnnet Khulumbo,  Position: Resilient and Disaster RISK Reduction Manager | Contacts: 0999743223  E-mail: [burnnet.khulumbo@care.org](mailto:burnnet.khulumbo@care.org) |
| Name: Ruth Khombe,  Position: Resilient and Disaster RISK Reduction Coordinator | Contacts: 0882380902  E-mail: [ruth.khombe@care,org](mailto:ruth.khombe@care,org) |
| Name: Edson Ndalama,  Position: Resilient and Disaster RISK Reduction Coordinator | Contacts: 0888248888  E-mail: [Edson.ndalama@care.org](mailto:Edson.ndalama@care.org) |
| 26 | Habitat for Humanity | Esther Moyo, Position – City Resilience Project Coordinator Officer for the Project Strengthening all Inclusive Disaster Preparedness and Linking Early Warning to Early Action in Mzuzu | 0984618540/0888326753, [Emoyo@habitat.mw](mailto:Emoyo@habitat.mw) |
| 27 | Malawi Red Cross | Name: Cecilia Banda  Position : Project Coordinator in Disaster Management Project  Name: Chiwaya  Position : Coordinator - gender focal Point  Name: Prisca Namkomwe  Position : Intern From MUST  Name: Leornard Maganga  Position : – head of Planning Monitoring and Evaluation Caretaker community Resilient |  |
|  | **Development Partners/International Organizations** |  |  |
| 28 | UNDP | Name: Peter Kulemeka  Position :Evaluation Manager, and Monitoring and Evaluation Officer | Contact:  E-mail: [peter.kulemeka@undp.org](mailto:peter.kulemeka@undp.org) |
| Name: Mercy Chirambo  Position: Programme Analyst **-** Disaster Risk Management for Resilience | Contact: +265 993866710  e-mail: [mercy.chirambo@undp.org](mailto:mercy.chirambo@undp.org) |
| 29 | FCDO | Name: Phillip Kamwendo | Contact:  e-mail: [phillip.kamwendo@fcdo.gov.uk](mailto:phillip.kamwendo@fcdo.gov.uk) |
| 30 | UNICEF | Name: Estere Tsoka  Position: | Contact: 0999964205  e-mail: [etsoka@unicef.org](mailto:etsoka@unicef.org) |

## Annex 3 : Summary of Consultant’s CV – Elizabeth Manda

Elizabeth Manda holds a PhD, Master’s Degree and Diploma in Agriculture economics. Ms Manda possesses over 30 years of professional experience as a key expert in most development projects which were successfully completed in the areas of agriculture development including management and evaluations of development projects in the region (Swaziland, Botswana, Tanzania, Kenya, Malawi). Specifically, Elizabeth has international development experience in the areas of food security including input subsidies, market development, making markets work better for the poor including off taker/buyer identification, financiers’ identification, nutrition, commodity trading, private sector development, market information systems, agribusiness, entrepreneurship development, value chain analysis, value chain development, community managed microfinance-village savings and loans model, baselines studies, program/project evaluations (mid-term, final evaluations), sector wide approaches (SWAPs), sector analysis studied, formulation of programmes and projects, agriculture policy formulation including conducting institutional architecture assessments of agriculture policy, Biodiversity Financing Policy and Institutional Review, Agriculture Value Chains Development, Vocational Skills Needs Assessment, gender and social economic issues.

Elizabeth also has wide experience working with Government as a civil servant – Ministry of Agriculture, Smallholder farmers, Civil Society Organisations, private sector and donors as demonstrated by her work with Initiative for Development and Equity in African Agriculture, as well as a civil servant with Government of Malawi.

## Annex 4: TERMS OF REFERENCE FOR THE END-OF-TERM EVALUATION OF THE DISASTER RISK MANAGEMENT FOR RESILIENCE (DRM4R) PROJECT

TERMS OF REFERENCE FOR THE END-OF-TERM EVALUATION OF THE DISASTER RISK MANAGEMENT FOR RESILIENCE (DRM4R) PROJECT

|  |  |
| --- | --- |
| **Assignment Title** | National Individual Consultant for the End Term Evaluation of Disaster  Risk Management for Resilience Project |
| **Project** | Disaster Risk Management for Resilience Project |
| **Type of Contract** | Individual Contract |
| **Contract Period** | 35 man-days |
| **Supervisor** | Rabi Narayan Gaudo |
| **Application Deadline** | 15 November 2023 |
| **Reference Number** | IC/MWI/028-2023 |
| **Location** | Lilongwe |
| **Country** | Malawi |

**BACKGROUND**

The DRM4R project supports the Government of Malawi (GoM) by addressing the root causes of vulnerability while strengthening national and local government institutional capacity in disaster risk knowledge, risk governance, risk reduction, preparedness, response and recovery. Although the programme is being spearheaded at national level, implementation is targeting 7 disaster-prone districts and two urban councils. The programme is being implemented for a period of 5 years (Jan 2019- Dec 2023) and is aligned with the development priorities of the GoM as outlined in the Malawi Growth and Development Strategy III (MGDS III), Malawi Agenda 2063 and the National Resilience Strategy (NRS).

The project intends to build resilience and contribute to national development by achieving the following key outcomes:

Strengthened capacity of national and local-level disaster risk and resilience governance;

Improved delivery of risk reduction and early recovery services in disaster prone urban and rural areas; and

Improved capacity for planning, monitoring and evaluation of the disaster risk management sector

PURPOSES OF THE EVALUATION

The purposes of the evaluation are:

Determine the extent to which the outcome and outputs of the project have been achieved;

Document the achievements and lessons learnt during the implementation to inform future decisions in the design, implementation and management of similar interventions.

Fulfil UNDP’s accountability requirement to national stakeholders.

The primary users of the evaluation results include:

Department of Disaster Management Affairs

Ministry of Local Government and Rural Development

Ministry of Education

UNDP

EVALUATION SCOPE AND OBJECTIVES

Scope

The evaluation will assess the project’s performance using the standard evaluation criteria of relevance, effectiveness, efficiency, coherence, sustainability and impact. The evaluation will identify, and document lessons learnt, best practices and challenges to inform future interventions. The evaluation will cover all the 9 impact areas of the project. The exercise will cover the period from 9th October 2023 to 24 November 2023.

Objectives

The objective of the evaluation is to provide progress towards the project outcome and outputs and provide lessons learnt and recommendations for improving the design and implementation of similar initiatives in future.

More specifically, the objectives of the Endline Evaluation will be to:

Assess the extent to which project outcomes and outputs have been achieved.

Determine the impact, both positive and negative, from contributions of the project.

Assess the relevance of the project strategies to the development needs of the people and global and national development goals.

Assess the effectiveness and efficiency of the project in implementing and achieving the specific expected results and analyse any factors contributing to and hindering its progress.

Assess to what extent were gender equality, human rights and other cross-cutting issues promoted or addressed in project design, implementation, monitoring and reporting.

Make recommendations that would improve the relevance, coherence, efficiency, effectiveness, and sustainability of similar projects in future;

Document lessons learnt to inform future similar projects.

EVALUATION QUESTIONS

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

Relevance and Design

To what extent was the project aligned with national development priorities and the SDGs?

Whether the outcome and outputs of the projects were stated explicitly and precisely in verifiable terms with SMART indicators disaggregated by sex, age and location;

Whether the relationship between outcome, outputs, activities, and inputs of the projects were logically articulated.

Whether the project intervention and activity design adequately responded to the gender needs and gaps identified through the gender and rights-based approach problem analysis

Whether the target beneficiaries of the projects are identified.

Did the design of the projects take to scale and scaling up into consideration?

Effectiveness

To what extent were the project outcome and outputs achieved?

What factors have contributed to achieving or not achieving intended project outputs and outcomes?

Have there been any positive and negative unplanned effects/results?

Were the project strategies effective in responding to the needs of the beneficiaries, especially the vulnerable population, women and ,youth?

To what extent were human rights, gender and disability issues mainstreamed in the project strategies and implementation?

Efficiency

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

Whether the projects are cost-effective compared to similar interventions;

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

The delivery of government counterpart inputs in terms of personnel and premises.

Implementation:

What partnerships were built or strengthened to improve the performance of project implementation?

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

Determine whether lessons learnt from other relevant programmes/projects were incorporated into the project.

To what extent did the project oversight structures support the effective and efficient project implementation?

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

To what extent were recommendations from the project steering committee and periodic reviews Implemented ?

Coherence

Was the project consistent and complementary with other interventions increasing access to modern energy services for the vulnerable in rural areas and building an enabling environment for the energy sector in Malawi?

Did the project interventions duplicate existing similar interventions in the targeted areas, and were there any collaborations with similar interventions?

Sustainability

To what extent are the project’s positive results likely to be sustained after the completion of the project?

What strategies did the project have to ensure the continuation and sustainability of the project outcomes after completion of the project?

What are the key factors, if any, that required attention to improve prospects of sustainability of project outcome?

What are recommendations for similar interventions in future to ensure sustainability?

Was there an exit strategy for any of the elements of the programme?

Impact

What are the effects of the project on beneficiaries and communities?

What are the unintended or negative outcomes, if any, resulting from the project?

What is the impact of the project on beneficiaries (Intended and unintended)

APPROACH AND METHODOLOGY

The evaluator should provide details in respect of the following in the inception report:

sampling methodology

Sample size

data collection methodology (quantitative and/or qualitative) i.e. desk review, field visits to selected stakeholders and beneficiaries, interviews with partners. For each of the interviews, the consultants should first develop and present their ideas for the content and format of the interview forms that will be applied to capture the information required, as well as the method to be used in administering them and tabulating the results.

data analysis and reporting. Data triangulation and analysis triangulation to validate evidence and arrive at findings.

The evaluator will also be expected to validate/update or construct a theory of change to provide a framework for identifying key project elements to be interrogated.

MANAGEMENT AND IMPLEMENTATION ARRANGEMENTS

**Country Office Evaluation Management**: UNDP CO management is ultimately responsible and accountable for the quality of the evaluation process and products under the leadership of the UNDP Deputy Resident Representative (DRR). The DRR will assign an **Evaluation Manager** (UNDP M&E Specialist) who shall be responsible for briefing the evaluator on UNDP’s expectations and ensuring compliance with UNDP/UNEG evaluation standards, ethics and code of conduct for evaluations.

The CO management will develop a management response to the evaluation recommendations within two weeks of report finalization.

**Project Management**: The Programme Analyst responsible for DRM in Malawi will support the evaluator on a daily basis with respect to providing background information and progress reports, and other documentation, setting up stakeholder meetings and interviews, arranging field visits and coordinating with beneficiaries and key stakeholders.

**Evaluation Reference Group**: An Evaluation Reference Group comprised of officials from the Department of Disaster Management Affairs and UNDP will be established to guide the evaluation to ensure its credibility and utility. The reference group will be expected to assist in key aspects of the evaluation process, including reviewing evaluation Terms of Reference, providing documents, providing detailed comments on the draft inception and evaluation reports and dissemination of evaluation findings, lessons learnt and recommendations.

**Evaluator.** Will be an independent consultant. He/she should not have participated in the preparation and implementation/management whether directly or indirectly, of the project.

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

The evaluator will be expected to be fully self-sufficient in terms of office equipment and supplies, communication, accommodation and transport. Furthermore, the evaluator will be expected to familiarize himself/herself with the United Nations Evaluation Group’s standards and norms for conducting project evaluations.

The evaluator will provide the Evaluation Manager with regular updates and feedback.

EVALUATION DELIVERABLES

The evaluator is expected to deliver the following:

Inception report – to be prepared within five days after signing a contract with UNDP

Draft evaluation report – to be submitted within four weeks of signing the contract

Final report, including a 2-4 page executive summary, a set of practical and strategic recommendations (not to exceed eight recommendations). The final report should not exceed 50 pages, excluding annexes. Contents of the final evaluation report are provided in the annex.

*.*

REQUIRED QUALIFICATIONS AND EXPERIENCE

Master’s degree in Disaster Risk Management and or Environment/Climate Change

Adaptation;

5 years of progressively working experience and proven analytical skills, especially in the areas of Disaster Risk Management and Reduction and / or adaptation to climate change.

Experience in conducting evaluations of national programme/project development projects supported by the UN or other similar international organizations. Should have conducted at least three such project evaluations

Experience in gender equality and women empowerment initiatives

Evaluator’s competencies:

Organizational Development and Management

Strategic thinking

Teamwork and leadership skills

Strong analytical, reporting and communication skills

TIME AND DURATION:

The evaluators will be hired for a maximum total of 35 work days.

Activity timelines

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Activity** |  | **Weeks** | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |  |
| Contract and entry meeting | x |  |  |  |  |  |  |  |
| Inception report, draft revised | x |  |  |  |  |  |  |  |
| Data collection and analysis |  | x | x |  |  |  |  |  |
| Drafting and submission of evaluation report |  |  |  | x |  |  |  |  |
| Meetings with Evaluation Reference Group |  |  |  | x |  |  |  |  |
| Draft report review workshop/receipt of comments from  stakeholders and reference group members |  |  |  |  | x | x |  |  |
| Revision and submission of the final report |  |  |  |  |  |  | x |  |

**SUBMISSION PROCESS AND BASIS FOR SELECTION**

Documents to be included when submitting Consultancy Proposals

The following documents may be requested:

Latest updated Curriculum Vitae (CV) or Resume

Duly executed **Letter of Confirmation of Interest and Availability** using the template provided by UNDP. **Template of the Letter of Confirmation of Interest and Availability can be accessible from this** [**UNDP Malawi Procurement page**](http://www.pacific.undp.org/content/dam/fiji/docs/Procurement/Confirmation-of-Interest-Submission-of-Financial-Proposal-Template.docx)

**Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per the template provided. If an Offeror is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under a Reimbursable Loan Agreement (RLA), the Offeror must stipulate that arrangement at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

Lump-sum contracts

The financial proposal shall specify a total lump-sum amount and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e., whether payments fall in instalments or upon completion of the entire contract). Payments are based upon output, i.e., upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump-sum amount (including travel, living expenses, and a number of anticipated working days).

**Travel**

In general, UNDP should not accept travel costs exceeding those of an economy return class ticket; should the consultants wish to travel on a higher class, they should do so using their own resources.

In the case of unforeseeable travel, payment of travel costs, including tickets, lodging, and terminal expenses, should be agreed upon, between the respective business unit and individual consultant, prior to travel and will be reimbursed.

Evaluation of proposals

Individual consultants will be evaluated based on the following methodologies:

*1. Cumulative analysis*

*When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:*

*responsive/compliant/acceptable, and*

*Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.*

*Technical Criteria weight; [70]*

*Financial Criteria weight; [30]*

|  |  |  |
| --- | --- | --- |
| ***Criteria*** | ***Weight*** | ***Max. Point*** |
| ***Technical*** | ***70*** | ***70*** |
| ***Criteria A****:* master’s degree in Disaster Risk Management and or Environment/Climate Change Adaptation with a minimum of 7 years of work experience. |  | *5* |
| ***Criteria B****:* Minimum five (5) years of work experience and proven analytical skills, especially in the areas of Disaster Risk Management and Reduction and / or adaptation to climate change |  | *20* |
| ***Criteria C****:* Proven experience in conducting evaluations of national programme/project development projects supported by the UN or other similar international organizations. Should have conducted at least three  such evaluations. |  | *25* |
| ***Criteria D:*** Experience in gender equality and women empowerment  initiatives |  | *10* |
| ***Criteria E***: Brief methodology on how they will approach and conduct the  work in not more than two pages. |  | *10* |
| ***Financial*** | ***30*** | ***30*** |
| ***COMBINED TOTAL SCORE (MAXIMUM)*** |  | ***100*** |

*Only candidates obtaining a minimum of 70 points in the Technical Evaluation would be considered for the Financial Evaluation*

The financial score for the financial proposal will be calculated in the following manner:

Sf = 100 x Fm/F, in which Sf is the financial score, Fm is the lowest price and F the price of the proposal under consideration.

(Total Financial Maximum points = 100 points)

Total Score

The technical score attained by each proposal will be used in determining the Total score as follows: The weights given to the technical and financial proposals are: T= 0.7, F=0.3

The Total score will be calculated by formula: TS = St x 0.7 + Sf x 0.3 TS - Is the total score of the proposal under consideration?

St - is technical score of the proposal under consideration. Sf - is financial score of the proposal under consideration.

Proposals Submission Instructions

Proposals may be submitted on or before the deadline as indicated below. Proposals must be submitted using this generic email [quantum.mw@undp.org,](mailto:quantum.mw@undp.org) cc [procurement.mw@undp.org](mailto:procurement.mw@undp.org) address only.

Incomplete proposals and failure to comply with proposal submission instructions may not be considered or may result in disqualification of the proposal.

Completed proposals should be submitted using Quantum no later than

For any clarification regarding this assignment please write to Procurement Officer on [procurement.mw@undp.org](mailto:procurement.mw@undp.org) CC: [susan.mkandawire@undp.org](mailto:susan.mkandawire@undp.org). Only written communication will be responded.

**Diversity:** UNDP is committed to diversity and inclusion and equal opportunity for all candidates. We welcome diversity on the basis of gender, age, education, national origin, ethnicity, race, disability, sexual orientation, religion, and HIV/AIDS status.

UNDP looks forward to receiving your Proposal and thank you in advance for your interest in UNDP procurement opportunities.

EVALUATION ETHICS

Responsibility of the CO to ensure credibility and independence of evaluation; the responsibility of TL to provide impartial, evidence-based, reports adhering to international evaluation standards, etc.

The evaluation will follow UNEG guidelines on the ethical participation of human participants, including children and other vulnerable groups. All participants in the study will be fully informed about the nature and purpose of the evaluation and their requested involvement. Only participants who have given their written or verbal consent (documented) will be included in the evaluation.

ANNEX I: RECOMMENDED EVALUATION REPORT CONTENTS

The final report in English (maximum 50 pages, excluding annexes, shall be submitted to UNDP-Malawi by the consultant upon working on comments and inputs on the draft report.

**T**he evaluation report shall include the following contents, as a minimum:

Title

Table of contents

Acronyms and abbreviations

Executive Summary

Introduction

Background and context

Evaluation scope and objectives

Evaluation approach and methods

Findings and conclusions

Lessons learned

Recommendations

Annexes

1. GoM; 2023, Malawi 2023 Tropical Cyclone Freddy Post Disaster Needs Assessment [↑](#footnote-ref-1)
2. UNDP Malawi, Country Programme Document for Malawi (2019-2023) [↑](#footnote-ref-2)
3. GoM; 2019, Malawi 2019 Floods Post Disaster Needs Assessment [↑](#footnote-ref-3)
4. GoM; 2022, Malawi Cyclone Ana Situation Report – 28 January 2022 [↑](#footnote-ref-4)
5. GoM; 2023, Malawi 2023 Tropical Cyclone Freddy Post Disaster Needs Assessment [↑](#footnote-ref-5)
6. 2024, The Nation online (nwnation.com) [↑](#footnote-ref-6)
7. Flood Based Livelihoods Network Malawi, 2018: Climate Change – Droughts and Floods in Malawi [↑](#footnote-ref-7)
8. DRM4R Programme document (2019-2023) [↑](#footnote-ref-8)
9. DRM4R Programme Document (2019-2023) [↑](#footnote-ref-9)
10. DRM4R Programme Document (2019-2023) [↑](#footnote-ref-10)
11. Sectors of agriculture and food security, health, nutrition, emergency shelter and camp management, water sanitation and hygiene; protection and social security, education, transport and logistics and search and rescue [↑](#footnote-ref-11)
12. Chikwawa District Contingency Plan (2023-2024) [↑](#footnote-ref-12)
13. Social Marketing Tools are tools such as Mgame boards, posters and charts designed to promote DRR [↑](#footnote-ref-13)
14. Disaster resilience in the context of DRM4R, refers to the ability for DoDMA and the disaster prone communities or people who have been affected by disasters to prevent, withstand and recover from the harmful impacts of natural hazards through knowledge and practice. [↑](#footnote-ref-14)
15. GoM, 2023; Minutes of NDPRC, March 2023 [↑](#footnote-ref-15)
16. https://www.dodma.gov.mw/ [↑](#footnote-ref-16)
17. GoM, 2019 ; DRM4R Programme Document (2019-2023 [↑](#footnote-ref-17)
18. GoM, 2018; National Resilience Strategy (2018-2019) [↑](#footnote-ref-18)
19. GoM, 2020; Minutes of NDPRC, January 2020 [↑](#footnote-ref-19)
20. GoM, 2023; Minutes of NDPRC, March 2023 [↑](#footnote-ref-20)
21. GoM, 2019; DRM4R Programme Document (2019-2024) [↑](#footnote-ref-21)
22. GoM, [M-CLIMES Project (dodma.gov.mw)](https://www.dodma.gov.mw/index.php/projects/m-climes-project) [↑](#footnote-ref-22)
23. Balaka Multi-Hazard Contingency Plan for Naperi Masakapende Primary School (n.d) [↑](#footnote-ref-23)
24. The proposed coordination committees take cognisance of the existing National and District Disaster Risk Management Committees as provided for in the 2023 DRM act but the membership of these committees is not encompassing on non-state actors hence the need for the broad based coordination structures at National and district levels. [↑](#footnote-ref-24)
25. DRM Project Document (2019-2023) [↑](#footnote-ref-25)
26. Minutes of NDPRC, March 2023 [↑](#footnote-ref-26)
27. ibd [↑](#footnote-ref-27)