



# End of Term Evaluation of the Democracy Consolidation Program IV FINAL REPORT

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**Submitted by: Hindowa Batilo Momoh PhD  
International Consultant**



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## ABBREVIATIONS AND ACRONYMS

Abbreviations and Acronyms	Full Description
<b>ACB</b>	Anti-Corruption Bureau
<b>ADR</b>	Alternative Dispute Resolution
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>CARER</b>	Center for Advice, Research and Education in Rights
<b>CBE</b>	Community Based Educator
<b>CBF</b>	Community Based Facilitators
<b>CBO</b>	Community Based Organization
<b>CCJP</b>	Catholic Commission for Justice and Peace
<b>CCAP</b>	Church of Central Africa Presbytery
<b>CCF</b>	Country Cooperation Framework
<b>CIDA</b>	Canadian International Development Agency
<b>CRC</b>	Community Rights Committees
<b>CSO</b>	Civil Society Organization
<b>DBU</b>	Development Broadcasting Unit
<b>DCP</b>	Democracy Consolidation Program
<b>DEC</b>	District Executive Committee
<b>DFID</b>	Department for International Development
<b>EU</b>	European Union
<b>FEDOMA</b>	Federation of Disability Organizations of Malawi
<b>GoM</b>	Government of Malawi
<b>GVH</b>	Group Village Headman
<b>HIV</b>	Human Immune-deficiency Virus
<b>HRCC</b>	Human Rights Consultative Committee
<b>IMCHRD</b>	Inter-Ministerial Committee for Human Rights and Democracy
<b>IP</b>	Implementing Partners
<b>KKYO</b>	Nkhotakota Youth Organization

<b>MASAF</b>	Malawi Social Action Fund
<b>MBC</b>	Malawi Broadcasting Corporation
<b>MEC</b>	Malawi Electoral Commission
<b>MEJN</b>	Malawi Economic Justice Network
<b>MHRRC</b>	Malawi Human Rights Resource Centre
<b>MICE</b>	Ministry of Communication and Civic Education
<b>MP</b>	Member of Parliament
<b>MPRSP</b>	Malawi Poverty Reduction Strategy Paper
<b>MGDS</b>	Malawi Growth and Development Strategy
<b>NAC</b>	National Aids Commission
<b>NAD</b>	Norwegian Association of the Disabled
<b>NEST</b>	National Electoral Systems Trust
<b>NGO</b>	Non-Governmental Organization
<b>NICE</b>	National Initiative for Civic Education
<b>NORAD</b>	Norwegian Agency for Development Cooperation
<b>NOYD</b>	Ntchisi Youth Organization
<b>OPC</b>	Office of the President and Cabinet
<b>PO</b>	Program Office
<b>PARECE</b>	Para Legal Resource Centre
<b>PSC</b>	Program Steering Committee
<b>PSD</b>	Program Support Document
<b>RBA</b>	Rights Based Approach
<b>RLC</b>	Radio Listeners Club
<b>RBM</b>	Rights Based Management
<b>TA</b>	Traditional Authority
<b>ToT</b>	Trainer of Trainers
<b>TVM</b>	Television Malawi
<b>UNDP</b>	United Nations Development Program
<b>UNICEF</b>	United Nations Children's Emergency Fund

<b>USAID</b>	United States Agency for International Development
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The consultant also expresses his sincere appreciation to the UNDP leadership and management staff at all levels who provided priceless support, and freely shared their literature, time and institutional memories. I am very grateful to you all.

As an independent review of the DCP IV, the End of Term Evaluator takes responsibility for the views and opinions expressed in the report, but I hope that they reflect those of the UNDP and Program Management Team, development and implementing partners and beneficiaries met. More significantly, it is my considered opinion that the findings and recommendations of the report will contribute to improving the work of UNDP and development partners on the one hand and the litany of contributions from the government, CSOs and citizens in consolidating democracy and good governance, and promoting human rights and the right to development in Malawi, on the other.

## EXECUTIVE SUMMARY

### **Objective and Purpose**

The overarching objective and purpose of the End of Term Evaluation of the DCP IV was to determine the extent to which the outcome and outputs of the program have been achieved; to assess UNDP's contribution to those achievements and to document key achievements; and to distil lessons learned. The evaluation used the standard criteria of relevance, effectiveness, efficiency, sustainability and impact in relation to the program goal: people enjoying the right to development through demanding good governance and performance of correlative duties.

### **Methodology**

The methodology employed in undertaking this evaluation was eclectic and participatory. Collection of data used a variety of methods, including document review, key informant interviews, focused group discussions, observation and field visits to program sites in ten districts. The communities visited were sampled to ensure representation of programmatic themes, programme's geographical spread, and progress made and challenges encountered in program implementation. The consultant engaged in and facilitated 14 community level Focus Group Discussions (FDGs) in the ten districts visited.

### **Programme Context and Description**

One of the critical identifiable obstacles to self-actualization and sustainable development in Malawi is poverty. Progress on good governance, democratization and the promotion of human rights has been seen as development deficits in the country. National legal frameworks and development strategies such as the Constitution of Malawi, the MGDS, Vision 2020 and the Poverty Reduction Strategy have recognised this and suggested strategies to address the challenge. DCP IV, which is a successor of DCP I, II and III, is designed to respond to the governance, human rights and the right to development challenges facing the country through its program goal. Outputs 1, 2, 3 and 4 were designed to empower people to demand for their right to development; demand for fair trade, labour and consumer protection; demand for accountability from public officials and duty bearers; demand for good governance from elected officials such as District Councils; and to demand for the provision of basic services to communities.

### **Main Findings and Recommendations**

One critical finding that must be noted from the outset is the absence of Follow up Survey to measure progress on indicators. The consultant noted that the baseline figures in the PSD were based on the 2012 follow up Survey on Civic Education in Malawi. The program indicators were, therefore, based on results of this survey. Progress on the indicators and by extension on the DCP IV can only be measured through another survey, which is yet to be conducted pending funding, the consultant was informed by

the PO. Consequently, the current evaluation cannot determine or quantify progress or measure results (in %) of the project from 2012 to 2016 until another survey is conducted. For instance, the consultant cannot determine the percentage of people impacted by the project. In the absence of the survey, the Programme Office has gauged progress towards achievement of output targets using process indicators at Community Rights Committees/Group Village Heads (CRC/GVH) level.

**Design and Relevance:** The consultant found that the problem the project addressed was clearly identified and the approach soundly conceived. The outcome, outputs and activities of the intervention were logically articulated and the beneficiaries clearly identified as reflected in the people's appreciation of UNDP and Development Partner's (DPs) initiative for the intervention. More poignantly, the program was pitched on the demand-side that focused on empowering and educating citizens to demand for the right to development and hold their elected officials and other duty bearers accountable for the provision of services to the communities. The programme was designed in a highly consultative and participatory process with an organizational structure and implementation modality. However, the consultant found that insufficient funding and delays in disbursement of funds resulted in the program's geographic phased implementation.

The DCP IV was relevant because its design was in sync with Malawi's national development priorities at the highest level. DCP IV is aligned to both the Malawi Development Growth Strategy (MDGS) and the Malawi's Vision 2020 aimed at alleviating poverty and promoting sustainable development in the country. It was also aligned to the indicators under outcome 4.1 of United Nations Development Assistance Framework (UNDAF), which is concerned with national institutions fostering democratic governance and the promotion of human rights. In tandem with the program's alignment to national strategic goals, DCP IV's alignment to UNDAF and UNDP Country Program Document (CPD) provides the coherence of the response to the challenges of governance and development in Malawi.

#### **Rating: Achieved**

#### **Effectiveness:**

The consultant established that the results produced under outputs 1, 2 and 4 were effective *albeit* output 4 encountered issues relating to institutional arrangements discussed below. The effectiveness of these outputs can be attributed to the adoption of results-based approach, the methodology employed in program implementation that was largely community-based and demand-driven and the synergy forged between the various stakeholders in program implementation. Output 3 was dropped at the onset of DCP IV implementation following the revival of the National Initiative for Civic Education (NICE), which has been a main player in this area since 1999. In particular, the training and skills development programs were effective tools used by DCP IV program to transfer knowledge and train other communities, and in facilitating community mobilization to demand the right to good governance, public services human rights and the right to development on the one hand, and promote fair trade and consumer and labour, rights, on the other. The tools also enhanced the participation and mainstreaming of gender considerations not to mention advocacy for the respect of the rights of other vulnerable groups such as youths, children, and people affected by and infected with HIV/AIDS and people with disabilities. The consultant could not measure the how much ground the government has gained grounds in reaching the millions of Malawians and changing their perceptions to democracy, good governance and human rights. What is clear in the findings was that efforts were made by volunteer structures to reach out to other communities not originally targeted. The Radio Listening Clubs (RLCs)

radio programs were effective tools used to provide information, educate and sensitize citizens. However, the consultant could not also measure how many people listened to these radio programs.

**Rating for Outputs 1 and 2: Achieved**

**Rating for Output 4: Partially Achieved**

**Efficiency:**

The consultant reviewed program outcome and outputs including but not limited to quarterly and annual reports, training reports, monitoring and audit reports and found that the program was efficiently implemented. UNDP and Donors delivered most of their financial support (from the Basket Fund managed by UNDP) and technical backstopping for the DCP IV implementation. Training programs were well planned, organized, financed and effectively carried out. Dovetailing with the above, the DCP IV program was annually audited by external auditors contracted by UNDP and in line with the UNDP auditing procedures. The evaluation was, therefore, convinced that the products examined justified the financial investment. However, delays in the disbursement of funds from UNDP caused some delays in the commencement of program implementation. The estimated average delivery rate stood at 95%.<sup>1</sup>

**Rating: Achieved**

**Sustainability:**

The consultant noted the continuity of some program benefits. Output 1 is more likely to be sustained because it has been implemented the longest, while output 2, which is stimulating citizens probably because of the direct benefit, is new. Output 3, as indicated above, was terminated in favour of NICE which has been one of the key players in the area of civic education for education for elections and voter education since 1999. Output 4 can hardly be sustainable without donor funding because the PO, IPs and District Offices rely on funds available for program implementation, without which they become redundant. What is likely to be sustainable, at least in the short and medium term, are the volunteer structures at the local level. They too face critical challenges because they are volunteers and allowances provided to participants by other programs such as Tilitonsi and lack of transportation for community facilitators to reach out to distant communities are demotivating factors for DCP community structures. It remains unclear for how long these locally established structures will be sustained to promote democratic governance and human rights in the absence of donor support.

In tandem with the above, the sustainability of the various activities under each output will be contingent upon the establishment of a functional and devolved local government structure that respond to the demands and compliment efforts of the established DCP IV community structures. That is, although the DCP IV built strong grassroots structures with skills and capacity which will remain useful, sustainability in the longer term is unlikely because there is lack of a functional complimentary structure at the grassroots level.

**Rating: Partially Achieved**

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<sup>1</sup> See Annual Progress Report of 2014

**Impact:**

The evaluation established that benefits of training were extended beyond the beneficiaries of the programme to several communities through increased transfer of knowledge as was evidenced in transfer of knowledge to traditional leaders, Village Development Committees (VDCs), councillors etc. Achievement of the goal of the programme has been on-going and empowerment of target beneficiaries have resulted in an increase in the services provided to local communities (construction of school blocks, health care centres with maternity facilities, fish ponds, roads, to name a few) and legal services extended to particularly vulnerable groups. There is also an increase in self-confidence as members of rural communities become more aware and exercise their rights without fear of reprisals. Based on qualitative assessments, Malawians are being empowered to promote, protect and defend human rights on the one hand, and to demand good governance, democracy and the delivery of public services, on the other.

**Rating: Achieved****Program Management**

The evaluation found that the DCP IV had a well-designed management structure with clearly identified roles and responsibilities. The consultant also noted that the grassroots structures responded positively when asked about their assessment of the PO, UNDP and the DPs with regards to program implementation. Good functional relationship existed between IPs, the PO and UNDP although there is room for improvement. UNDP managed the Basket Fund and provided technical backstopping to the PO and IPs in the field. IPs submitted quarterly reports and the PO consolidated various IP reports into annual reports. There was evidence of program monitoring from IPS and the PO, but little from the Steering Committee to scan the operational field.

The evaluation noted that the Steering Committee was not meeting regularly to share information and ideas, address challenges (lack of effective program coordination between and among different actors such as Tilitonsi and DCP), and to provide accountability on how the program was progressing. The lack of regular meetings (for instance, the Steering Committee only once in 2014, once between 2015 and 2016) is seen as an opportunity lost. There is need to review the DCP structure for any future program and to redefine the way funds flow. The consultant found that M&E needs to be further strengthened to ensure the effective implementation and periodic assessment of the programs M&E framework. An effective and a well-structured monitoring and reporting would have resulted in discovering and documenting what different partners were doing, in which district and sector and whether their program strategies were in conflict with or complementary to DCP IV goals and objectives. Regular meetings and monitoring missions would have helped in enhancing division of labour and save on scarce resources.

The evaluation established that strategic partnership with some institutions such as Tilitonsi, NICE, HRCC working on the improvement of enjoyment of the right to development through a focus on communities has not been fully capitalized on, strengthened and actualized during the DCP IV implementation. This has resulted in duplication of efforts and lack of division of labor in the communities DCP IV is implementing projects.

**Rating: Partially Achieved**

## **UNDP's Contribution**

UNDP has been approachable, responsive and flexible, and played a fundamental role in the design and formulation of the DCP IV, which was based on mutual understanding and agreement with key stakeholders, underpinned by discussion of key issues. The UN Agency has provided leadership by bringing together, at the end of each year, all DCP IV stakeholders to design annual work plans for program implementation, and has been instrumental in ensuring that IPs and the PO meet the requirement of progress and financial reporting on the quarterly and annual basis thus contributing to the effective and efficient implementation of DCP IV. UNDP has managed the basket funds and provided technical and programmatic backstopping, particularly in auditing, procurement and financial management. The consultant noted that although donors view UNDP positively, they are concerned that the UN Agency is soft on government when it comes to accountability (the flow of funds to be specific) and not playing its oversight role. Another challenge facing UNDP is the timely disbursements of funds that had contributed to delayed program implementation especially at the beginning of each year. Despite these challenges, the donors, IPs, CSO's beneficiaries' encountered expressed willingness to continue working with UNDP.

**Rating: Achieved**

## **Gender Mainstreaming**

Gender empowerment and mainstreaming was seen to be well approached in all of the outputs. The consultant found strong evidence of gender balance in the composition of, for instance, DCP IV structures. Women hold key decision making positions in the CRCs and RLCs. The participatory nature of the Focus Group Discussions spoke volumes about substantive participation of women in all districts, with room for improvement in Ntcheu South (Senzani), Machinga and Mangochi districts. Additionally, the evaluation noted that the Programme has done tremendously well in terms of promoting the participation of children, the disabled and the "chronically ill" at the implementation levels of different development endeavours as was evidenced with the withdrawing of young girls from early marriages and their readmission into school in Dedza. However, the consultant found that some culturally entrenched traditional practices such as "locking girls" for days in a secluded location to educate them on how to take care of the home thereby denying them the right to education continue to be prevalent. Although DCP IV has made tremendous strides toward gender empowerment, women and other vulnerable groups in the rural areas continue to experience economic exclusion, lack of access to education and poor retention of girls in schools, gender-based violence and harmful cultural practices. These are the major standing barriers to achieving gender empowerment.

**Rating: Partially Achieved**

## **Lessons Learned**

- **Voice and Participation:** the program design is unique in that it has now come to pay a lot of attention downstream that enlist the participation of CSOs and the citizenry to increase their voice and provide space for effective participation in program implementation and ensuring that portfolio explicitly support participation of poor and marginalized in social dialogue, citizen oversight, social control, and partnerships with other local structures. A bottom-up approach

required in program design and implementation is indeed the vogue in DCP IV. This needs to be deepened further.

- **Community-driven Approach:** The decision on the part of the program design to work on the demand side was the game changer wherein ordinary citizens in the local communities voluntarily exert their energies and acquired skills to demand for their right to development and human dignity from duty bearers. The resultant effect is the increased public pressure on authorities to respond, change behaviour, and reduce corruption. The catalytic effect is improved governance outcomes and development effectiveness.
- **Unresponsiveness from Duty Bearers:** An observed challenge to the rights based approach experienced in the field is the lack of responsiveness from public officials at the local level. The citizens have resorted to other strategies including asking and pressuring the duty-bearers using different channels; seeking alternative solutions by requesting for assistance from other actors if they realize that the duty bearers lack the capacity to respond and contributing what they can to solve the issue.
- **Empowerment of Community Volunteers:** Another critical lesson learned is that when community volunteers are empowered and convinced that they can take responsibility of their own development, the following results are achieved: increased state or institutional responsiveness, decrease in the mismanagement of public funds, better budget utilization, and improved service delivery. Continuous capacity building such as refresher training sessions of community volunteers improves project delivery and delivers intended results.
- **Demand and Supply Side Dichotomy:** One of the fundamental lessons to DCP IV relates to the emphasis to empower right holders (demand side) to demand for the provision of services from the duty bearers (supply side). The inability of the GoM not to empower duty bearers (through training and skills development) particularly the local councils, VDCs, ADCs and traditional rulers who are critical elements in influencing decisions and responding to demands that can help deepen local governance pose a big challenge to the deepening governance and democracy in Malawi.

## Recommendations

The consultant proffers the following recommendations:

### A. Recommendations for UNDP

- ✓ *In view of the increasing demand for DCP support against limited resources, UNDP should adopt a more robust and pro-active approach to resource mobilization strategies that attract additional development partners to fund future related programs while the current donors should be encouraged to increase their contributions.*
- ✓ *Women's advancement and gender empowerment component needs to be continued to ensure that gender related abuses such as GBV, cases of early marriages, the education of the girl child are not only demanded at the local level but are raised on the national policy agenda for redress. UNDP and partners should consider building the capacities of women and empowering them to influence decisions that affect their lives. This can be achieved by influencing policy strategies at the national level that promote the rights of women.*
- ✓ *UNDP should work with the GoM to identify a high profile and competent government official with the flexibility to play an oversight role and coordinate the membership and activities of any similar future program. The official should be responsible for providing feedback to the GoM, for instance, through annual reporting to Cabinet, the significant gains made and looming challenges facing future projects.*

- ✓ *It is recommended that strategic alliances be strengthened among partners to ensure continuity of the process of development of democratic governance and the promotion of human rights. There is, therefore, the necessity to enter into strategic alliances with other state and non-state institutions such as HRCC and the National Aids Commission as a way of facilitating coordination that would avoid instances of duplication of efforts at the community level and promoting division of labor*
- ✓ *Although the DCP IV has been engaged in promoting civic engagement, It is recommended that UNDP and donors provide more support for a rigorous civic engagement that puts emphasis on collaboration across sectors with deep empathy for communities they serve, and one that focuses more on gender related issues through skills development, information and capacity development support to citizens. This will, no doubt, help facilitate citizens' engagement with duty bearers vis-à-vis the right to development.*
- ✓ *It is recommended that UNDP and Development Partners provide assistance to transform the current grassroots structures into CBOs, which should be duly registered with District Councils and develop their capacities to generate revenue and implement projects like the Chikulamayembe Women's Group in Rumphi, which is currently implementing a MK 23,000,000 project in collaboration with ActionAid. This is regarded as sustainable way to go.*

#### **B. Recommendations for the GoM**

- ✓ *The GoM should strengthen the decentralization process by devolving power and functions, financial resources, human capacities, improved professionalism and authority so that local government structures would be able to positively respond to citizens' demand for the right to development and the provision of social services*
- ✓ *The consultant recommends that the GoM undertakes a comprehensive, a robust skills development and training interventions for duty bearers at the local level (ADCs and VDCs and local councilors) with the view to train them on governance, human rights, the right to development and citizens' protection against unfair trade, promote labor and consumer rights.*

#### **C. Recommendations to Development Partners**

- ✓ *The consultant recommends that there is need to map out players and their area of engagement with the grassroots on the latter's right to development. Second, It is critical to hold a stakeholder workshop to consider coordination and harmonization of approaches with the view to clearly synchronize what each player is implementing, with whom and in what community thereby enhancing division of labor and saving on limited resources available at the community level.*
- ✓ *The consultant recommends that Development Partners concentrate more on deepening understanding through awareness raising on consumer protection on the one hand, and to engage the GoM and community leaders on how to mitigate harmful practices that continue to negatively impact on the lives of women and girls, and disempower them from realizing their full potentials in society, on the other. Some of them include but are not limited to: early marriages, household labor, GBV cases, and holding of girls in secluded locations for days with the pretext that the practice prepares girls for womanhood.*

#### Recommendations for CSOs

- ✓ *It is recommended that CSOs and other organizations involved in the democratic governance development in Malawi should be sensitized to the need to become self-sufficient through internal income-generating initiatives to support the increased outreach of their respective programmes and ensure self-sustainability. There is need to cut down on running costs to allow them rely more on their own resourcefulness and less on donors. This increases independence and sustainability, vital ingredients for consolidating democracy and promoting good governance.*
- ✓ *There is a need for CSOs supported by the DCP IV along with other NGOs and stakeholders to coalesce effort through strategic linkages among their programs, sharing vital programmatic information, complementing each other and possibly through cost sharing arrangements to ensure a greater outreach of their programs and strengthening democracy and consensus building throughout Malawi.*

## CHAPTER ONE

### 1.1 Introduction

Malawi is a landlocked country situated in central Africa sharing borders with Mozambique in the Southeast, Tanzania in the Northeast and Zambia in the West. The population counts about 17 million and Malawi is one of the most densely populated and one of the ten poorest countries in the world. In Malawi 66.7 percent of the population (10,012 thousand people) are multi-dimensionally poor while an additional 24.5 percent live near multidimensional poverty (3,674 thousand people). The breadth of deprivation (intensity) in Malawi, which is the average of deprivation scores experienced by people in multidimensional poverty, is 49.8 percent. The Multi-Dimensional Poverty (MPI), which is the share of the population that is multi-dimensionally poor, adjusted by the intensity of the deprivations, is 0.332.<sup>2</sup>

Only 10% of the total work force is in formal employment and close to 85% employed in the agricultural sector. HIV/AIDS remains the one single most important health problem with a high prevalence rate amongst the most active age group, (15 to 49). The pandemic is exerting a heavy strain on the country's productive group and affecting skilled labor.

Malawi is highly dependent on international development cooperation, which represents roughly 10% of GDP and covers 40% of government expenditures. The main funding agencies are the United Kingdom, the USA, the EU, Norway, Irish Aid, Japan, UN agencies, IMF and the World Bank. UNDP and the donor community have been actively involved in supporting the Government of Malawi in the transition to democracy since 1992, in particular with the referendum on multi-party democracy in 1993, and in the successive electoral processes to date.<sup>3</sup>

The country gained its independence in 1964 with Dr. Kamuzu Hastings Banda as Prime Minister. In 1966 Malawi became a Republic with Dr. Banda as the first Malawian President. Malawi experienced 30 years of one party rule, until Dr. Bakili Muluzi was elected President with the introduction of multi-party democracy in 1994. During the first years of multiparty democracy, Malawi made considerable progress with consolidating its democratic system. Political conflicts were in general solved by peaceful means and in accordance with the rule of law. State institutions essential to good governance and the protection of human rights had been speedily established and are seen implementing reforms. In short, the practice of good governance in Malawi is gradually progressing with successive elections and the peaceful transfer of power over the last few decades linked to building a critical mass. This has, in a large measure, assured that the country is gradually transitioning from being a docile and pliable state to a state where its citizens are active and responsive.

### 1.2 Program Background and context

The Democracy Consolidation Program (DCP) IV was designed within the context of the Government of Malawi's (GoM's) overarching development strategies namely: Malawi's Vision 2020 and the Malawi Growth and Development Strategy (MGDS II) {2011- 2016}. Governance constitutes one of the major pillars of the development strategy of Malawi and as such, DCP IV has been one of the tools designed to respond and contribute to the country's long term vision and medium term development policy, with a

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<sup>2</sup> See the Human Development Report (HDR) of 2015

<sup>3</sup> See the Malawi Growth and Development Strategy (MDGS) for details

particular focus on the promotion of good governance and the promotion of the right to development as prescribed in section 30 of the Republican Constitution.<sup>4</sup>

Further, the program was developed in response to the findings of a follow-up survey on civic education in Malawi (2011); the end of DCP III end of project evaluation (2011); a situation analysis undertaken during the development process of the Programme and the United Nations Development Assistance Framework (UNDAF) {2012-2016}.<sup>5</sup> The follow-up survey on civic education revealed that there was need for improved knowledge and skills levels on governance and human rights, which would require sustained efforts to cover the identified gaps. At the same time, the end of DCP III evaluation had as one of its major findings, a successful creation of a critical mass at grassroots level effectively working towards improving community and individual well-being using governance and human rights principles. These gains would need sustained efforts to consolidate and cover the remaining 9 districts<sup>6</sup>. According to the situation analysis, Malawi's main problem is poverty whose root cause is the *"low enjoyment of the right to development, especially amongst children, women, people with disabilities, and the rural and urban poor"*. Similarly, the current UNDAF was also aligned to the MGDS II. Its outcome is *"National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all especially women and children by 2016"*.<sup>7</sup>

DCP IV's goal is *"Group villages progressively enjoying the right to development through demanding good governance and performance of correlative duties."* The Programme is pitched on the demand side and aims at building the capacity of the grassroots to demand good governance and fulfilment of human rights, especially the right to development, from appropriate duty bearers. It focuses on transfer of knowledge and skills, animation, group working and other interactive methods supported by radio and print media. The Programme is implemented through projects developed and implemented by CSO's and Public institutions selected through an open and competitive process. The projects fall into two broad categories. Firstly, grass-root based projects which create local structures (District Officers, CBFs, CRCs and RLCs) to facilitate achievement of programme outputs. Secondly, media based projects which complement the grass-root based projects through provision of a channel for right-holders to communicate their views on various governance and right to development requirements to duty bearers as well as receive feedback. The media projects also act as a channel for disseminating important messages to project beneficiaries, mostly the rural masses. DCP IV uses the Rights Based Approach (RBA) to programming and Results Based Management (RBM). All programme activities pay special attention to the status and needs of vulnerable groups.<sup>8</sup>

### 1.3 Objectives and Scope

The primary goal of the DCP IV is *"Group villages progressively enjoying the right to development through demanding good governance and performance of correlative duties"*.

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<sup>4</sup> The Project Support Document

<sup>5</sup> Ibid., p. 8.

<sup>6</sup> The districts are: Chitipa, Likoma, Kasungu, Lilongwe, Dowa, Balaka, Blantyre, Thyolo, and Chiradzulu

<sup>7</sup> Situational Analysis of 2011

<sup>8</sup> The various progress reports from 2012-2016 attest to this

Generally, the evaluation assessed:

- The relevance, effectiveness, efficiency, sustainability and impact of the project;
- The progress made towards achieving the outcome and outputs and what can be derived in terms of lessons learned for future CO support to the country; and
- To assess the effectiveness of partnership arrangements between GoM, UNDP, RNE and Irish Aid

Specifically, the objectives of the evaluation include:

- Assessing and analyzing the progress made by the program to date towards achieving the program outcome, goal and outputs and the sustainability of these results;
- Examining and analyzing factors which have positively and negatively impacted on achievement of program outputs and outcome;
- Assessing the relevance of the outputs to the effective achievement of the outcome and goal;
- Assessing the relevance of the program to national priorities;
- Assessing the effectiveness of institutional arrangements and partnership strategies;
- Examining the extent to which vulnerable groups (women, youth, people with disabilities, the elderly etc.) and their interests were integrated into the program.
- Distilling lessons for future programming and improvement in planning for the remainder of the program;
- Making recommendations in strategic areas for improving the program design, effectiveness, efficiency, impact, sustainability, partnership arrangement, and cross-cutting issues.

The DCP IV program evaluation covered the period 2012-2016 and was implemented in 22 districts for CRCs and CBFs and 28 districts for the Radio Listening Clubs (RLCs). The consultant sampled the following districts: Lilongwe, Dedza, Ntcheu, Zomba, Machinga, Mangochi, Salima, Rumpi and Mzimba. The consultant conducted Focus Group Discussions (FDGs) with beneficiaries particularly the Community Based Facilitators (CBFs), the Community Right Committees CRCs, and the Radio Listening Clubs (RLCs) and Implementing Partners (IPs) in the districts. In some communities, the Village Development Committees (VDCs), Area Development Committees (ADCs), traditional leaders and local councilors participated in the FDGs.

## 1.4 The Conceptual Framework of the Evaluation

The overarching conceptual framework guiding the evaluation was to test the validity of the project's theory of change by analyzing the extent to which the project interventions addressed the problem and supported the realization of both the expected outputs, outcomes and impacts. The DCP IV theory of change was anchored on the demand side (citizens/right holders) of the promotion of good governance and human rights. Therefore, the changes that have occurred at each level of the DCP IV program implementation (activities, outputs, inputs) were assessed to ascertain whether they have contributed to the achievement of the long term goal of communities progressively enjoying the right to development through demanding good governance practices and human rights.

As such, the consultant assessed the project's effectiveness, efficiency, relevance, impact and sustainability as well as the contribution of key stakeholders particularly UNDP's role based on the program's results chain and process analyses. These assessments have led to distilling lessons learned and facilitated the documentation of usable recommendations and of best practices observed during the evaluation exercise.

Moreover, the consultant found the framework was appropriate and adequate since the program design and implementation has been largely guided by and focused on the right to development whose actualization was predicated on the consolidation of democracy and good governance, and promotion of human rights that would eventually provide the people access to affordable service delivery that have been absent at the community level where poverty, socio-economic deprivation and want persist. The evaluation criteria in chapter two details the analyses of the DCP IV program's relevance, effectiveness, efficiency, program management, impact and sustainability.

## CHAPTER TWO

### 2.1 Methodology

The consultant employed a wide variety of methods to undertake the evaluation exercise. First, the consultant reviewed relevant program documents that provided insights into the project as well as providing background data that informed data collection tools. Such documents reviewed included but were not limited to: the Constitution of Malawi, Malawi Growth Development Strategy, Malawi Poverty Reduction Strategy, Program Support Document, Progress reports, Annual review reports, monitoring reports, field reports from IPs, UNDAF (2012-2016), implementation plans, annual financial reports, audit reports and other relevant documents provided by UNDP, IPs, District Offices and the Program Office.

Second, the consultant conducted key informant interviews<sup>9</sup> with strategic stakeholders from UNDP, the Irish Embassy, the Norwegian Embassy, the PO, Malawi Human Right Commission, and the National Institute for Civic Education (NICE), NGOs, Implementing Partners and CSOs. In tandem with the above, the consultant also held a number of debriefing meetings with key stakeholders. In particular entry/debriefing meetings were held with UNDP, PO, and Development Partners (DPs). Fundamentally, the meetings and interviews provided a broad overview of the project from the design to final evaluation stage.

In close consultation with UNDP and the PO, the consultant conducted field visits in ten districts in the three regions of Malawi to give the evaluation a national coverage. They included: Lilongwe, Dedza, Ntcheu, Blantyre, Zomba, Machinga, Mangochi, Salima, Rumphi and Mzimba. In all of these districts, the consultant conducted FGDs with beneficiaries and some implementing partners<sup>10</sup> to examine the effectiveness and efficiency of the program, to gauge the catalytic impact of the program, program sustainability and distilled lessons learned. Observation was also a critical element of the field visits.

The data analyses utilized the systems analytical model with a view to capture and articulate the significant relationships between program initiatives, process, outputs, outcome, and impact and sustainability variables. Therefore, both the thematic and content analysis procedures were employed using the evaluation matrix as the guiding framework.

### 2.2 Communities and Districts Sampled

Table 1 below shows the districts and communities sampled by the consultant in consultation with the PO, Program Analyst and the Focal Person for the Evaluation at UNDP. The determination was done based on the consultant's request to visit communities and districts to corroborate the success stories and challenges found in the progress reports and other project documents, the implementation strategy and program impact recorded in the progress reports. Some of the success stories include: successful demands leading into new development such as road projects (under the Public Works Programme in Ntcheu), construction of school blocks for Junior Primary Schools (In Salima, Mangochi, Ntcheu and Mzimba- Emangweni), construction of teachers' houses(in Salima) , construction of health facilities with

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<sup>9</sup> See Annex 3 for names, identification and contacts of people interviewed

<sup>10</sup> In total, 114 beneficiaries (60 females and 54 males) were involved in the FGDs in all districts visited; while a total of 18 IPs (8 females and 10 males) participated in the FGDs.

improved maternity wings (in Rumphi and Mangochi), establishment of irrigation schemes (in Mangochi and Rumphi), sinking of boreholes in all districts that were sampled.

At community level, the International consultant and his national colleague (who was recruited to assist in interpretation) used the evaluation tools developed at inception stage to address the key questions in the evaluation criteria such as the appropriateness of program design and relevance; the results framework; the implementation strategy; the program's effectiveness and efficiency and how these relate to results achieved; partnership formation; sustainability and monitoring of the program during the period under review. The data collection tools are found in the annex.

**Table 1: Communities Sampled**

Districts	Implementing Institution	Name of CRC/RLC
<b>Dedza</b>	Women's Legal Resource Center	Talandira CRC
<b>Ntcheu</b>	Development Communications Trust	Livulezi RLC
<b>Ntcheu</b>	Youth Net and Counselling	Senzani CRC
<b>Blantyre</b>	Centre for Development Communications—Capital Radio	RLC
<b>Zomba</b>	Malawi CARER	Takondwa CRC
<b>Machinga</b>	Development Communications Trust	Chikala RLC
<b>Mangochi</b>	Development Communications Trust	Lungwena RLC
<b>Salima</b>	Centre for Human Rights and Rehabilitation and District Council Teams	CBFs
<b>Salima</b>	Centre for Human Rights and Rehabilitation	Mpitolira CRC
<b>Rumphi</b>	MP/Councillor/VDC/PTA, Rumphi West Constituency	Chirambo GVH/PTA/SMC
<b>Rumphi</b>	CCJP/Mzuzu Diocese	Mongoti and Bumba CRCs
<b>Mzimba</b>	Development Communications Trust	Chigoma RLC
<b>Mzimba</b>	Malawi CARER	Phazi CRC

## 2.3 Review Criteria

- **Relevance:** Is the programme the relevant/appropriate solution for the identified problem or need? Does the programme address issues of demanding progressively accessibility of basic services, fair labour practices and market and consumer protection in its design and execution strategy?
- **Effectiveness** The extent to which the programme is achieving its desired or planned results (outputs, outcomes and impacts). Has the programme and initiatives put in place by UNDP been effective in increasing the above stated demands? Does the programme have effective monitoring mechanisms in place to measure progress towards the achievement of results?
- **Efficiency:** In the last four years of implementation, were inputs utilised or transformed into outputs in the most optimal or cost efficient way? Could the same results be produced by utilising fewer resources?
- **Impact:** During the four years of implementation, has the programme produced planned positive changes that have the potential to bring about long term changes? So far has the programme produced unplanned negative changes?
- **Sustainability:** Has the programme created conditions that will ensure that benefits continue beyond its life? Is there evidence that ownership is being promoted for those who benefit from the programme and will the GoM continue using what has been started beyond the life of this cooperation with UNDP? Was sustainability built into the programme? Is the programme strengthening the capacity of the GoM and other partners in the areas of deepening governance, promoting right-based issues, decentralization, demanding accountability, and pro-poor policy? How can citizens' engagement be refocused and repositioned to create greater impact on the lives of the Malawian people?
- **Program Implementation:** What structures exist to ensure that there exist both horizontal (from CSOs, women and youth groups and other non-state actors) and vertical accountability (from UNDP and Development Partners)? What kinds of relationships exist between the Steering Committee and other stakeholders in terms of program management, financial accountability, procurement procedures, monitoring and reporting?

## 2.4 Constraints

The main constraint of the End of Program Evaluation relates to the recruitment of only the International Consultant to undertake the exercise. The absence of a National Consultant to serve the entire period posed a challenge to the individual consultant to carry out the exercise. Although a National Consultant was later recruited, the individual only assisted in the interpretation of local languages into English during field work and analyzing the data collected for that purpose for eleven days. In all intents and purposes, the recruitment of a National Consultant to work alongside the International Consultant would have helped facilitate the timely completion of the process, assured the accuracy of critical national information and data, provided national perspective on the evaluation criteria and processes, and to ensure that follow-up visits in Malawi were carried out after the International Consultant have left. Otherwise, all else was in place.

The consultant also experienced time constraint to provide a breakdown of Focus Group Discussions (FDGs) by district, beneficiary and implementing partners and disaggregated by gender, youth and children. However, a list of people interviewed and FDGs conducted in communities and districts have been provided in the annex. Aside, the consultant could not also investigate in detail the partnership relationships and the various activities undertaken by CSOs/NGOs working on similar programs at the community level.

## CHAPTER THREE

### 3.0 DCP IV Program Design and Relevance

This Chapter responds to the following questions: Whether the problem the project addressed is clearly identified and the approach soundly conceived; Whether the target beneficiaries of the programme are clearly identified; Whether the relationship between outcome, outputs, activities and inputs of the programme are logically articulated; Whether the programme is relevant to the development priorities of the country; Did the design of the programme take into account scale and scaling up into consideration; Given the capacity building objectives of the programme, how effective were the programme's capacity building interventions?

### 3.1 Program Design

The DCP IV program emerged as a successor of DCP III, which postulated to build on the results, experiences gained and lessons learned during the implementation of DCP III. The recommendations contained in DCP III clearly indicated that a successor DCP program should focus attention on the right to development with special emphasis on good governance and the promotion of human rights in Malawi. The focus is predicated on the fact that Section 30 of the Constitution of Malawi clearly provides for the people of the country the right to development. As such, the design has also been predicated on the programing context in Malawi particularly the exigency to continue to focus and deepen good governance and human rights principles that underscore effectiveness and efficiency.

Accordingly, Output 1 of the DCP IV program focused on improving availability, accessibility and acceptability of basic services and increasing the effective demanding of governance and the right to development. Output 2 related to improvement in household incomes and reduction of the gender inequality, neglect, abuse and exploitation of children, women and other vulnerable groups. Output 3 was predicated on improving participation of communities in elections and demanding of accountability from elected officials after elections. Output 4 dealt with effective management, including monitoring and evaluation of the program.

#### 3.1.1 The Program Formulation and Strategy

The process in the formulation of the program was initiated in 2011 and the present Program Support Document (PSD) for that successor program.<sup>11</sup> The formulation process of the DCP IV went through a highly participatory process wherein consultations were held with key stakeholders including but not limited to: Civil Society Organizations (CSOs), the GOM, UNDP, The Royal Norwegian Embassy, Irish Aid, the European Union (EU) and the Department for International Development (DFID) and other development partners.

Additionally, DCP IV was formulated with the premonition that a situation analysis has been undertaken in the course of developing the Program, which identified poverty as the bane in Malawi. Various studies, in particular the situation analysis, have indicated that the root cause of the above challenge has been blamed on low enjoyment of the right to development, especially amongst children, women,

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<sup>11</sup> The Program Support Document, p. 2.

people with disabilities, and the poor benighted in the rural and urban sectors. The causal factors included low quality and limited accessibility of basic social services and basic services; low household income levels; neglect, exploitation and abuse of children and other vulnerable groups; continued low or disjointed demand for good governance; low public participation in governance, including in exercising informed democratic choices; neglect of duties, charity-based and patronizing approaches to service delivery; disparities in the provision of public goods and services; shortage of public goods and services; unfair labour practices and markets; and inadequate employment, especially for the youth. The cross-cutting condition in all these factors is general capacity weakness both on the supply and demand side of governance and human rights.<sup>12</sup>

The baseline figures in the PSD were based on the 2012 follow up survey on Civic Education in Malawi and the program indicators based on results of the same survey. Progress on the indicators can, consequently, only be measured through another survey, which is yet to be conducted. The consultant learnt from the PO that subject to availability of funding, such a survey will be carried out before formal closure of the DCP IV phase. The consultant also noted that at the closure of DCP III, the program commissioned both the end of program phase evaluation, which examined among others, the program design, relevance, achievements, etc., while the survey focused on specific achievements/results in terms of percentages.

As such, the current evaluation cannot determine output achievements quantitatively, that is comparing where the program was in 2012 and the level of achievement in 2016. To achieve this means conducting another survey that would correspond with the current evaluation underway. The consultant was informed that in the absence of the survey, the Programme Office has gauged progress towards achievement of output targets using process indicators at CRC/GVH level which are consistent with the outputs.

Like other DCP implemented programs, the PSD has been very clear about the program strategy, which was to provide support to government, constitutional bodies and CSO specific programs and projects. It would also facilitate joint communication action for the solution of governance and human rights.<sup>13</sup> The evaluation found that the DCP IV has worked with national institutions such as the Malawi Human Rights Commission, the Ministry of Local Government, the Ministry of Justice, the Office of the President and the National Initiative for Civic Education. It has also clearly identified and created community structures such as the Community Rights Committees (CRCs), Community Based Facilitators (CBFs) and Radio Listening Clubs (RLCs) and worked with Civil Society Organizations (CSOs) and or Non-Governmental Organizations (NGOs) such as Center for Advice, Research and Education in Rights (CARER), Youth Net and Counseling (YONECO) and Capital Radio to engage duty bearers and demand for their right to good governance, human rights, fair trade and consumer and labor protection were implemented in most of the districts identified. With the assistance of the Implementing Partners, the program also identified targeted beneficiaries of the DCP IV program.

As at time of the evaluation, 3 projects/IPs (IPI, BT Synod and CARD) were suspended pending resolution of outstanding project implementation and financial management challenges. This was indicative of instilling discipline and benchmarking continuity on performance.

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<sup>12</sup> See Annual Progress Report, 2013 for details

<sup>13</sup> Project Support Document, p. 10

## 3.2 Program Relevance

There is evidence both in the literature and findings from communities visited that DCP IV addressed the issues of good governance and the promotion of human rights, and strengthening the capacities of right holders to hold duty bearers accountable. As such, the program's emphasis lay on the demand-side of the enjoyment of rights of the citizens as a prerequisite for the attainment of a consolidated democratic culture and the promotion of human rights in Malawi. Indeed, the program was relevant in its design and implementation.

The central conceptual framework guiding this evaluation exercise is predicated on the interface of the concepts of governance, democracy, service delivery and the promotion of human rights, and pitched on the demand side. The framework is largely seen as appropriate and relevant because in the program's design and implementation, it was guided by the overarching notion of the right to development, whose actualization is dependent on the processes and values of democracy and good governance on the one hand, and the delivery, availability and access of public goods to the people of Malawi, on the other.

Therefore, this evaluation has examined the changes that have occurred at each level of the DCP IV program implementation (activities, outputs, inputs) have assessed whether they have contributed to the achievement of the program outcome. In the succeeding chapters, the consultant will distil program results regarding the project's effectiveness, efficiency, relevance, impact and sustainability as well as the contribution of key stakeholders particularly UNDP.

The consultant found that the program was effective in the capacity enhancement of local people far removed from the operations of state machinery to demand their rights for greater accountability of duty bearers and service providers, fair trade, labor and consumer protection, among others. The results achieved from the intervention to address these challenges provide that the program was relevant and appropriate. For instance, the capacity enhancement of local people resulted in paralegals challenging paying school fees in primary school with the District Office and finding a resolution to the problem; local structures working with traditional leaders to stop some harmful cultural practice such as Mask Dancers believed to be spirits chasing people and disrupting the educational system; and the provision of paralegal services to people whose rights were violated such as in GBV cases.

There is evidence that the program design has been relevant to Malawi's national development priority at the highest level. This is exemplified in both the MDGS and the Malawi's Vision 2020 aimed at alleviating poverty and promoting sustainable development in the country.

In 2012, the program proved relevant in responding to the challenges Outlined in its 2011 situation analysis as well as Vision 2020 and theme five (5) of the Malawi Growth and Development Strategy (2011-2016). Generally, the program demonstrated potential to contribute to the Improvement of the quality of life, especially for the rural masses<sup>14</sup>

As a right-based and a community-driven project, DCP IV clearly resonates with the people's development aspirations and goals, which is visible at the community level where people volunteer to work together to build on the skills and knowledge acquired through the program's capacity building sessions, and to find new ways of demanding their right to development from duty bearers.

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<sup>14</sup> See 2012, Annual Progress Report for more details on the relevance of the DCP IV program

Furthermore, the consultant noted during field visits that the local people were animated and enthusiastic about the program's overall goal and outputs, which, in all intents and purposes, addressed very pertinent issues relating to building their capacity to demand their right to good governance, human rights and the right to development. It was glaring that the people appreciated UNDP and DPs efforts and intervention as evidence in some of the under-mentioned narratives from beneficiaries:

UNDP's support provided training and skills development to local structures and the people to negotiate and demand their rights for good governance and human rights that have been absent in our communities for a long time. These interventions have contributed in creating citizens and not clients. (A beneficiary in Rumphi stated)

UNDP's intervention has tremendously helped our community in terms of promoting the participation of the youth, children, the disabled and the "chronically ill" at the implementation levels of different development endeavors. CRCs, for example have played an invaluable role in facilitating re-admission of girls and boys who had withdrawn from school (A beneficiary from Machinga remarked)

**Rate: Achieved**

## CHAPTER FOUR

### Assessment of Program Performance

#### 4.0 DCP IV Goal:

Group Villages progressively enjoying the right to development through demanding good governance and performance of correlative duties

#### DCP IV Goal

#### 4.1. Effectiveness

This section of the report responds to the following evaluation fundamentals: what are the major achievements of the programme vis-à-vis its outcome and outputs, performance indicators and targets; whether there is evidence of UNDP contribution to the outcome of the programme; what are the potential areas for programme success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development; given an opportunity, what actions the evaluation team members would have recommended to ensure that this potential for success translated into actual success; any underlying factors, beyond control, that influenced the outcome of the project; have there been any unplanned effects/results?

What needs to be noted from the outset is that the consultant could not analyze progress on program indicators because such an analysis could only be measured through a survey. The current baseline figures in the PSD were based on the 2012 Follow-up Survey on Civic Education in Malawi. The program indicators were, therefore, contingent upon the results of that survey. Up to the time this evaluation commenced, the survey has not been done largely due to unavailability of funds. “Consequently, my view is that the current evaluation cannot determine output achievements quantitatively i.e. comparing where we were in 2012 and where we are in 2016. This will be done through another survey.”<sup>15</sup>

##### 4.1.1 Assessment of Output1

Output 1: At least 70% of group villages in 28 districts effectively demanding progressive accessibility and acceptability of basic social service, basic services and good governance, especially women, children, youth and people with disabilities

Baseline (2016): 60%. Target: 70% out of 2,471 CRCs (69%); in 19 districts; 59 out of 61 RLCs (97%): Status achieved.

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<sup>15</sup> Statement from the Program Manager at the DCP IV Program Office during stakeholder interview

## Summary of key findings

### The consultant noted the following:

- ✚ *The program identified and trained CBFs, CRCs and RLCs on good governance and human rights and the right to development;*
- ✚ *village headmen dethroned for abuse of power in social cash transfer; the selection process of Implementing Partners was accomplished and a ToT on governance and the right to development for Executive Directors;*
- ✚ *right holders demanding transparency and accountability from District Councils; paralegals officers and program managers took place in 2014;*
- ✚ *adopting a holistic approach towards the promotion of the right to education; Malangazi CRC demand respect for patients' rights and professionalism from health workers;*
- ✚ *persons with disabilities live a dignified life; the program selected CRCs, conducted refresher trainings and the right to development and human rights in the districts;*
- ✚ *CRCs dialoguing with duty bearers was fully achieved as it reached out to the various public officials, particularly local service providers with the objective to address the manifold challenges negatively impacting on the quality of life of the people;*
- ✚ *the various cases were registered and processed by the District Paralegal Officers, radio programs on governance and the right to development were produced and broadcast exceeded the target and circulation of Boma Lathu resumed in July 2014;*
- ✚ *right holders demanding transparency and accountability from District Councils in many districts were achieved.*
- ✚ *The consultant established from progress reports and the Mid-Term Review of DCP IV that by 2015, at least 70% of group villages in 28 districts were effectively demanding progressive accessibility and acceptability of basic social services for women, children and people with disabilities.*

## Relevance

The evaluation established that the contribution of output 1 to the realization of the program goal was apt and timely in addressing capacity building of established community structures to demand for their rights to development and in ensuring that the people participate in their own development. It was relevant because it addressed issues related to poverty. Output 1, like the other outputs, proved to be relevant and appropriate to Malawi's development challenges outlined in the Situation Analysis, Vision 2-020 and sub-theme 3 of the Theme 3 (Governance) of the MDGS II. UNDP and donor contribution in facilitating and funding the output to achieve the desired result through capacity development and the provision of technical expertise resulted in the achievement of this output.

## Effectiveness

The consultant noted that most of the planned activities were successfully implemented. Some of them include:

- ✓ *Successful orientation meetings with District Executive Committees (DECs) carried out;*
- ✓ *A total of 136 CBFs (54 females) selected in three districts of Dowa 40 (10 females), Balaka 32 (14 females) and Kasungu 64 (30 females) were trained as ToT on governance and human rights especially the right to development Right Based Approach (RBA) to service delivery, lobbying and advocacy;*
- ✓ *CBFs created Community Right Committees (CRCs) and a total of 533 CRCs (Balaka 112, Dowa 150 and Kasungu 271) with an average member of ten each and at least 40% female representation—total number of the committee was 5,448 (2,569 females);<sup>16</sup>*
- ✓ *On the right to education, the community in Nkhokoto isolated and dealt with all the challenges impeding the right to education in the entire community as opposed to just dealing with a specific issue thereby ensuring progressive accessibility of the right to education for both boys and girls;*
- ✓ *162 people in Dedza district with different disabilities (94 female) received the appropriate medical attention, namely: 78 (43 females) sight corrective interventions; 80 children (48 girls) with limb deformities received corrective and physiotherapy treatment and 4 people (3 female) received wheel chairs among others;*
- ✓ *1,296 out of 2,172 CRCs (60%) and 55 out of 61 RLCs (90%) reached dialogued with various duty bearers to find lasting solution to dilapidated school buildings, bridges, sanitation facilities and clinics;*
- ✓ *Program trained 27 (6 females) Officers comprising program officers, district officers, a RLC facilitator and Boma Lathu Deputy Editor as trainers on governance and human rights;*
- ✓ *447 bicycles were provided to CBFs in Salima, Zomba, Machinga, Ntcheu, Mangochi, Mulanje, Nsanje, Mzimba, Karonga and Nkhatabay districts to ease mobility of CBFs to reach other communities;*
- ✓ *The program bought desk top computers and printers for district offices and 13 districts received motor bikes;*
- ✓ *1,159 out of 2,222 cases registered by the district paralegal offices were resolved through mediation and counseling while 743 were referred to appropriate case handling institutions and 320 pending resolution.*

## Efficiency:

Resources meant for output 1 were seen to have been *utilized* albeit the shifting of implementation in some districts, for instance, implementation in districts such as Karonga, Mzimba, Nkhata-Bay and Phalombe in 2012 to 2013. Training programs were well organized, financed efficiently carried out. The average delivery rate of available funds most of the time during the life span of the program stood at 95%.

## Sustainability

There is strong potential for continuity of output benefits in the short and medium term. Both the IPs and community structures (CRCs, RLCs, and CBFs) who received trainings and skills development will continue to use their skills to promote good governance, human rights and advocate on behalf of their people. The potential exist wherein these skills and knowledge will be transferred to other communities who will be reawakened and empowered to demand their right to development. More importantly, the

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<sup>16</sup> For details on success stories, see Annual Progress Report of 2015.

volunteer clubs were seen as belonging to the community and not owned by the IPs. This is critical to community ownership of the DCP IV, an element that ensures sustainability. Over and above, the skills to demand, especially the use of group work, appeared to be ingrained in these clubs and communities. A challenge is whether these volunteer will sustain program implementation in the long term when DCP IV ends.

### Impact:

Training and knowledge development have provided local communities the space to voice their demands for good governance, human rights and the right to development. These skills and training have animated local communities and volunteer structures to agitate, demand and sometimes, lobby for the provision of better services. The output activities (trainings, skills development) have invigorated, empowered and energized the once pliable and malleable rural Malawians to see themselves as agents of their own development and change rather than been at the receiving end from duty bearers. In other words, rural communities now see themselves as citizens and not clients.

#### 4.1.2 Assessment of Output 2:

At least 70% of Group Villages in 28 districts demanding fair labour practices and markets and consumer protection especially for women, youth and people with disabilities

Baseline (2016): Target: 65%; target 70%; 2.113 out of 2,471 CRCs (85%) and (disaggregated by gender)

#### Summary of key findings

- ✚ *Training activities on fair trade, labor and consumer protection were carried out for CRCs in Koronga, Mzimba, Nkata-Bay and Zomba not covered in 2014;*
- ✚ *A total of 194 CRCs spread as follows: 10 CRCs comprising 100 members (67 female) from Katonga, 132 CRCs comprising 1,300 members (706 females) from Mzimba; 33 CRCs comprising 1,300 members (706 females) from Nkhatabay and 19 CRCs comprising 186 members (95 females) from Zomba received training in fair trade, labor and consumer rights;*
- ✚ *Kawanga CRC mobilized their community to fight child labor through sensitization campaigns;*
- ✚ *In 2015, 631 CRCs and 59 RLCs reported to have taken action to protect the rights of children, for instance, demanding that children be withdrawn from child labor and work that were seen as hazardous to children's health;*
- ✚ *Media based projects equally continued to feature outstanding success stories from CRCs/RLCs that were doing well with the objective to motivate and encourage other communities to emulate;*
- ✚ *The program printed and delivered 5,000 copies of fair trade, labor and consumer rights training manuals to districts undertaking community training sessions; which served as the main reference materials for community volunteers, RLC, district paralegals, project officers and other facilitators;*
- ✚ *Volunteers partnered with the Malawi Bureau of Standards and District Trade Offices to confiscate un-assized trading equipment, withdraw expired products from the market and stop unfair trading practices;*
- ✚ *Facilitators promoted wealth creation activities including bee keeping, fish farming, winter cropping, micro-lending through the Village Saving Loan schemes (VSLs) to improve people's wellbeing.*

## Relevance

The consultant noted that output 2 was relevant in that it built the capacities of community structures and district officers to sensitize and fight against unfair trade, labor and consumer violations that had persisted in the targeted districts. Critical also was that the output addressed child labor, a human right abuse that continue to pervade most rural communities in Malawi. In addressing poverty, the output was relevant in facilitating income generation of the rural people by promoting the right to economic empowerment and development. Generally, the output addressed the challenges outlined in the MGDS and Malawi's poverty reduction strategy.

## Effectiveness

- ✓ *Changa RLC in Phalombe district dialogued with officials from Songwe Mining Company to lobby for the recruitment of non-skilled laborers including the payment of minimum wage and overtime to deserving employees;*
- ✓ *DCT produced 80 Khamalathu radio programs (14 each were broadcast on MBC Radio and Capital Radio);*
- ✓ *CDC produced 55 episodes of Mbaliyanga radio drama series out of which 51 were aired on MBC Radio 2;*
- ✓ *KKYOP produced and broadcast 52 Titukule Boma Lathu programs in Nkhotakota Community Radio; and Capital Radio produced and aired 104 Mau a Kumudzi programs.*
- ✓ *In 2013/2014, 122 farmers (38 females) from the Kandoje CRC agreed to form an association where they will sell their cotton to reputable companies that prevented;*
- ✓ *In 2015, 631 CRCs and 59 RLCs took action to protect the rights of children demanding that children be withdrawn from child labor;*
- ✓ *The training of 284 mines workers on occupational safety and health facilitated by the Tibenuke CRC and demand that provision be made for the safety of workers resulted in the company purchasing and distribution of gear comprising helmets, gumboots, working suits and dust protectors within two weeks;*
- ✓ *Training programs were used as effective tools to transfer knowledge and train other communities, and in facilitating community mobilization to demand their right to good governance, human rights and the right to development;*
- ✓ *In 2015, a total of 873 VSLs were established in Machinga district alone and the proceeds were in most cases used to provide assistance to disadvantaged members in communities;*
- ✓ *However, time constraint could not permit the consultant could not find out how many listened to the radio programs aired by the RLCs.*

## Efficiency:

As indicated above, annual progress and audit reports<sup>17</sup> reveal an efficient utilization of resources meant for the program. The outputs justified the financial investment into this output. High quality was ensured when UNDP sourced experts to provide technical assistance to the program.

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<sup>17</sup> The program conducted annual audits carried out by external auditors contracted by UNDP to audit the financial resources of DCP IV program

## Sustainability

Although resistance characterized the relationship between right holders and duty bearers at the initial stages over, for example, service delivery, the resistance quickly died down because the knowledge and skills acquired were demonstrated by results and an acceptance of their truthfulness by the wide community. Community members demonstrated that the results from the interventions would continue even if the project ended although progress would slow down and communities would lack technical and logistical support in the long term.

## Impact:

The program produced an active citizenry as a result of the establishment of volunteer structures which fought against unfair trade practices, and labor and consumer exploitation and put the supply-side under pressure culminating in the provision of services such as construction of school blocks, construction of health care centers with maternity facilities and safe drinking water in communities deprived of these services.

Local communities were mobilized and empowered to undertake campaign against exploitative issues such as child labor and early marriages. Some of these campaigns and advocacies such as the abolition of child labor were climaxed by the passing of a bye-law outlawing the practice. The impact of this was the increase in the number of children attending school and, by extension, contributing to poverty reduction in the country.

### 4.1.3 Assessment of Output 3:

Community Members facilitating voter education for the right to development and good governance

Baseline: NA; Target: NA; Indicator: % of public who are knowledgeable about electoral processes

This output was terminated in 2013.

### Summary of Findings:

*Funding for output 3 was terminated in 2013. However, CBEs, CRCs and RLCs were engaged, in some, fighting against electoral malpractices in their communities which raised awareness and encouraged communities to participate in the 2014 tripartite elections for candidates. As a result, duty bearers were engaged in post conflict election disputes and Parliamentary Candidates were made to sign social contracts with the people (CRCs and RLCs) in 45 constituencies across the country. In some instances, CRCs were engaged in organizing constituency and war level debates, which provided a platform for candidates to explain their manifesto/electoral plans and vision that could enable voters to make the right choices. This output was partially achieved*

### 4.1.4 Assessment of Output 4:

Right to development-centered effective and efficient management, partnership formation and monitoring and evaluation of the program

Baseline: 15; Target 17

#### Summary of Findings:

- ✚ *The program identified IPs for Nkhatabay, Mzimba and Karanga districts;*
- ✚ *Program trained 26 95 females) project managers, paralegals and project officers from 11 partner institutions as trainers on governance and human rights;*
- ✚ *The Ministry of Information and Civic Education oriented 3 Regional Information Officers, 10 District Information Officers and 5 Ministry Headquarters staff on governance, human right and the right to development;*
- ✚ *The program witnessed a joint program monitoring by UNDP, PO, and IPs to selected districts;*
- ✚ *Project vehicles, motor bikes and bicycles were procured;*
- ✚ *The project also procured computers and accessories to facilitate the work of IPs and program District staff;*
- ✚ *Project managers, paralegals and project officers trained in RBA and RBM;*
- ✚ *Annual audits by independent firms were carried out per schedule.*
- ✚ *One noted challenge was that Program Steering Committee meetings were not held per schedule. For example, in 2015, only one PSC meeting took place on December 14, 2015. Aside, stakeholder interviews and field visits reveal that monitoring was not very regular as outlined in the PSD.*

#### Effectiveness:

- ✓ *The procurement and delivery of vehicles, 14 motorbikes and 447 bicycles in 2014, for instance, enhanced CBFs ability to facilitate project delivery and monitoring within their localities as well as access to duty bearers;*
- ✓ *The Joint monitoring and other project monitoring visits provided an opportunity for greater interaction between the visiting teams and the communities on the successes and challenges facing program implementation;*
- ✓ *The SCF meetings held brought together men and women and provided the participants the opportunity to share experiences, address common challenges in project implementation as well as discuss strategies to enhance program delivery;*
- ✓ *The RBA and RBM trainings enhanced the capacity of the participants to effectively deliver program activities.*

**Efficiency:** Yearly auditing of program resources was carried out by external firms contracted by UNDP. Audit reports confirmed prudent utilization and management of program resources. Resources were provided for the procurement of project vehicles, motor bikes, bicycles, computers and accessories. This enhanced the programmatic activities of district staff, IPs and community structures.

## **Sustainability**

Output 4 clearly remained most dependent compared to other outputs. Although the PO has been reputed for been competent, its sustenance remained dependent on the financial resources from donors and UNDP. The GoM has largely been concerned with payment of rents and is yet to craft a policy that could facilitate the continuation of deepening democracy, good governance and promote human rights in the country on one hand and provide support to the PO, Ips and community structures, on the other.

### **Impact:**

One of the noted impacts of this output was the recruitment of technical experts by UNDP who worked with IPs, paralegals and district project officers to develop capacity building instruments such as manuals and training kits. IPs, project officers and paralegal officers also built their own capacities which they used at institutional levels in the various NGOs/CSOs. Transfer of knowledge, therefore, impacted individuals as well as built institutional capacities of CSOs/NGOs much needed in Malawi.

#### **4.1.5 Assessment of Gender Empowerment**

Gender empowerment and mainstreaming was seen to be well approached in all of the outputs. The consultant found that gender consideration was given priority in the program design, which is why outputs 1 to 3 put great emphasis on the inclusion of gender and other vulnerable groups in the demand for food governance, human rights, public service delivery, the right to development, promotion of fair trade, and labor and consumer protection. The evaluation also established that there was gender balance in the composition of, for instance, DCP IV volunteer and community structures. Women hold

The participatory nature of the Focus Group Discussions spoke volumes about substantive participation of women in all districts, with room for improvement in Ntcheu South (Senzani), Machinga and Mangochi districts. In the highlighted districts, women participated actively although they had to be energized, unlike in the other districts that were sampled for the evaluation. In Senzani for instance, both the Chairperson of the CRC and the Group Village Head are women, but they evidently took the back seat in the course of the FGDs. However, this is not an evidence enough to jump to the conclusion that women in these selected areas are passive when they are participating in the regular deliberations of their CRCs, in absence of evaluators. While these areas are all matrimonial, a common denominator that could begin to explain the observation may be the influence of religion. These areas are Muslim dominated communities and studies preceding this evaluation have equally observed that women in Muslim dominated areas in Malawi in particular and Africa generally, are more submissive and more cautious to stand up and express themselves in the presence of men unlike in other parts of the country. In a large measure, the programme has made frantic achievements vis-à-vis mainstreaming gender in its programming. It is not necessarily surprising to observe that the efforts are yielding differential impacts in different cultural contexts.

key decision making positions in the CRCs and RLCs. From the foregoing assessment of the outputs, it was clear that women issues, the right of the child, the protection of vulnerable groups such as people living with disabilities were very prominent in program implementation. A case is explained above:

#### 4.1.6 Assessment of UNDP Contribution to the outcome and outputs

UNDP's contribution to the achievement of the outcome and outputs is well noted. The Agency's financial contributions to the program particularly procurement of project vehicles, motor bikes, bicycles, IEC materials, computers and their accessories and many other assets greatly enhanced the programmatic activities of IPs, district field officers, community structures and the people in program implementation and in achieving the above stated achievements.

UNDP's contribution to capacity building of community structures, IPs and Project Field Officers are noteworthy. Training programs and skills development in fields of good governance, human rights, conflict management, advocacy and lobbying significantly enhanced community structures' ability to mobilize communities to carry out routine assessments of their right to development challenges and take action to resolve them.

The UNDP provided support services as requested by the GoM. The evaluation noted that the agency also provided services in the areas of identification and assistance with long and short term technical expertise, identification and facilitation of specialized training and skills development and the procurement of specific goods and services. However, delays in UN funds transfer followed by requests for quick disbursements had a negative impact on program implementation and planning particularly in 2012.

In summary, the four outputs have greatly contributed to the achievement of DCP IV. The consultant found that the various programmatic outputs and activities contributed to improved capacity of IPs, district office staff, paralegal officers and volunteer structures on good governance and human rights with strong involvement of women, empowerment in volunteer structures and local communities demanding compliance with good governance and human rights principles and the fulfillment of right to development. For instance, 1,208 out of 2,048 CRCs (59%) in 16 districts and 51 out of 61 RLCs (84%) dialogued with duty bearers to protect the right of children and other vulnerable groups especially women, children and people with disabilities. Improvement in access to justice by right holders especially vulnerable groups surged particularly during 2015 registering 2,584 cases handled out of which 1,438 (59%) were females. The program also witnessed improved enjoyment of economic rights through engaging IGAs, and fighting labor and trade exploitation.

It must be noted however, that consumer protection remains a big challenge largely due to the high illiteracy rate that disenables a vast majority of citizens living in poor rural communities to inspect merchandize in shops and stores and detect expiry dates.

**Table 2: Sample of collaborative efforts**

District	Community	Engagement with Duty-Bearers
<b>Dedza</b>	Talandira CRC	CRC approaching Member of Parliament for assistance to construct a Fish Pond
<b>Ntcheu</b>	Livulezi RLC	RLC working with the VDC to relay messages to the District Assembly for assistance

<b>Lilongwe</b>	Program Office Staff	Program Staff Officer assist community to collaboratively work with duty-bearers
<b>Blantyre</b>	Capital Radio	Capital radio working with all IPs to showcase DCP IV visibility
<b>Zomba</b>	Takondwa CRC	CRC working with VDC and Chiefs to solve GBV cases
<b>Machinga</b>	Chikala RLC	RLC work with chiefs to re-school drop-out pupils
<b>Mangochi</b>	Lungwena RLC	RLC working with the District Education Manager to construct a junior primary school
<b>Salima</b>	Mpitilira CRC	CBFs working with chiefs to establish by-laws outlawing parents who fail to send their children to school
<b>Rumphi</b>	Mongoti/Bumba CRC	CRC collaboratively working with councilor to make demands on the District Assembly

#### 4.1.7 Constraints to Program Effectiveness

One key challenge that affects effectiveness, and by implication sustainability, is the complaint from community structures that the DCP IV did not to provide allowances to training participants, which contributed to reducing motivation in comparison to other programs like Tilitonse. However, the consultant noted that regardless of this complaint, the success stories behind the training programs far outweigh the complaint from the CRCs, RLCs and CBFs about allowances. Second, the structures also complained about lack of transportation to reach out to other distant communities. The program bicycles bought in 2014 have all broken down and no monies have been available to replace them, the evaluation was informed. This has had a catalytic effect on the movement of CRCs, CBFs and RLCs to animate other distant communities to hold their service providers accountable and to train them in good governance practices, promotion of human rights and the right to fair trade and consumer and labor protection.

**Rate: Partially Achieved**

## CHAPTER FIVE

### 5.0 Program Efficiency

#### 5.1 Efficiency

The consultant recognizes that efficiency cannot be examined in isolation from effectiveness. The ideal situation, and quite expectantly at that, would be a DCP IV process that is both effective and efficient. However, an effective but inefficient process is better value than an efficient but ineffective process. Against this background, the evaluation sets out to establish whether the program resources (financial, physical and manpower) were adequate in terms of both quantity and quality and efficiently utilised. It questions if results had been achieved at an acceptable cost and achieved in a timely manner. Was there evidence to support accountability of the program to be used by UNDP in fulfilling its accountability obligations to its development partners? Did the government deliver its input in terms of personnel, premises and equipment?

A Basket-Fund was established with UNDP in control of the resources and dealt with the donors and the PO. The management of the program was with the PO with the power to review and play oversight vested in the PSC and the stakeholder forum respectively. Funds were received from the Governments of Norway and Ireland, the UN one-fund, UNDP itself and the Government of Malawi. The projected budgetary need for the DCP IV implementation was \$20,098m with a shortfall of \$13,106,041. Consequently, there was scaling down of program in the subsequent years. With regards to financial management, the program utilized available financial resources to ensure support for the completion of stated activities. The evaluation found that the shortfall resulted in the program not up-scaling on its planned activities and programmatic activities in the whole country.

The consultant found that the recorded cost of the activities in the programme implementation is justified when one examines the progress achieved under each outputs and the increasing demand for more training sessions and materials to empower communities. For instance, the 2012 audit report stated thus: "During the reporting period, a final DCP III audit covering the period January 2011 to June 2012 was conducted by Deloitte and Touche. The audit exercise confirmed prudent Programme resource utilisation, hence, enhancing donor confidence in the Programme.<sup>18</sup> The program was constantly bent on empowering the demand-side accountability, which strengthened the bottom-up approach required for building a resilient society and democratic governance. While the consultant could not quantify benefits of this approach, there is abundant qualitative evidence of the benefits accrued.

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<sup>18</sup> See Annual Progress Report of 2012 for details on the audit of donor funds

The program targeted CRC members in 4 districts of Karonga, Mzimba, Nkhata-Bay and Zomba on fair trade, labour and consumer rights. In 2015, a total of 194 CRCs spread as follows: 10 CRCs comprising 100 members (67 females) from Karonga; 132 CRC comprising 1,300 members (706 females) from Mzimba; 33 CRCs comprising 405 members (231 females) from Nkhatabay and 19 CRCs comprising 186 members (95 females) from Zomba were trained on fair trade, labor and consumer rights. The training empowered the participants with knowledge and skills to enable them fight against exploitative trade and labour exploitation as well as consumer violations in the targeted communities

The consultant did not examine in any depth what the budget allocations were for the activities and how the finances were utilised because it did not carry out an audit. In most cases, the budget information was only available in an aggregated form, but the evaluation was also only interested in the results achievement as compared to the plans. The evaluation did not, therefore, assess the cost of efficiency of the program. To a large extent, the evaluation did not assess whether the resources were used for what they were meant for at the activity level. Rather, it concentrated on the achievement of results as reflected in the results matrix. Further, the evaluation was able to assess other factors that relate to efficiency. The capacity development training that was undertaken by the programmes at the community level; the transfer of knowledge and skills to the CBFs, CRCs and RLCs that translated in engaging the communities to demand for their rights and accountability of their leaders; the capacity building of communities to enable them demand for the promotion of fair trading systems, labour and consumer rights; and the intensification of sensitization campaigns on issues bordering on the 2014 Tripartite elections as well as monitoring the voter education exercise.

There is evidence of efficient preparation of programme progress reports that are transparent and provided accountability of sources of funds, funds received, income, expenditure and balance. The consultant found that most of the financial reports were audited and no evidence of impropriety was stated in these audited reports. A sample of how progress reports reported on financial dealings are seen below.

**Table 3: Showing Financial Status and Utilisation in 2013**

Source of funds	Opening Balance of January 1, 2013	Funds received in 2013	Total income in 2013	Total Expenditure	Balance	Absorption rate
UNDP	-	559,773	559,733.00	559,733	-	100
One UN fund	280.63	60,000	60,280.00	48,374	11,907	80.25
Govt. of Norway	564,971.75	558,659	1,123,630.00	534,649	588,982	47.58
Govt. of Ireland	259,067.36	271,739	530,806.49	25,0254	285,782	46.16
Total Available resources	824,319.74	1,450,131	2,274,451.09	1,387,780	886,671	61.02

Source: 2013 Annual Report

Note: A summary of the funds utilised and the balances thereof is provided in the reports.<sup>19</sup>

The evaluation established that the program was efficient in many ways. First, the program utilized the National Implementation Modality in the DCP IV implementation, which also brings on board IPs to adopt and adapt to the NIM. The program built IP's capacity through NIM to ensure ownership on the one hand, better results in project implementation thereby reducing the risk of squandering opportunities, on the other. IPs work to strengthen internal management (financial and programmatic) systems and ensure close alignment of external support with institutional priorities to ensure relevance, impact and long-term sustainability.

Second, the program's rigorous reporting requirements greatly enhanced efficiency. The CRCs, RLCs, CBFs at the community level and IPs were required to provide quarterly and annual reports, sometimes monthly reports to the PO on activities undertaken to ensure that program structure upstream is informed on program implementation. The PO, on the other hand, reported to UNDP on a quarterly basis while UNDP updated the PSC on the programmatic activities during quarterly meetings. Ideally, the Steering Committee, which was supposed to meet every quarter, had the responsibility to review reports and provide policy guidance. This was not the case and proved to be the weakest aspect of the reporting and feed-back system in the reporting line. A yearly meeting was then convened where all stakeholders met to discuss, digest and review issues from various reports and distil lessons learned. This, to a large extent, provided opportunity to measure achievements and also facilitated diligence for all key stakeholders to achieve results.

Unlike other institutions working on democracy and good governance programs such as NICE, DCP structure was lean and cost effective which speaks to efficiency. During the field visits, the evaluation found that DCP did not own and maintain infrastructure at the community level. Rather, DCP IV worked through community-based organizations' venues or public places such as schools for their meetings. In a large measure, this was cost effective on the program.

### 5.1.2 Efficiency Challenges

Stakeholder interviews and progress reports indicate that one of the challenges that affected efficiency and effectiveness was the delay in the disbursement of funds for program implementation. The program's need for a phased approach due to insufficient funding resulted in scaling down of activities during annual work planning. For instance, the late implementation of Year 1 planned activities adversely affected the DCP program such as the late preparation of implementation manuals. The delays by extension impacted on implementation in the field because some activities were stalled. For instance, the delay to disburse funds to the IPs in the field resulted in the PO advising them to slow down on operations mostly at the beginning of each year of the program cycle. This also had a catalytic impact on efficiency and effectiveness.

UNDP provided explanation that caused most of the delays in the flow of funding. To UNDP, the interruptions and delays have been caused by the transfers from the RNE to UNDP having to go through UNDP HQ. Another factor proffered was that the funding period for DCP mostly coincided with the

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<sup>19</sup> See annual progress Reports of 2012, 2013, 2014 and 2015 for further information on expenditure on activities.

UNDP's preparation of annual plans and especially in 2012, it coincided with the preparation and finalization of the UNDP Country Program Document. As such, attention was paid more to fulfilling the preparation of the CPD, which clearly sets out UNDP programmatic activities and direction for the period under review. Third, delays were sometimes caused by late submission of progress reports from IPs. It must be noted that the RNE funds would be paid out once the half year report was submitted to RNE in January/February and the second in July.<sup>20</sup> From the foregoing, the reporting chain appears long, which caused delays.

Rating: **Achieved**

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<sup>20</sup> Interviews with top Management at UNDP provided this explanation

## CHAPTER SIX

### 6.1 Program Management and Implementation

#### 6.1.1 Appropriateness of Management Arrangements

The management structure of DCP IV consisted of the Programme Steering Committee (PSC), which composed of representatives of all stakeholders, namely the Government, UNDP (also represented the donors), and constitutional bodies of governance and civil society, and had an advisory, policymaking and controlling role. The Programme Management Office (PMO), which was responsible for the coordination, planning, implementation and monitoring of sub-contracted projects; and the Stakeholders' Consultative Forum (SCF) which was an advisory and consultative forum to assist the PSC and also acted as a discussion partner to the PMO. The PSD spelt out the organogram of the Project clearly and defined the roles of the institutions precisely. This reduced the confusion of roles and created a highly functional institutional framework which contributed significantly to the attainment of Output 4 of the Project.

The DCP IV was based and managed by the Chief Secretary to the President and Cabinet, which is at the pinnacle of power in Malawi. Logically and ideally, the arrangement to place DCP IV at the highest office in Malawi was appropriate in that it provided the following:

- Government's buy-in and ownership of the program without which implementation would have been stifled; Ensure that the government will be committed to providing the enabling environment for the successful implementation of the program;
- As a democracy project, the government and the people must be seen working together toward consolidating democratic and human principles enshrined in international protocols that Malawi is a signatory to;

Normatively, the OPC was designed to provide leadership and policy guidance to the overall management of the DCP IV program, and to provide and assure government's commitment to the consolidation of democracy, good governance and the promotion of human rights in Malawi. And since the DCP IV was aligned to the MGDS, UNDP CPD and the UNDAF, the OPC was also responsible for reviewing and assessing progress on the thematic areas in each of these to determine the extent to which they were contributing to the national development priorities. The OPC was, therefore, required to meet on a quarterly basis to address issues emanating from the PO and operational field. These responsibilities were further strengthened when the program adopted of the National Implementation Modality (NIM) or National Execution wherein resources and funds mobilized were expended by a government institution under the direct supervision of the OPC. In all intents and purposes, the arrangement gave the GoM ownership over DCP IV's implementation. In all of these arrangements, UNDP (also representing development partners) was to play an oversight role in the OPC Steering Committee and providing backstopping to the PO with regards to proper financial management, procurement and auditing services. Technically, the program management arrangement was appropriate. Practically, the evaluation found some shortcomings.

### 6.1.2 Partnership Formation

The PSD was very clear, from the outset, about the establishment of strategic partnership with other programs that sought to contribute to the improvement of the right to development through a focus on communities, especially vulnerable groups. Further, partnerships would be forged taking cognizance of the feasibility for attaining results and those that contribute to the alignment of demand-side and supply-side interventions. However, the PSD stated that “...the decisions on which partner is best suited for a particular area or results will be entirely programmatic and not PSD-prescribed...” From the foregoing, one would conclude that there was no criteria set by the PSD for partnership formation albeit DCP worked with various partners at both local and national levels.

The consultant established that most, if not all, IPs continued to participate in DEC meetings and other district networks. Some partnerships were with district based institutions who were invited to add value at specific events like CBF review meetings while others were driven by the need to unlock stalled progress over some community development projects. Such was the case in Nkhotakota where Capital radio teamed up with KKYO to address challenges in the Education and Health sectors in Nkhotakota North constituency. In this regard, the radio was used as a tool to expose laxity and omissions in service delivery. Further, traditional and other opinion leaders were invited to attend CRC training sessions within their localities. This was aimed at garnering support from key stakeholders and ensuring duty-bearers buy-in.

Some partnerships were strategically formed to deal with common challenges while others were an attempt to create a unified front in dealing with specific challenges. Such was the case in Ntchisi where NOYD teamed up with Chiefs, religious leaders, CSOs (Action Aid and World Relief), Government departments e.g. DEM, Youth and Child Protection Officers; Representatives from the Media e.g. Boma Lathu, Daily Times, Zodiak Radio and DCT to address a social problem within their locality. In this particular case, the community used to have a weekly activity named “social Sunday” at Madanjala hills during which young people, including pupils from schools in the neighborhood, and adults were engaging in sexual activities.

In some instances, partnerships were aimed at adding value to specific activities such was the case when CDC teamed up with the District Youth Office in Chikwawa during its Storyline Development Workshop. This enabled the Mbaliyanga episodes to benefit from real life stories. Other interactions were aimed at dealing with common issues like the voter registration exercise.

There are a number of initiatives being implemented by various actors and funded by various donors aimed at tracking the use of resources and the development outcomes or outputs associated with the use of those resources. They include NDI’s PET project which is jointly implemented with local organizations in selected districts; Kalondolondo programme which is financed by DFID and operates in 25 of the 28 districts, CMD’s cross-party local governance initiative funded by the Tilitonse fund. The initiatives differ in terms of the main agent of implementation. While NDI works with councilors and empowers them to carry out PET, Kalondolondo takes the form of external monitoring and CMD works with political party groups to empower them to demand accountability from the councils.

Irish Aid has provided assistance for strengthening local government capacity in financial management, including IFMIS sustainability at the local level, deployment of financial analysts, training accounting and finance personnel, support to clear audit backlogs, and support to local authorities to develop and implement revenue enhancement strategic plans.

The partnerships were agreed to between the Programme Office/project implementing partners/CRCs & RLCs but no memorandum of understanding were signed between the partners except for Project Implementing Partners that entered into written funding agreements with the Programme Office. The partnerships were loose and informal allowing each institution to deliver on its mandates while benefiting from each other's strengths, where necessary.

**Benefits:** The partnerships provided the programme with access to expertise and IEC materials on various topics at no or minimal cost. It also helped quickly address challenges the programme was designed to deal with e.g. involvement of MBS to seize Un-assized weighing scales proved to be very timely and vital in addressing exploitation of farmers and consumers. It further helped to consolidate knowledge and skills of project officers and volunteers on key project topics. Further, partnership with Opportunity Bank facilitated the achievement of the IGA activity under output 2.

## Challenges

What is critical at this juncture is that in future partnerships will be used to promote complementarity and help avoid unnecessary duplication. Learning from DCP III, the exigency arises to develop partnerships that reinforce efforts with similar target groups and programmatic focus without encumbering future programs with elaborate working arrangements. This will be one of the recommendations of this report. Furthermore, strategic alliances need to be strengthened among partners to ensure continuity of the process of development of democratic governance and the promotion of human rights. This is particularly true with institutions such as Tilitonsi and NICE who are also engaged in the promotion of similar programs in good governance and the preservation of human rights at the local level.

**Table 4: Partnerships and Roles**

<i>Partner institution</i>	<i>Roles</i>
<b><i>DCP projecting implementing partners</i></b>	<i>PO provided financial and other resources as well as technical support and capacity building while the IP implemented the project, e.g. community mobilization</i>
<b><i>Anti-corruption Bureau</i></b>	<i>PO provided access to project officers and volunteers and processes while ACB provided Officers/trainers and IEC materials (promotion of community awareness and involvement in fight against corruption – facilitated awareness sessions on corruption for project officers &amp; CBFs)</i>
<b><i>Competition and Fair Trading Commission</i></b>	<i>PO provided access to project officers and processes while Competition and Fair Trading Commission provided officers and IEC materials (promotion of community awareness on consumer rights and involvement in fight against</i>

	<i>consumer exploitation)</i>
<b>Malawi bureau of standards</b>	<i>IPs provided access to project officers and volunteers (community mobilization) and processes while MBS provided IEC materials and trainers/officers for awareness campaigns and to seize improper trading tools (promotion of community awareness on fair trading and consumer rights and involvement in fight against exploitation with emphasis on trading standards and equipment)</i>
<b>Opportunity Bank of Malawi</b>	<i>DCP linked Bank to District Offices which facilitated mobilization of CRC and other community members interested in accessing business loans. CRC facilitated creation of community groups to access the loans. The Bank trained group members on business skills and management and disbursed business loans.</i>
<b>OXFAM</b>	<i>Joint campaigns aimed at securing commitment from 2014 election Presidential and Parliamentary election candidates to promote fair markets for small holder farmers once elected into office.</i>
<b>District Councils</b> <b>ADCs</b> <b>VDCs</b> <b>Other CSOs at district and local level e.g. NICE,</b> <b>Police Forum</b>	<i>Information on these and many other local partnerships was, no doubt, collected from the field visits.</i>

### 6.1.3 Program Organization, Roles and Delivery Modalities

The DCP IV was designed to be nationally executed, with the Office of the President and Cabinet (OPC) as the implementing partner. The program was guided by the Program Steering Committee (PSC) that comprised representatives of various stakeholders. The Chief Secretary to the President and Cabinet was the designated Chairperson of the PSC. This revealed a high degree of government buy-in and involvement in the implementation of the Program. Meetings of the PSC were supposed to be held quarterly and UNDP, being a key stakeholder, served on that committee and was supposed to report to

development partners. The PSC served as an advisory, policy-making and controlling body which, as contained in the PSD, was also responsible for guiding the PO in program execution and monitoring implementation. The PSC was also charged with the duty to intervene and quell down conflicts before they escalate and disrupt the smooth implementation of the program.

A review of the available literature and stakeholders' interviewed established that the PSC rarely met to review and discuss issues emanating from program implementation requiring attention and action. The evaluation learnt that it has not met more than five times throughout the life span of DCP IV. For instance, between 2015 and 2016, the PSC met only once and the previous years were in no way different.

The consultant noted that the field of operation was over-crowded by other actors such as Tilitonsi, Nice to name two who performed similar activities thereby creating duplication of efforts and lacking synchronization to ensure added value and save meager resources. For instance, Tilitonsi works on promoting accountability, responsive and inclusive governance in Malawi, which are similar to what DCP IV is engage in. Besides, Community Right Committees (CRCs) sampled during field visits reveal that Tilitonsi utilizes their structures and members in promoting their flagship project in the same communities targeted by DCP IV. Even in situations where the two institutions may have different approaches in project implementation, there is still need for a synergy that would have resulted in a better division of labor with clearly defined roles and redirection of resources to districts and communities that were not reached by the various projects.

Equally, the consultant established that there was little input from the PSC on the provision of general policy and strategic guidance and direction to the PO, particularly in the light of changing circumstances. For example, there was no evidence that the PSC advised the PO to be more open and adaptive to new ideas and accretions with regards to strategic partnership, program implementation and joint monitoring. The minutes indicated that PSC discussions were more focused on program activities than on policy and strategic direction. To the consultant, this was an opportunity lost because such engagements were bound to detect the above stated challenges occurring in the field. Besides, the lack of regular meetings clearly affected UNDP's oversight role over the accountability element of the Steering Committee and by extension, the PO.

Program execution was directly under the purview of the PO, which was charged to coordinate, plan, facilitate, implement and monitor all of the activities of sub-contracted projects. The PO's task also included the reviewing of program's progress and financial reports, reviewing and evaluation of project proposals and preparing annual activity reports focusing on the results of the Program, lessons learned and challenges ahead.

#### 6.1.4 Choice of Implementing Partners

The choice of implementing partners for DCP IV was based on the set criteria in the PSD. Therefore, the program attempted to select partners that had a human right based approach to programmatic efficiency and capabilities that guaranteed people's right to development especially vulnerable groups in the country. Another criteria used in the choice of partners was regional balance and representation. Consideration was also given to the presence of UN supported projects in districts to ensure program collaboration and synergies.

In practices, the consultant found that Implementing Partners (IPs) were chosen based on a competitive national bidding process. UNDP and the PO were responsible for the evaluation and subsequent selection of IPs, which was also based on one IP per district to ensure uniformity and cost-effectiveness.

One exception to the rule was the selection of the Radio Listening Clubs that were present in 27 out of 28 districts of Malawi.

The selection process was supposed to be based on potential equity, efficiency and effectiveness. The evaluation found that regional balance was not programmatically objective and some stakeholders within the CSO domain questioned impartiality and openness of the process. A senior member of the Human Rights Consultative Committee of Malawi had this to say about the lack of transparency in the recruitment of CSOs as Implementing Partners:

Demands from regions perceived by the ruling government as opposed to them are always seen as lack of goodwill and ill-intentioned. The selection of CSOs was largely skewed against institutions already labeled as anti-government. Most of the time, priority is given to CSOs that support government policies or hail from the same region and districts.

The consultant did not, however, find any evidence of favoritism noted by this stakeholder. Most of the IPs selected in the first year continued to work with DCP IV throughout the life span of the program while those who under-performed were dropped.

The choice and selection of IPs was followed by their identification and selection of community structures particularly the CBFs. After receiving training from the district officers, the CBFs moved into the communities, zone the communities and created CRCs with an average number of 10 per CRC and had a 50-50 gender balance.

Performance and delivery were generally uniform across the board except for IPI, Synod and CARD institutions that registered slow progress towards the end. Otherwise the issues (such as training of CBFs, CRCs and RLCs, as community mobilizers to promote good governance and human rights, and train CRCs on fair trade, labor and consumer rights) tackled in all districts were mostly similar may be due to similarity of implementation strategy and the cross learning that was promoted by the program. Further, the amount and quality of results registered were increasing and improving with time. The DCP IV Program Manager had this to say in regards to the above statement:

Districts that were taken on board in 2012 registered more or better Quality results than those taken on board during the first quarter of 2014.<sup>21</sup>

#### 6.1.5 Program Monitoring

A review of the monitoring and evaluation framework for the DCP IV program shows that there is a good system in place to track progress of project components towards achievement of planned outputs. At the activity level, quarterly reports were generated by IPs and submitted to the Program Office responsible for consolidating the inputs from all IPs into one project annual report which included

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<sup>21</sup> Interview with the Program Manager, DCP IV

project management issues. At output and outcome level, the project manager generated an annual program report, which highlighted key achievements, challenges and lessons with respect to planned interventions. The annual reports were informative and easy to follow.

The evaluation noted that field monitoring was regularly done by the IPs as outlined in the project document (quarterly). These monitoring activities on the program outputs were mostly carried out by the district staff. The evaluation also noted that the PO did periodic monitoring and on-the-spot visits. These visits clearly were very informative as the PO and IPs shared field experiences, successes and challenges where they occurred. As noted earlier, a challenge to monitoring.

The consultant noted that monitoring by UNDP and DPs was not regular. Stakeholder interviews and discussions with beneficiaries in the field reveal that UNDP and DPs were weak on monitoring and on-the-spot visit to have a flavor of how program was implemented. It was also critical for them to regularly scan the operation field to measure the degree of the intervention, who was working on what and in what section, whether partnership was working at the community level and how to synchronize programmatic activities and division of labor among the various actors for better results at minimal cost. For this aspect, program management partially achieved its planned activity.

## 6.2 UNDP's Role in Program Management

Broadly speaking, UNDP's strategic positioning and close working relationship with the Government of Malawi have enabled the UN Agency to technically support development efforts in Malawi. The new United Nations division of labour gives UNDP a lead role in areas where it has traditionally enjoyed comparative advantage: i.e., governance, democracy consolidation, climate change, disaster risk management and gender issues, including the management of pooled fund arrangements. As such, UNDP's CPD has always been aligned to the GoM's poverty reduction strategy and development trajectory and sustainable development enshrined in the MGDS and the VISION 2020.

UNDP has been involved in and continue to support the GOM in the consolidation of democracy, promotion of good governance and human rights in the country through the DCP programs. This entails building an open society governed by democratic principles and institutions which encourage effective participation of individuals, groups and communities in the political, economic and social human development of the country.

The consultant found the following as critical strengths of UNDP in the formulation, implementation and management of the DCP IV in Malawi as evidenced below:

- ✓ *In many respects, UNDP has been approachable, responsive and flexible, and played a fundamental role in program formulation that was based on mutual understanding and agreement with key stakeholders, underpinned by discussion of key issues;*
- ✓ *The UN Agency has provided leadership by bringing together, at the end of each year, all DCP IV stakeholders to design annual work plans for program implementation, and has been instrumental in ensuring that IPs and the PO meet the requirement of progress and financial reporting on the quarterly and annual basis thus guaranteeing the effective and efficient implementation of DCP IV;*

- ✓ *UNDP has the unique ability and occupies a distinctive position to present messages in a neutral way to government; the Agency has used its unique leverage on the GoM to facilitate the transformation that guarantees democratic engineering and the promotion of human rights in Malawi on the one hand and to assure government's buy-in;*
- ✓ *UNDP has managed the basket funds and provided technical and programmatic backstopping, particularly in auditing, procurement and financial management for the DCP IV program;*
- ✓ *Although donors view UNDP positively, they are concerned that the UN Agency is soft on government when it comes to issues such as accountability;*
- ✓ *Another challenge facing UNDP is the timely disbursements of funds that had contributed to delayed program implementation especially at the beginning of each year;*
- ✓ *Despite the challenges mentioned, UNDP has credibility in the eyes of the donors, IPs, CSO's and beneficiaries.*

### 6.3 Gender Mainstreaming and other Cross-Cutting Issues

Gender mainstreaming is not only a human right but also a development issue. Normatively, gender considerations and mainstreaming in the DCP IV particularly in the management processes cannot be overstated. Evidence at the community level show that efforts were being made by beneficiary organizations during training sessions, for instance, to guarantee and maintain a balance in the male/female ratio, where possible. This study has shown that gender consideration was key in the selection of leaders in the community structures and in decision-making positions.

It was discovered during field visits that information was disseminated targeting a population of which, for example, 60% were male or female. Gender distribution for CRCs and RLCs was set at 60/40% as the minimum and this was seen at work. In others, it was easier to exercise gender targeting and identification especially during Training of Trainers. Evidence exists in some communities, for example in Zomba, where the CRC structure consciously targeted gender equity as a key focus of program implementation because women can better advocate for other vulnerable groups.

Additionally, it was further established that the Programme has done tremendously well in terms of promoting the participation of children, the disabled and the “chronically ill” at the implementation levels of different development endeavors. In terms of children, there is strong evidence that CRCs have played an invaluable role in facilitating readmission of girls and boys who had withdrawn from school child labor. In all of these, women leadership in the management structures at the community level have advocated and fought for the rights of these children to be respected. The evaluation, therefore, found that gender was well mainstreamed into DCP IV programs both at the national and local management levels.

In Ntcheu district, CRCs were reportedly playing an instrumental role in advocating for the inclusive participation of the disabled and chronically ill in the implementation of Income Generating Public Works Programmes (IGPWPs), popularly known as MASAF Road Projects. Initially, these vulnerable groups were excluded owing to the physical demands that come along with IGPWPs. However, they are now being given administrative and support roles that are commensurate with their skills and abilities other than physical strength. Some of them are foremen, while others are performing supporting tasks such as ferrying logs and provision of water to their colleagues. This has made the implementation of such projects more inclusive than they were before

It is recommended that future democracy and development programs in the country reinforce these revealing achievements by purposefully targeting unemployed youth, an excruciating development conundrum affecting not only Malawi but most African countries. One way to address the growing youth unemployment is place emphasis on Technical and Vocational Education and Training where skills development training programs and vocational education in various field such as masonry, tailoring, marketing, hair dressing, motor repairs, block laying, construction, to name a few are available to absorb the unemployed youth.

**Rating: Achieved**

## CHAPTER SEVEN

### 7.0 Project Impact, Sustainability and Lessons Learned

#### 7.1: Impact

Impacts are not normally realized and appreciated in the short term. Rather, they are measured in longer term period. The full impact of the DCP IV cannot be measured in such a short time of four years. As such, the program can only contribute to impact and not be in a position to attribute long term development changes just from initiatives at the end of the four-year program.

Establishing impact entails analyzing short term outputs, medium term outcomes as well as long term effects of the project interventions. These include positive and negative; direct or indirect and intended or unintended outcomes of the program. The aim is to determine whether the program has made a difference and how it has achieved the difference. In light of the aforementioned undertakings, there is strong evidence on the following impacts.

The evaluation found that the program has, to a large extent, achieved its outputs in raising awareness in communities on their rights to demand for accountability from their local and national leaders; to demand for the provision of basic social services; create people's understanding of the linkage between human rights and service delivery; demand fair trade, labor and consumer protection; demand benefits and improvements for the most disadvantaged and many others.

It was revealed to the consultant during the field visits that most field officers now utilize and put into practice the tools and knowledge acquired from UNDP's capacity development efforts and that government delivery in improving as evidenced by some positive responses of duty bearers to demands made by right holders in communities. Therefore, the program has been able to deliver better.

The evaluation found that those who have been trained are using the skills and are contributing to the creation of a critical mass of experts and others who will use these tools in their development work. For instance, the Training of Trainers organized by the PO has a multiplier effect as the CRCs, RLCs, and CBFs who received training in turn trained other members of the community thus creating a critical mass of community animators. This evidence shows that this DCP is contributing to the long term changes in community empowerment, building resilient communities, and promoting good governance and human rights practices, which have direct impact on service delivery and hence poverty reduction.

Gender roles are gradually changing in a typically patriarchal society and that traditional leaders are now becoming receptive to new forms of authority as represented by radio listening clubs and the role of the community-based educators. A number of battles against rights-incompatible customary practices have been quoted, and changes in attitudes among traditional chiefs on issues such as widow inheritance, GBV, the education of the girl child, were confirmed during field visits. However, until other local structures such as chieftaincy, VDCs and ADCs are trained and capacitated on the promotion of human right and good governance, some resistance to gender empowerment will continue.

Findings from the field attest to the fact that the different projects implemented under DCP IV have played a transformational role of turning local communities from passive recipients of development

In Mzimba-Embangweni CRCs established that chiefs had created “ghost villages” in a bid to get coupons from the Farm Input Subsidy Programme for their own use. The matter was recorded and aired on the radio and retargeting was done and the District Agriculture Development Officer (DADO) was transferred from the district for failure to detect the malpractice.

projects to active participants demanding development projects. Some of the findings are:

It was reported in Machinga, Salima and Rumphi that through the Right to Fair Trade Pillar, farmers are able to scrutinize weighing scales that are used by middlemen/vendors and set prices for their goods to make sure that they get the value of their commodities. This is a sharp departure from a past tradition where buyers, i.e. middlemen, were setting prices and using compromised weighing scales, much to the disadvantage of the local farmers

In Mzimba-Embangweni CRCs established that chiefs had created “ghost villages” in a bid to get coupons from the Farm Input Subsidy Programme for their own use. The matter was recorded and aired on the radio and retargeting was done and the District Agriculture Development Officer (DADO) was transferred from the district for failure to detect the malpractice.

Through cooperatives that have been formed during the program lifespan, farmers are able to collectively sell their produce thus reducing transaction costs that are incurred when selling small quantities individually. While access to good markets remains a challenge, as highlighted in Ntcheu and Mangochi districts, there is evidence from Mzimba south that farmers can now manage to collectively sell their merchandise at the Agriculture Auction Holdings Market in Lilongwe, thus bypassing vendors who offer them low prices.

The CRCs have served as platforms for facilitating collective action in terms of bringing together the local stakeholders to diagnose governance and development problems and subsequently identifying possible solutions. The common practice has been to record audio “programmes” which they have used to either directly lobby relevant authorities or air on the radio as an advocacy strategy to reach out to relevant authorities at the policy level. Beyond demanding goods and services from the government, CRCs and RLCs have successfully demanded the same from Non State Actors notably microfinance institutions in Mzimba South (CARER project).

**Rate: Achieved**

## 7.2 Program Sustainability

The evaluation assessed whether or not the program’s achievements are sustainable. Whether there is an exit strategy for any of the elements of the program, what has been done to strengthen sustainability of the program and assess whether or not UNDP resource mobilization strategy has been appropriate.

Sustainability presupposes the capacity to endure. It does not necessarily posit the functionality of systems and processes at institutional level but also emphasizes the resilience of the systems and processes. The DCP evaluation found the project design and implementation were well grounded in establishing structures such as the CBFs, CRCs, and RLCs in the communities. This in itself represents good systems in place for project design, planning, reporting and implementation.

The training component of the project contributed to enhancement of capacity of local communities to demand for their rights to development. Knowledge and skills gained through training sessions will not only benefit the consolidation of democracy in Malawi but will also remain an asset for community political engineering and civic engagement with duty bearers.

Community structures established by DCP and its members indicated that they would sustain the activities and results achieved through the program *albeit* they still needed refresher training and technical and logistical support. What was clear from the community members was that because of the skills and knowledge gained through the training sessions, they would continue to demand their rights and hold their elected officials accountable even without external support. In other words, DCP will close but the structures established and the people will forever remain. What was not, however, certain was for how long they will survive.

It is an understatement to suggest that the project has nurtured and promoted a sense of pride, which has in turn increased the degree of empowerment experienced by community members. Members of the community structures appeared highly motivated due to being perceived as “beacons of lights” shining after great darkness. The motivation was so high that it has climaxed to grassroots people voluntarily contributing to implementation of programs using their own resources and other local material resources and labour. Community members expressed pride in the capacities developed under the project, acknowledging increased knowledge levels on human rights, human rights principles including gender equality, and official procedures and structures. The aspect of volunteerism is a key sustainable element.

We in Mangochi are very proud to be volunteers for the DCP project. The project has provided us training and developed our skills to demand and fight for our rights. Before this program was introduced, we were only receiving from the government had planned giving us. Today, we can ask for what we are supposed to have as citizens. For example, we have asked for a senior secondary school, an irrigation scheme and safe drinking water for our communities

The RLCs in Rumphi are doing very well in providing information and sharing with us what is obtaining in other communities. They air our grievances on the radio so that duty bearers are informed. They talk about many community issues including health, corruption, human rights, education, safe drinking water and many others. For instance, RLCs radio programs have been helpful to assisting people with HIV receive attention and treatment. We are enjoying these facilities because of UNDP and its partners’ contribution to the project. We are thankful to them (A CBF member in Rumphi district echoed)

Another critical element worthy of note is the discovery in Salima where the CBFs in the communities have devised a sustainable strategy by not identifying themselves when making demands on duty bearers for fear of reprisals when the project closes down. They only refer themselves as citizens when asked for identity—this is an empowerment and sustainable tool.

However, it is clear whether the volunteer structures will remain active in the long term. In the short and medium, they might continue to extend the benefits of DCP IV to other communities. With competing NGOs/CSOs who provide incentives (transport costs and per diems) to community structures, it will be difficult for volunteer structures to sustain themselves for long after DCP IV ends.

The absence of a regulatory framework poses a serious threat to sustainability. The program has come to be depended on people's flexibility to work with policies and structures made known to them. In this regard, DCP-created structures accepted the legitimacy and roles of local government structures even though the decentralized system remains fragile.

DCP IV lacked an exit strategy- a planned approach to terminate a situation of intervention in a way that will maximize benefit and minimize damage. This is an element that is most times lost in UNDP supported programs.

**Rating: Partially Achieved**

### 7.3 Lessons Learned

**Voice and Participation:** the program design is unique in that it has now come to pay a lot of attention downstream that enlist the participation of CSOs and the citizenry to increase their voice and provide space for effective participation in program implementation and ensuring that portfolio explicitly support participation of poor and marginalized in social dialogue, citizen oversight, social control, partnerships with other local structures. A bottom-up approach required in program design and implementation is indeed the vogue in DCP IV. This needs to be deepened further.

**Community-driven Approach:** The decision on the part of the program design to work on the demand side was the game changer wherein ordinary citizens in the local communities voluntarily exert their energies and acquired skills to demand for their right to development and human dignity from duty bearers. The resultant effect is the increased public pressure on authorities to respond, change behavior, and reduce corruption. The catalytic effect is improved governance outcomes and development effectiveness.

**Unresponsiveness from Duty Bearers:** An observed challenge to the rights based approach experienced in the field is the lack of responsiveness from public officials at the local level. The citizens have resorted to other strategies including asking and pressuring the duty-bearers using different channels; seeking alternative solutions by requesting for assistance from other actors if they realize that the duty bearers lack the capacity to respond and contributing what they can to solve the issue. For example, in Tchieu, the CRC Chairlady is currently taking care of three orphans (girls) who were rescued from the streets and returned back to school after the Area Development Committee Chairman failed to respond to the demand for assistance.

**Empowerment of Community Volunteers:** Another critical lesson learned is that when community volunteers are empowered and convinced that they can take responsibility of their own development, the following results are achieved: increased state or institutional responsiveness, decrease in the mismanagement of public funds, better budget utilization, and improved service delivery. Continuous capacity building such as refresher training sessions of community volunteers improves project delivery and delivers intended results.

**Demand and Supply Side Dichotomy:** One of the fundamental lessons to DCP IV relates to the emphasis to empower right holders (demand side) and not extending same to duty bearers (supply side) particularly the local councils, VDCs, ADCs and traditional rulers who are critical elements in influencing decisions and responding to demands that can help deepen local governance, right to development and promotion of individual and group rights. As such, state structures at the local level remain relatively weak and feeble. This weakness is reflected in their lack of understanding of what CBFs, CRCs and RLCs demand, which has not only resulted in unresponsiveness but has also led to friction between the two in some instances.

## CHAPTER EIGHT

### 8.0 Conclusion and Recommendations

#### 8.1 Conclusion

As a general conclusion, it is an undeniable fact that foundation for democracy consolidation in Malawi continues to be laid and entrenched in communities where the program has been implemented. What is required is to ensure that the positive experiences are deepened using strategies and methods that have proven to be efficient and effective. The programs focus, which is pitched and anchored on the demand-side underscores the sectors where gains are most needed in Malawi's communities. This should form an integral part to any future democracy consolidation, human right and good governance Program in the country.

The consultant also conclude that DCP IV's use of a human rights-based approach is worth of strengthening as it has animated citizens to demand for their right to development. This has also exposed the unresponsiveness on the part of public officials and other duty bearers, who remain potent forces in the realization of the right to development. In all intents and purposes, the program has proved that support to civil society and local communities has been efficient and effective and can serve as a catalyst for engendering good governance, consolidating democracy and the promotion of human rights in the country.

The consultant concludes that it is critical for targeted resources to be available to implement key activities to avoid delays in program implementation. This will result in better delivery and output success. Additionally, women's role fighting against GBV, the promotion of the education of the girl child, the fight against child labor and many others were critical to the many successes of the DCP IV program. Notwithstanding these successes, women of Malawi need further support to eliminate these practices that have negative impact on their lives.

Over and above all else, service delivery at all levels of society can be deepened and consolidated if and when government structures at the local level are empowered (through skills training, provision of resources and knowledge development) to ensure they respond to right holders.

#### 8.2 Findings, Conclusion and Recommendations

The table shows key findings, conclusions and corresponding recommendations:

Findings	Conclusions	Recommendations
UNDP		
1 The evaluation found that there were resource shortfalls in program implementation. For instance, the approved budget for 2012 was	The consultant concludes that it is critical for targeted resources to be available to implement key activities to avoid delays in program implementation. This will result in better delivery and	In view of the increasing demand for DCP support against limited resources, UNDP should adopt a more robust and pro-active approach to resource mobilization strategies that

<p>US\$1,394,712. However, only US\$ 652, 464 was mobilized. As a result, the programme shifted commencement of project implementation in Karonga, Mzimba, Nkhata-Bay and Phalombe to January 2013.<sup>22</sup></p>	<p>output success.</p>	<p>attract additional development partners to fund future related programs while the current donors should be encouraged to increase their contributions.</p>
<p>2 It was noted that the program's emphasis on gender mainstreaming and empowerment were captured and emphasized in many output activities. This was clearly demonstrated in the leadership roles women played in the CBFs, CRCs and RLCs. However, strengthening the capabilities of women and girls to realize their rights, determine their life outcomes, reduce gender base violence and influence decision making in households and communities remain a challenge in many communities visited.</p>	<p>To a very large extent, some of the success stories of the program relate to women inclusion and participation in the overall program design and implementation. Women's role fighting against GBV, the promotion of the education of the girl child, the fight against child labor and many others were critical to the many successes of the DCP IV program. Notwithstanding these successes, women of Malawi need further support to eliminate these practices that have negative impact on their lives.</p>	<p>Women's advancement and gender empowerment component needs to be continued to ensure that gender related abuses such as GBV, cases of early marriages, the education of the girl child are not only demanded at the local level but are raised on the national policy agenda for redress. UNDP and partners should consider building the capacities of women and empowering them to influence decisions that affect their lives. This can be achieved by influencing policy strategies at the national level that promote the rights of women.</p>
<p>3 One of the main challenges of output 4 was the lack of periodic/regular scheduled meetings by the Program Steering Committee (PSC) to coordinate and provide oversight for the DCP IV program. The consultant found that the PSC has not been meeting regularly because the Chair is also the Secretary to the President and to the Cabinet. As such, the demands made on his job might have not allowed him to fully</p>	<p>The evaluation concludes that the absence of regular meetings by the PSC resulted in the inadequate oversight and coordination role that was designed to be performed. This can be seen as a missed opportunity.</p>	<p>UNDP should work with the GoM to identify a high profile and competent government official with the flexibility to play an oversight role and coordinate the membership and activities of any similar future program. The official should be responsible for providing feedback to the GoM, for instance, through annual reporting to Cabinet, the significant gains made and looming challenges facing future projects.</p>

<sup>22</sup> See the 2012 Progress Report for details

concentrate on DCP activities and hold quarterly meetings as provided for in the Project Document.		
4 The evaluation established that strategic partnership with some institutions such as Tilitonsi, NICE, HRCC working on the improvement of enjoyment of the right to development through a focus on communities has not been fully capitalized on, strengthened and actualized during the DCP IV implementation. This has resulted in duplication of efforts and lack of division of labor in the communities DCP IV is implementing projects.	The evaluation concludes that strong synergy and effective partnership between and among partner institutions are critical to actualizing the goals of DCP IV, which is improvement of enjoyment of the right of the people to development through the promotion of good governance and human rights especially among vulnerable groups (women, youths and people with disabilities and division of labor.	It is recommended that strategic alliances be strengthened among partners to ensure continuity of the process of development of democratic governance and the promotion of human rights. There is, therefore, the necessity to enter into strategic alliances with other state and non-state institutions such as HRCC and the National Aids Commission as a way of facilitating coordination that would avoid instances of duplication of efforts at the community level and promoting division of labor
5 The consultant noted that DCP IV was anchored and pitched on the demand side and aimed at building the capacity of the rural communities and people to demand good governance and fulfillment of human rights especially, the right to development from appropriate duty bearers.  However, a more robust civic engagement that emphasize the development of strong self-awareness, an ability to collaborate across sectors with deep empathy for the communities they serve; critical thinking skills to develop innovative solutions to complex challenges; and the courage to take action even in the face of stark adversity would have been more compelling and helpful.	The consultant concludes that building a more robust civic engagement with the grassroots has the potential of improving democratic participation, sustainability of program results and building of stronger civil society much required for Malawi's nascent democracy.	Although the DCP IV has been engaged in promoting civic engagement, It is recommended that UNDP and donors provide more support for a rigorous civic engagement that puts emphasis on collaboration across sectors with deep empathy for communities they serve, and one that focuses more on gender related issues through skills development, information and capacity development support to citizens. This will, no doubt, help facilitate citizens' engagement with duty bearers vis-à-vis the right to development.
6. One thing that came out very clearly in all the FGDs, was that the communities feel	It is established that the knowledge and skills gained from the DCP IV training programs	It is recommended that UNDP and Development Partners

empowered through the trainings and on-the-job engagement with duty bearers. The general consensus is that knowledge and skills have been implanted in the respective communities, which cannot be taken away. It was further highlighted that communities have realized the benefits of engaging with duty bearers, and as such there is both the willingness and capabilities to continue engaging with duty bearers even in the unfortunate event of a DCP phase out. However, it is unclear for how long these locally established structures will be sustained to promote democratic governance and human rights in the absence of donor support.	have been very helpful to the established structures at the community level and have the potential to be sustainable <i>albeit</i> no one can determine for how long. These structures have been animated to reach out to other communities that the project did not cover during the period under review. It is equally important to ensure continuity by engaging these structures through some transformation that guarantees sustainability.	provide assistance to transform the current grassroots structures into CBOs, which should be duly registered with District Councils and develop their capacities to generate revenue and implement projects like the Chikulamayembe Women's Group in Rumphi, which is currently implementing a MK 23,000,000 project in collaboration with ActionAid. This is regarded as a sustainable way to go.
GOM		
7. The evaluation noted that right holders continue to experience challenges in extracting responses from duty bearers for improved service delivery or compliance with good governance principles, for instance, transparency and accountability from some duty bearers at various levels. This has had a debilitating effect on service delivery at the local level.	Service delivery at all levels of society can be deepened and consolidated if and when government structures at the local level are empowered (through skills training, provision of resources and knowledge development). The CRCs CBFs and RLCs can function well when government structures at the local are equally empowered to be responsive and to deliver on their mandate.	The GoM should strengthen the decentralization process by devolving power and functions, financial resources, human capacities, improved professionalism and authority so that local government structures would be able to positively respond to citizens' demand for the right to development and the provision of social services
8. The evaluation recognized that duty bearers working on the supply side have not been empowered by other state institutions responsible for providing trainings and skills development programs that would enable them respond to the demands made by DCP	The study concludes that in the absence of a trained and empowered local structure on the supply side with the necessary wherewithal to provide answers to right holders, efforts on the demand side to seek solution to their problems will be inconceivable.	The consultant recommends that the GoM undertakes a comprehensive, a robust skills development and training interventions for duty bearers at the local level (ADCs and VDCs and local councilors) with the view to train them on governance, human rights, the

volunteer structures		right to development and citizens' protection against unfair trade, promote labor and consumer rights.
Development Partners		
9. The evaluation found that Tilitonsi, NICE and other non-state actors received support from donors who also provide support to the DCP IV program. Besides, Tilitonse and NICE initiates have similar objectives that are akin to the DCP. Additionally, most, if not, all of these institutions work closely with local structures that are also working with the DCP IV program. The missing link here, therefore, is an affective partnership and a coordinated mechanism that would avoid duplication of effort and promote division of labor.	Development efforts in nascent democracies like Malawi can hardly be achieved without the assistance from development partners and coordinated effort and partnership building with Implementing Partners and CSOs. Development Partners are key in providing the necessary technical and financial assistance to the government and non-state actors engaged in development interventions. This can be achieved through collaboration and partnerships and having these institutions to share programs and implementing strategies to avoid confusing target population.	The consultant recommends that there is need to map out players and their area of engagement with the grassroots on the latter's right to development. Second, It is critical to hold a stakeholder workshop to consider coordination and harmonization of approaches with the view to clearly synchronize what each player is implementing, with whom and in what community thereby enhancing division of labor and saving on limited resources available at the community level.
10. The consultant noted that the implementation of consumer protection under output 2 has not effectively gained grounds compared to labor rights and fair trade issues. This is largely due to the high illiteracy rate in most communities to, for instance, read and detect expiry dates of expired goods imported into the country. Second, some harmful practices such as holding on girls for days in secluded locations and early child marriages continue to prevail in communities visited.	The DCP IV has been a huge success although more support is needed to deepen understanding and awareness raising of consumer protection in communities that have high illiteracy rate in the country. It was also established that some harmful cultural practices continue to prevent girls and women from realizing their full potential and, therefore, affecting their rights to development.	The consultant recommends that Development Partners concentrate more on deepening understanding through awareness raising on consumer protection on the one hand, and to engage the GoM and community leaders on how to mitigate harmful practices that continue to negatively impact on the lives of women and girls, and disempower them from realizing their full potentials in society, on the other hand. Some of them include but are not limited to: early marriages, household labor, GBV cases, and holding of girls in secluded locations for days with the pretext that the practice prepares girls for

		womanhood.
Civil Society Organizations		
11. The findings indicate that CSOs working on the DCP IV program played important advocacy and facilitation roles in promoting democracy consolidation, the right to development and the promotion of human rights. What was observed, however, was that they relied entirely on Development Partners to provide the financial wherewithal and other resources to implement projects in the targeted communities	Dependency on external funding to implement projects is normally unsustainable because external funding windows are normally targeted for a period of time. It has the potential to stultify local initiatives much required to promoting self-reliance and resourcefulness.	It is recommended that CSOs and other organizations involved in the democratic governance development in Malawi should be sensitized to the need to become self-sufficient through internal income-generating initiatives to support the increased outreach of their respective programmes and ensure self-sustainability. There is need to cut down on running costs to allow them rely more on their own resourcefulness and less on donors. This increases independence and sustainability, vital ingredients for consolidating democracy and promoting good governance.
The findings established that many CSOs and NGOs were recruited by the DCP program to work on the consolidation of democracy and promotion of good governance and human rights. At the same time, other partners such as Tilitonsi and NICE engaged some of the same CSOs working with DCP and other CSOs to implement programs similar to the DCP without effective collaboration and synergy	Collaboration, networking and consensus building especially, among CSOs, NGOs and CBOs at the grassroots level are quintessential elements for not only saving on available meager resources but also different group programmatic activities will be interrogated with the view to ensure effective and efficient results outcome.	There is a need for CSOs supported by the DCP IV along with other NGOs and stakeholders to coalesce effort through strategic linkages among their programs, sharing vital programmatic information, complementing each other and possibly through cost sharing arrangements to ensure a greater outreach of their programs and strengthening democracy and consensus building throughout Malawi.

## ANNEXURE

### Annex 1: TOR

Democracy Consolidation Programme

Project ID: 00067139

End of Term Evaluation

Terms of Reference

#### CONTEXT:

##### 1.1 Background

The overriding context of DCP has been one in which there is a constitutional quest to promote good governance and development. The Malawi Republican Constitution provides a governance framework within which State power is explicitly stated to derive from the people and is exercised by public officials only on trust. Such trust, according to the constitution, can only be maintained through accountable and transparent government and informed democratic choice. In addition, the rule of law and human rights must be upheld. The Constitution guarantees every person not only civil and political rights, but also social and economic rights. Most notably, the Constitution specifically guarantees the right to development which entitles every person to the enjoyment of economic, social, cultural and political development, with women, children and people with disabilities, in particular, being given special consideration in the application of the right. Consequently, DCP IV was designed to contribute to the attainment of good governance at all levels of society as well as enjoyment of human rights, especially the right to development.

Despite the favourable constitutional framework, at the design stage of DCP IV, significant governance challenges were prevalent. For instance levels of accountability and responsiveness by government and other public functionaries remained low while, according to the DCP III Civic Education Follow-up Survey, the various causes of low enjoyment of the right to development affected different social groups disproportionately. For example, the survey showed that knowledge levels on human rights stood at 75.6% for males against 55.6% for females and 86.2% for urban population against 61.8% for rural population; knowledge levels on principles of transparency and accountability stood at 61.9 % for males against 44.1% for females and 71.4% for urban population against 49.6% for rural population; while knowledge levels on children's rights stood at 88.8% for urban population compared to 62.3% for rural population. Similar disparities existed on proportion of the population that was able to: demand fulfillment of their rights; understand the link between human rights and service delivery such as education, housing, health, water and food; understand procedures for enforcing human rights; etc. These gender and other disparities necessitated that DCP IV should go beyond promoting enjoyment of the right to development, to ensure elimination of the inequalities.

## 1.2 Programme Outcome and outputs

DCP IV is aligned to United Nations Development Assistance Framework (UNDAF) (2012-2016) outcome 4.1 “National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all especially women and children by 2016.” The outcome is aligned to Malawi Growth and Development Strategy II (2011-2016) theme 5 i.e. Improved Governance whose sub-themes focus on securing the following key elements of democratic governance in Malawi: justice and rule of law, human rights, elections, peace and security and public sector management. Key elements of the programme are outlined below.

### Programme goal:

DCP IV’s goal is “Group villages progressively enjoying the right to development through demanding good governance and performance of correlative duties.”

### Expected Programme Outputs:

#### Output 1:

At least 70% of Group Villages in 28 districts effectively demanding progressive accessibility and acceptability of basic social services, basic services, and good governance especially for women, youth, children, and people with disabilities.

#### Output 2:

At least 70% of Group Villages in 28 districts demanding fair labour practices and markets and consumer protection especially for women, youth, children and people with disabilities.

#### Output 3:

Community members facilitating voter education for the right to development and good governance particularly for the progressive potential of women, youth, children and people with disabilities. [Note: This output was dropped at the commencement of programme implementation following resuscitation of National Initiative on Civic Education (NICE)].

#### Output 4:

Effective and efficient management, partnership formation and monitoring and evaluation of the Programme.

## 2. Evaluation Purpose

The purposes of the end of term evaluation are to:

- 1.1 Determine the extent to which the outcome and outputs of the programme have been achieved;
- 1.2 Assess UNDP’s contribution to (a) above.
- 1.3 Document the achievements and lessons learnt during the course of implementation to inform future decisions in design, implementation and management of similar interventions.

The main users of the evaluation results include:

- The Programme Steering Committee;
- Malawi Government;
- The Royal Norwegian Embassy;
- Embassy of the Republic of Ireland;
- Grantees of programme funds;
- UNDP.

### 3. THE SCOPE AND OBJECTIVES OF THE EVALUATION

The evaluation will be conducted during the period May to June, 2016. The evaluation will assess:

- (a) The relevance, effectiveness, efficiency, sustainability and impact of the project;
- (b) The progress made towards achieving the outcome and outputs and what can be derived in terms of lessons learned for future CO support to the country.
- (c) To assess the effectiveness of partnership arrangements between GoM, UNDP, RNE and Irish Aid

The objectives of the evaluation are to:

- i. Assess and analyse the progress made by the programme to date towards achieving the programme outcome, goal and outputs and the sustainability of these results;
- ii. Examine and analyse factors which have positively and negatively impacted on achievement of programme outputs and outcome;
- iii. Assess the relevance of the outputs to the effective achievement of the outcome and goal;
- iv. Assess the relevance of the programme to national priorities;
- v. Assess the effectiveness of institutional arrangements and partnership strategies;
- vi. Examine the extent to which vulnerable groups (women, youth, people with disabilities, the elderly etc.) and their interests were integrated into the programme.
- vii. Distil lessons for future programming and improvement in planning for the remainder of the programme;
- viii. Make recommendations in strategic areas for improving the programme design, effectiveness, efficiency, impact, sustainability, partnership arrangement, and cross-cutting issues.

## 4 EVALUATION CRITERIA AND QUESTIONS

### 4.1 Evaluation Criteria

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

#### 4.2 Evaluation questions:

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

##### 4.2.1 Design and Relevance:

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

##### 4.2.2 Implementation:

- (a) Whether the management arrangements of the programme were appropriate;
- (b) What major factors affected programme delivery and propose appropriate interventions to address them.
- (c) Analyse the institutional arrangements put in place including coordination arrangements, financing arrangements, selection of sub-grantees, identification of beneficiaries, scheduling of activities and actual implementation;
- (d) The fulfillment of the success criteria as outlined in the programme document;
- (e) The responsiveness of the programme management to significant changes in the environment in which the project functions (both facilitating or impeding project implementation);
- (f) Determine whether or not Lessons learnt from other relevant programmes/projects were incorporated into the programme;
- (g) The monitoring and backstopping of the programme as expected by the Government and UNDP;
- (h) The Programme's collaboration with industry, associations, private sector and civil society, if relevant;

- (i) The role of UNDP CO and its impact (positive and negative) on programme delivery.

#### 4.2.3 Efficiency:

- (a) Whether the programme resources (financial, physical and manpower) were adequate in terms of both quantity and quality;
- (b) Whether the programme resources are used effectively to produce planned results (Are the disbursements and programme expenditures in line with expected budgetary plans)?
- (c) Whether the programme is cost-effective compared to similar interventions;
- (d) Whether the technologies selected (any innovations adopted, if any) were suitable;
- (e) Whether there is evidence to support accountability of the programme (to be used by UNDP in fulfilling its accountability obligations to its development partners); and
- (f) The delivery of Government counterpart inputs in terms of personnel, premises and equipment.

#### 4.2.4 Effectiveness:

- (a) What are the major achievements of the programme vis-à-vis its outcome and outputs, performance indicators and targets.
- (b) Whether there is evidence of UNDP contribution to the outcome of the programme.
- (c) What are the potential areas for programme success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.
- (d) Given an opportunity, what actions the evaluation team members would have recommended to ensure that this potential for success translated into actual success.
- (e) Any underlying factors, beyond control, that influenced the outcome of the project.
- (f) Have there been any unplanned effects/results?

#### 4.2.5 Sustainability:

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

## 5. EVALUATION METHODS

The evaluator should provide details in respect of:

- a) Review of programme documentation. Review of key programme documents such as approved programme document, recent studies, reviews, project monitoring documents, disbursement reports, progress reports and other information available with implementing partners.
- b) Construct a theory, identify detailed evaluation questions, methods (mixed methods) and instruments, stakeholder mapping, etc.
- c) Data collection: (i) visits to selected stakeholders to carry out in depth interviews, inspection, and analysis of programme activities; (ii) phone interviews and performance data surveys of institutions not visited in person; For each of these interviews, the consultants should first develop and present their ideas for the content and format of the interview forms that will be applied to capture the information required, as well as the method to be used in administering them and tabulating the results.
- d) Analysis: Data triangulation and analysis triangulation to validate evidence and arrive at findings.

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

## 6. IMPLEMENTATION ARRANGEMENTS

- a) The Responsible Institutions and Citizen Engagement (RICE) Portfolio Manager will provide the overall oversight to the programme evaluation and ensure timely delivery and satisfactory final product.
- b) A reference group will be established to assist in key aspects of the evaluation process including reviewing evaluation Terms of Reference, providing documents, providing detailed comments on the inception and draft evaluation reports and dissemination of evaluation findings, lessons learnt and recommendations.
- a) c) The Programme Analyst responsible for the Democracy Consolidation Programme (DCP) will support the Evaluator on a daily basis with respect to providing background information and progress reports and other documentation, setting up stakeholder meetings and interviews, arrange field visits and coordinating with the IP, grantees, beneficiaries and DPs. The Programme Analyst will be supported by the UNDP M&E Specialist to ensure that the evaluation meets the expected UNDP standards.
- c) The Evaluator will have the overall responsibility for the conduct of the evaluation exercise as well as quality and timely submission of reports (inception, draft, final etc).
- d) The Evaluator will be expected to be fully self-sufficient in terms of office equipment and supplies, communication and accommodation. Furthermore, the evaluator will be expected to familiarise themselves with the United Nations Evaluation Group's standards and norms for conducting project evaluations.
- e) The Evaluator will provide the RICE Portfolio Manager with regular updates and feedback.

## 7. DELIVERABLES

- Inception report – within 5 days of the start of the assignment. The report will include a detailed approach and methodology, schedule, draft data collection protocols and an evaluation matrix. Annex 5 gives a template of the evaluation matrix. The work plan should also include an outline of the evaluation report as set out in Annex 2 of these TORs.
- Key emerging issues paper – a presentation of preliminary findings to key stakeholders orally and in writing will be made after the data collection and analysis exercise, i.e. within 4 weeks after presentation of the inception report. The purpose of this session is to provide opportunity for initial validation and elaboration of the evaluator's observations and analysis.
- Draft evaluation report – The Evaluator will present a Draft Report within 5 weeks after presentation of the inception report.
- Final Evaluation Report. The Evaluator will present a Final Evaluation Report 5 days after receiving feedback and comments on the draft report from key stake holders.

## 8. TECHNICAL REQUIREMENTS

### 8.1 Qualifications

The Evaluator must satisfy the following qualifications:

- Master's degree in political science, public administration, Law or other related social sciences;
- Minimum of 7 years of professional experience in the areas of democratic governance, human rights and Rights Based Approaches to development.
- Proven experience in gender mainstreaming or promoting gender equality:
- Experience in conducting evaluations for UN agency, government or international aid agency projects on governance, human rights, gender, social or economic empowerment;
- Excellent communication skills;
- Availability 9 May and 30 June, 2016.

### 8.2 Evaluator's competencies:

- Strategic thinking
- Strong analytical, reporting and communication skills

- Result oriented

## 9. TIME AND DURATION:

The evaluator will be hired for a maximum total of 35 man/days.

## 10. TIME TABLE

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	x
Drafting and submission of Evaluation Report							X
Receipt of comments from stakeholders and reference group members							
Revision and submission of Final Report							

## 11. EVALUATION ETHICS

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

## Annex 2: Evaluation Tools

### Field Visits: Interview Guide

#### Tool 1: Donors, Steering Committee Members and PMU

##### A) Program Design & Relevance

What was the logic behind the design of this project?

What key processes were carried out during the design stage of the project?

To what extent were these processes participatory in nature? Highlight the level of involvement of key stakeholders.

To what extent do you believe that the selection criteria used ensured the selection of the most appropriate beneficiaries? Give supporting reasons

What criteria were used to identify and select program beneficiaries?

If this project was to be redesigned, what new components/activities/outputs/outcomes would you propose and why?

Can you indicate any specific national priorities the program is addressing? Were sub-national priorities taken into consideration at the design stage?

What challenges hampered the above strategies and what effect did they have on the project design and implementation?

#### B) Project Implementation & Management

Can you briefly comment on the management structure of the program? Is it working to meet the expectations of project design?

What are the key challenges to both the institutional and management structure of the program? How can it be improved moving forward?

How many institutions are involved in the implementation of this project?

In your opinion, what have you noted to be the key achievements, challenges and gaps in the institutional arrangements put forward to oversee the implementation of this project?

What informed the implementation scope and parameters?

Have there been any changes in the project implementation scope (Scaling up)?

What management arrangements were put in place for this project?

What key strengths and weaknesses have you noted in the above management arrangements of the project?

How can the strengths be scaled up and weaknesses addressed in future projects of similar nature?

How would you rate the performance (success criteria) of the project in percentage? Give reasons for the score given.

How was the monitoring framework of the project structured?

What were the key successes, challenges and gaps in the program monitoring framework?

#### C) Effectiveness

What level of achievement can you underscore under each of the program outputs? Were the outputs achieved in time and have the overarching outcome being realized?

Can you provide evidence of key program achievement?

How has UNDP contributed to these achievements?

How have these key successes impacted on the lives community people?

To what extent have you been able to achieve your set output & outcome targets?

What factors facilitated or hindered the effective accomplishments of the above targets?

D) Project efficiency

Do you believe that program resources have been used effectively to achieve the planned results?

Were disbursements done on time? If no, why? How did it affect program implementation?

How can we improve efficient disbursements and decision-making for future programs?

What strategies have you put in place to ensure cost effectiveness of the implemented activities?

E) Sustainability

In your opinion, are the program achievements sustainable?

Do you have a sustainability plan to ensure the continuity of the activities and benefits of this program?

What more support would you require to make the activities supported by the project more sustainable?

Which of the program activities and structures are more likely to continue beyond the program span? Give reasons

Which program activities and structures are unlikely to continue beyond the life span of the programme and why?

In your opinion, how can a project of this nature be made more sustainable?

Gender and other cross cutting issues

Was gender considered as an integral part of the design of the project?

How have women, youths and people with disabilities involved in project implementation? How effective has that involvement been?

Were women youth and the disabled been part of the project implementation?

F) Lessons Learned and recommendations

What specific lessons have been learned throughout the program life span? What recommendations can you proffer to ensure successes are strengthened and challenges are addressed?

**Tool 2: CSOs, CBOs, NGOs**

A) Program Design & Relevance

Do you think that the problem being addressed by the project is well defined and clarified?

How was your organization/group selected to participate in the project implementation? Was the process competitive and transparent?

Did you experience any weaknesses or gaps in the selection process? If yes, what are they?

What categories of people have benefited from this project? Do you think that those who benefited were clearly defined?

Is the DCP IV relevant to the development priorities of Malawi? If yes, how?

What capacity development support did your organization receive from the program? Indicate them

What were the objectives of the capacity building component of the project?

To what extent were the objectives of capacity building component of the project achieved?

Provide supporting evidence.

#### B) Project Implementation and Management

What management arrangements were put in place for this project?

What key strengths and weaknesses have been experienced during program implementation?

How can the strengths be scaled up and weaknesses addressed in future projects?

Was there a M&E framework for this project? How was it structured?

What were the key strengths/weaknesses and gaps in the monitoring framework of the project?

How would you rate the performance of the project? Give reasons for the score given

#### C) Effectiveness

What have been the key achievements of DCP IV?

What influenced the level of programmatic achievements?

Which of them would you attribute to the support from UNDP? Give evidence

As an organization, to what extent have you been able to achieve your set output target?

What factors could have enabled or hindered you to effectively execute your designated functions under this project?

#### D) Project Efficiency

Were the project resources used effectively to achieve the planned results? Provide reasons for your answer

What strategies have you put in place at organizational level to ensure cost effectiveness of the implemented activities?

#### E) Program Sustainability

In your opinion, are the program achievements sustainable? How?

For the activities your organization has implemented using the support provided under this project, is there any sustainability plan?

What more support would you require to make the activities supported by the project more sustainable?

Which of the program activities and structures are more likely to survive beyond the program span? Give reasons

Which program activities and structures are unlikely to continue beyond the life span of the program and why?

How can a project of this nature be made more sustainable?

#### F) Program Impact

What has been the impact of this program on beneficiaries?

Theme 6: Gender and other cross cutting issues

Was gender considered as an integral part of the design of the project?

How have women, youths and people with disabilities involved in project implementation? How effective has that involvement been?

Were women youth and the disabled been part of the project implementation?

#### G) Lessons learned:

What lessons have we learned? How can we do this program differently?

Are there any recommendations for a future program in terms of design, implementation and management?

### **Toll 3: UNDP STAFF**

#### A) Program Design & Relevance

What was the logic behind the conception of this project?

What various stages did the project design go through?

How were the project's beneficiaries at various levels identified and selected?

Was the selection criteria used ensured the selection of the most appropriate beneficiaries? Probe

If this project was to be redesigned, what new components/activities/outputs/outcomes would you propose and why?

What specific national priorities is the project addressing?

What strategies were undertaken at the design stage to ensure enhanced project consistence with national and sub national priorities?

What specific challenges bedeviled the above strategies and what effect did they have on the project design and implementation?

B) Program Implementation & Management

How many institutions are involved in the implementation of this project?

In your own assessment, what have you noted to be the key strengths, weaknesses and gaps in the institutional arrangements put forward to oversee the implementation of this project?

What is the current project implementation scope and parameters?

Have there been any changes in the project implementation scope (Scaling up)?

Have the program management structures and institutions hindered or facilitated the implementation of the program?

What key strengths and weaknesses have you noted in the above management arrangements of the project?

How can the strengths be scaled up and weaknesses addressed in future projects of similar nature?

How would you rate the performance (success criteria) of the project?

How was the monitoring framework of the project structured?

What were the key strengths/weaknesses and gaps in the monitoring framework of the project?

C) Program Effectiveness

What have been the key achievements of the program?

What could have influenced the level of programmatic achievements?

Which of these achievements can be attributed to UNDP support for the program?

What changes in the welfare status of the population that have been caused by the project?

To what extent have you been able to achieve your set output & outcome targets?

What factors could have enabled or hindered you to effectively the above targets?

How do you rate the project performance?

D) Program efficiency

Do you believe that program resources are used effectively to achieve the planned results?

Give reasons for your answer.

What strategies have you put in place to ensure cost effectiveness of the implemented activities?

E) Sustainability

Are the program achievements sustainable? If yes, how?

Do the institutions UNDP has supported under this program have any sustainability plan? If yes, provide evidence.

What more support would be required to make the activities supported by the project more sustainable?

Which of the program activities and structures are more likely to continue beyond the program span? Give reasons

Which program activities and structures are unlikely to continue beyond the life span of the program and why?

In your opinion, how can a project of this nature be made more sustainable?

F) Gender and other cross cutting issues

Was gender considered as an integral part of the design of the project? How have women, youths and people with disabilities involved in project implementation? How effective has that involvement been?

Were women youth and the disabled been part of the project implementation?

G) Lessons and recommendations

What lessons have we learned from the implementation of this program? Are there recommendations for a future similar program? How can we do it differently?

**Tool 4: FGD guide for Beneficiaries**

Did you know about this program before its implementation in your community?

What did you know and what was the program about?

What was the program teaching you to do?

Who were taking part in the training programs? Which areas were you trained in and for how long?

How involved were women, youths, and people with disabilities?

Can you tell us how many women, youths and people with disabilities participated?

Was the training program effective? If yes, how? If no, why?

How many of you benefited from the training programs?

How did they benefit you? Give concrete examples of the benefits

In what ways did they change your thinking about your right to development?

Have you been engaged in any demand for rights from duty bearers in the areas you were trained in?

How did you go about it?

Where you successful? Was it participatory? How?

How has it impacted your lives? Give examples

Do you think you can continue to demand for your rights when this program ends?

If yes, what exists in your community to provide sustainability?

What structures do you think can help you sustain this program after it ends?

What structures do you think have not been helpful and therefore should not continue to function?

Which structures have been helpful and should continue to function?

What challenges have you faced in demanding for your rights?

What lessons have you learned?

What are some of your recommendations for any future similar program?

### Annex 3: List of People Interviewed

#### People interviewed

Name	Designation	Contact Information
Carol Flore-Smrecznik	Deputy Resident Representative-Program	<a href="mailto:Carol.flore@undp.org">Carol.flore@undp.org</a>
Agnes	Portfolio Manager—UNDP	
Clemence	Manager-UNDP	
Peter Kulemeka	UNDP Programme Coordination Specialist	<a href="mailto:Peter.kulemeka@undp.org">Peter.kulemeka@undp.org</a>
Busekese Kilembe	UNDP-Programme Analyst	<a href="mailto:Busekese.kilembe@undp.org">Busekese.kilembe@undp.org</a>
Amani I Mussa	Program Manager-DCP	<a href="mailto:Amani.mussa@democracy.mw">Amani.mussa@democracy.mw</a>
Grace M Varela	Deputy Program Manager-DCP	<a href="mailto:Grace.varela@democracy.mw">Grace.varela@democracy.mw</a>
Gray Kalindekafe	National Program Manager-Making Democracy Work	<a href="mailto:gkalindekafe@yahoo.com">gkalindekafe@yahoo.com</a>
Aidan Fitzpatrick	Head of Development(Embassy of Ireland)	<a href="mailto:Aidan.fitzpatrick@dfa.ie">Aidan.fitzpatrick@dfa.ie</a>
Phaniso Kalua	Governance Adviser— Embassy of Ireland	
Wezzie Kamphale	YONECO –IP	<a href="mailto:wezziemtonga@yoneco.org.mw">wezziemtonga@yoneco.org.mw</a>
MacBair Mkaudaure	YONECO-IP	<a href="mailto:executive@yoneco.org.mw">executive@yoneco.org.mw</a>
Prince Mtebea	DCT-IP	<a href="mailto:pmtebea@development.com.org">pmtebea@development.com.org</a>
Maggie K. Baida	WOLREC—IP	<a href="mailto:maggiebaida@hotmail.com">maggiebaida@hotmail.com</a>
Bjarne Garden	Head of Development Cooperation—	<a href="mailto:Bjarne.garden@mfa.no">Bjarne.garden@mfa.no</a>

	<b>Norwegian Embassy</b>	
Michael Nyirenda	<b>Senior Program Officer, Norwegian Embassy</b>	<a href="mailto:Michael.nyirenda@mfa.no">Michael.nyirenda@mfa.no</a>
Grace T Malera	<b>Executive Secretary, Malawi Human Rights Commission</b>	<a href="mailto:gmalera@yahoo.co.uk">gmalera@yahoo.co.uk</a>
Stuart M. Ligomeka	<b>Principal Secretary, Ministry of Local Government</b>	<a href="mailto:sligomeka@yahoo.com">sligomeka@yahoo.com</a>
Darwin Pangani	<b>Chief Local Government Officer, Ministry of Local Government</b>	<a href="mailto:darwinpangani@gmail.com">darwinpangani@gmail.com</a>
Rodney Simwaka	<b>Salima District Council Chairman</b>	Simwaka66@yahoo.com
Fred Yiwombe	<b>CDC</b>	Blantyre
Timothy Kateta	<b>Capital Radio</b>	Blantyre
<b>FOCUS GROUP DISCUSSIONS</b>		
<b>1. Talandira Community in Dedza</b>		
Sabina Chandilanga	<b>CBF</b>	<b>F</b>
Ruth Kalimwayi	<b>CRC</b>	<b>F</b>
Hannah Kazonga	<b>CRC</b>	<b>F</b>
Zakeyu Magombo	<b>CRC</b>	<b>M</b>
Filup Majamanda	<b>CRC Treasurer</b>	<b>M</b>
John Kamandzi	<b>CRC</b>	<b>M</b>
Brenda Lamusten	<b>Chairlady CRC</b>	<b>F</b>
Felix Dula	<b>CRC Vice Chair</b>	<b>M</b>
Lineti Kathumba	<b>CRC member</b>	<b>F</b>
Simeon Navess	<b>CRC member</b>	<b>M</b>
Takondwa Konango Band	<b>Secretary CRC</b>	<b>F</b>
<b>2. Mangochi (Lunguena Community)</b>		
Kingstone Vito	<b>RLC Secretary Bondo Scheme</b>	<b>M</b>
Fatuma Afiki	<b>RLC member</b>	<b>F</b>
Eneless Ali	<b>RLC Vice Monitor</b>	<b>F</b>
Ngombe	<b>RLC GVH</b>	<b>M</b>

Frederick Nyorenela	<b>RLC Bondo Scheme</b>	<b>M</b>
Dye Juma	<b>RLC member</b>	<b>M</b>
Emily Matola	<b>RLC member</b>	<b>F</b>
Panesi Saineti	<b>RLC Secretary</b>	<b>M</b>
Akunzona Wadi	<b>RLC Member</b>	<b>F</b>
Hassani R	<b>RLC member</b>	<b>F</b>
Patuma Engelesi	<b>RLC member</b>	<b>F</b>
Efelo Namakhwa	<b>RLC member</b>	<b>F</b>
Janeti Azedi	<b>Vice Chair RLC</b>	<b>F</b>
Yasini Aufi	<b>Chair VDC</b>	<b>M</b>
<b>3. Zomba</b>		
Bryce Mdonda	<b>CBF Member</b>	<b>M</b>
Maggie Stambuli	<b>CRC member</b>	<b>F</b>
Maxwell Kasongo	<b>Head Teacher</b>	<b>M</b>
Wamu Sande	<b>Village Headman</b>	<b>M</b>
Adam Yasini	<b>CRC member</b>	<b>M</b>
Medson Maskin	<b>CRC member</b>	<b>M</b>
Libavalini L	<b>CRC member</b>	<b>F</b>
Sunganau Khoswe	<b>CRC Secretary</b>	<b>M</b>
Grace Fonesi	<b>CRC Vice Secretary</b>	<b>F</b>
Hilda January	<b>CRC Vive Head</b>	<b>F</b>
Dolofe Bokoso	<b>Member of the village</b>	<b>F</b>
Catherine Muleya	<b>Member of the village</b>	<b>F</b>
Semoni Sullusa	<b>Member of the village</b>	<b>M</b>
Marvotu Kamoyo	<b>Member of the village</b>	<b>M</b>
Catherine Tabu	<b>Member of the village</b>	<b>F</b>
Pachalo Namatumbo	<b>Paralegal</b>	<b>M</b>
<b>4. Sensazi Community</b>		
Petro Katopola	<b>CRC Secretary</b>	<b>M</b>
Lute Maguwa	<b>Member</b>	<b>F</b>

Sayina Kangombe	<b>Member</b>	<b>F</b>
Chrissy Mofolo	<b>Member</b>	<b>F</b>
Gin Konat	<b>Member</b>	<b>F</b>
Meteria Lyson	<b>Member</b>	<b>F</b>
Bibiana Manyungwa	<b>Member</b>	<b>F</b>
Lucy Mtambo	<b>Member</b>	<b>F</b>
Annes Kamengatchiro	<b>Member</b>	<b>F</b>
Madalo Banda	<b>Member</b>	<b>F</b>
Tiyanike Kalawa	<b>Member</b>	<b>F</b>
Ester Kademimanja	<b>Chair</b>	<b>F</b>
Charity Katete	<b>CBC</b>	<b>F</b>
Lexter Techaiya	<b>Member</b>	<b>M</b>
Gribat Phisi	<b>Member</b>	<b>M</b>
Emmanuel Phiri	<b>ADC Chair</b>	<b>M</b>
V H Nmalumba	<b>Member</b>	<b>M</b>
G Y H Ebulo	<b>Member</b>	<b>M</b>
V H Senzani	<b>Member</b>	<b>M</b>
<b>5. Salima District</b>		
George Phiri	<b>CBF member</b>	<b>M</b>
Memory Chisalo	<b>CBF member</b>	<b>F</b>
Ishmael Kasakula	<b>CBF Member</b>	<b>M</b>
Silono Kamphanje	<b>CBF member</b>	<b>F</b>
Landirani Adam	<b>CBF member</b>	<b>M</b>
Idan Mtewa	<b>CBF member</b>	<b>F</b>
Annia Ngwaya	<b>CBF member</b>	<b>F</b>
Fletcher Simwaica	<b>District Coordinator</b>	<b>M</b>
Davie Makhamadzi	<b>CBF member</b>	<b>M</b>
<b>6. Rumphi CCJP</b>		
Ken Ngoma	<b>CBF member</b>	<b>M</b>
David Chavula	<b>CBF member</b>	<b>M</b>

James Chripets	<b>CBF member</b>	<b>M</b>
Hendrix Bumba	<b>Secretary</b>	<b>M</b>
Files Kalua	<b>Member</b>	<b>F</b>
Mariet Chilembo	<b>Member</b>	<b>F</b>
Eunice Zgambo	<b>Member</b>	<b>F</b>
Shupe Mkandawire	<b>Member</b>	<b>F</b>
Christiana Mithi	<b>Member</b>	<b>F</b>
Matrida Nyimbin	<b>Member</b>	<b>F</b>
Esnat Chirwa	<b>Member</b>	<b>F</b>
Pacholo Kachala	<b>Member</b>	<b>F</b>
Regina Chihana	<b>Member</b>	<b>F</b>
Milliam Nyirenda	<b>Member</b>	<b>F</b>
Bekuase Jere	<b>Member</b>	<b>F</b>
Grace Kumwenda	<b>Member</b>	<b>F</b>
Jean Kumwenda	<b>Member</b>	<b>F</b>
Chotcha Mhanso	<b>Vice Chair</b>	<b>M</b>
Cecilia Sieninga	<b>Member</b>	<b>F</b>
Jane Ngwira	<b>Member</b>	<b>F</b>
Leonard Mhango	<b>Member</b>	<b>M</b>
V. H. Luwura	<b>Member</b>	<b>M</b>
Magaret Mnyenyembe	<b>Member</b>	<b>F</b>
Maganizo Chiona	<b>Member</b>	<b>M</b>
Coliness Ngolube	<b>Member</b>	<b>M</b>
Ester Lungu	<b>Member</b>	<b>F</b>
<b>7 Chigoma-Nzimba CRC</b>		
Phineous Jere	<b>Secretary</b>	<b>M</b>
Grace Gondwe	<b>Treasurer</b>	<b>F</b>
Robert Banda	<b>Chairman</b>	<b>M</b>
Violet Shaba	<b>Member</b>	<b>F</b>

Anna Mwwale	<b>Member</b>	<b>F</b>
Benthal Phiri	<b>Member</b>	<b>F</b>
Lidia Chipetu	<b>Member</b>	<b>F</b>
Christopher Nkhoma	<b>Member</b>	<b>M</b>
Molesi Makwakwa	<b>Member</b>	<b>F</b>
<b>8. Rumphi Mlongoti/Bumba CRC</b>		
Alfred Butao	<b>Ward Councillor</b>	<b>M</b>
Ndindacy Chirambo	<b>PTA</b>	<b>F</b>
Angel Nyasulu	<b>VDC member</b>	<b>M</b>
Lyton Chirambo	<b>SME</b>	<b>M</b>
Jonas Mubisa	<b>AEDO</b>	<b>M</b>
Comas Mwafurwa	<b>HAS</b>	<b>M</b>
Mackenzi Mughogho	<b>VDC Secretary</b>	<b>M</b>
Masungu Msiska	<b>Head Teacher</b>	<b>M</b>
Mackson Chirambo	<b>Ag. Chief</b>	<b>M</b>
Vincent Nyoni	<b>VA member</b>	<b>M</b>
Marko Chirambo	<b>SMC member</b>	<b>M</b>

The results of the analysis are shown below:

No.	Results
1.	<i>The consultant found the program design to be sound and demonstrating a clear results chain between the results levels;</i>
2.	<i>The DCP IV outcome and outputs, which is in sync with UNDAF outcome 4.1, is also a reflection of Malawi's national development priorities, particularly the MDGS. The results chain is therefore clearly demonstrated from the UNDAF Outcome 4.1 through the MDGS and the DCP IV Outcome and Outputs, they are logically articulated;</i>
3.	<i>The poverty reduction outcomes and relevant outputs derived from the DCP IV addresses poverty reduction strategies in Malawi;</i>
4.	<i>The DCP IV is guided by the all-embracing objective of achieving "Group villages progressively enjoying the right to development through demanding good governance and performance of correlative duties." This clearly demonstrates that the DCP IV design is a relevant initiative that contributes directly to the achievement of the above overarching objective and other national development priorities;</i>
5.	<i>The programme is equally guided by the key objective of achieving MDG II outcome: "National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all especially women and children by 2016". This shows that the DCP IV is a relevant initiative that contributes directly to the achievement of the MDGs and national development efforts.</i>
6.	<i>The program is pitched on the demand side and aims at building the capacity of the grassroots to demand good governance and fulfillment of human rights, especially the right to development from duty bearers. This demonstrates that the DCP IV is relevant in transferring knowledge and skills to the CBFs, CRCs and RLCs.</i>