**COMPARATIVE ADVANTAGE**

**AND STAKEHOLDER ANALYSIS**

**OF THE**

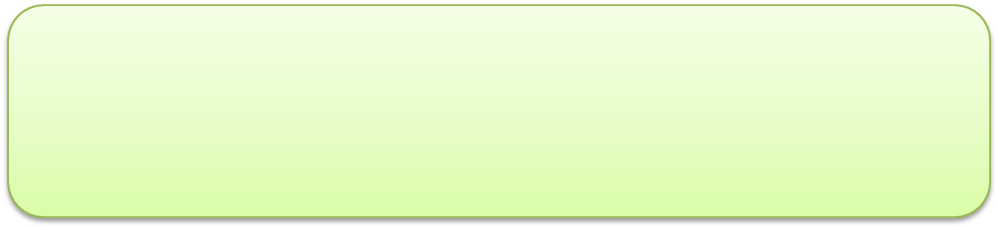
**UNITED NATIONS IN MALAWI**

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1. **Acronyms**

**ACB** Anti-Corruption Bureau

**AIDS** Acquired Immune Deficiency Syndrome

**AMP** Aid Management Platform

**ART** Antiretroviral Therapy

**ARV** Antiretroviral

**ASWAp** Agriculture Sector Wide Approach

**CABS** Common Approach to Budget Support

**CASA** Comparative Advantage and Stakeholder Analysis

**CBCC** Community Based Childcare Centre

**CMAM** Community Management of Acute Malnutrition

**CSO** Civil Society Organization

**DaO** Delivering as One

**DCS** Development Cooperation Strategy

**DFS** Digital Financial Services

**DNHA** Department of Nutrition and AIDS

**DPs** Development Partners

**DRM** Disaster Risk Management

**ECD** Early Childhood Development

**FAO** Food and Agricultural Organization

**GBV** Gender Based Violence

**GDP** Gross Domestic Product

**GEWE** Gender Equality and Women’s Empowerment

**GIZ** German International Cooperation

**GoM** Government of Malawi 

**HACT** Harmonized Approach to Cash Transfers

**HABITAT** United Nations Human Settlements Programme

**HIV** Human Immunodeficiency Virus

**HTP** Harmful Traditional Practices

**IFAD** International Fund for Agricultural Development

**ILO** International Labour Organization

**MDG** Millennium Development Goal

**MDHS** Malawi Demographic and Health Survey

**MGDS** Malawi Growth and Development Strategy

**MoAIWD** Ministry of Agriculture, Irrigation and Water Development

**MoFEPD** Ministry of Finance, Economic Planning and Development

**MoGCDSW** Ministry of Gender, Children, Disability and Social Welfare

**MOH** Ministry of Health

**MVAC** Malawi Vulnerability Assessment Committee

**NAC** National AIDS Commission

**NGO** Non-Governmental Organization

**NPP** National Population Policy

**NSO** National Statistical Office

**OPC** Office of the President and Cabinet

**OPC, DHRM** Office ofthe President and Cabinet, Department of Human Resource

Management

**PDNA** Post-Disaster Needs Assessment

**PLHIV** People Living with HIV

**PMT** Programme Management Team

**PMTCT** Prevention of Mother To Child Transmission

**SDGS** Sustainable Development Goals

**SWAp** Sector Wide Approach

**TWG** Technical Working Group

**UN** United Nations

**UNAIDS** Joint United Nations Programme on HIV/AIDS

**UNCDF** United Nations Capital Development Fund

**UNCT** United Nations Country Team

**UNDAF** United Nations Development Assistance Framework

**UNDG** United Nations Development Group

**UNDP** United Nations Development Programme

**UNESCO** United Nations Scientific and Cultural Organization

**UNFPA** United Nations Population Fund

**UNHCR** United Nations High Commission for Refugees

**UNICEF** United Nations Children’s Fund

**UNIDO** United Nations Industrial Development Organization

**UN Women** United Nations Entity for Gender Equality and the Empowerment of

Women

**WASH** Water, Sanitation and Hygiene

**WFP** World Food Programme

**WHO** World Health Organization

1. **List of United Nations Agencies present in Malawi**

**Resident Agencies**

**FAO -** Food and Agriculture Organization of the United Nations

**UNAIDS -**Joint United Nations Programme on HIV/AIDS

**UNDP -** United Nations Development Programme

**UNICEF -** United Nations Children's Fund

**UNHCR -** United Nations High Commissioner for Refugees

**UNFPA** - United Nations Fund for Population Activities

**UN WOMEN -** UN Entity for Gender Equality and Empowerment of Women

**WHO -** World Health Organization

**WFP -** World Food Programme

**Non Resident Agencies**

**IAEA**  - International Atomic Energy Agency

**IOM** - International Organization for Migration

**IFAD** - International Fund for Agricultural Development

**ILO** - International Labor Organization

**OHCHR** - Office of the United Nations High Commissioner for Human Rights

**UNCD**F -United Nations Capital Development Fund

**UNEP**  - United Nations Environment Programme

**UN-HABITAT** - United Nations Human Settlements Programme

**UNESCO**  - United Nations Educational, Scientific and Cultural Organization

**UNIDO** - United Nations Industrial Development Organization

**UNODC** - United Nations Office on Drugs and Crime

**UNOCHA**  - United Nations Office for the Coordination of Humanitarian Affairs

1. **Tables**

**TABLE ONE**

**Comparative Advantage of the UN in Malawi and Development Partners**

**Strategically Positioned to Support the Government of Malawi in the Sectors/Areas Indicated Below[[1]](#footnote-1)**

|  |  |  |
| --- | --- | --- |
| **Intersectoral Areas of Engagement** | | **DPs/ UN Agencies Comparative Advantage** |
| **Resilience** | Institutional | UNDP, WHO; WFP; FAO; Germany |
| Human | UNDP; UN Women; FAO |
| Natural Resources | FAO; WFP; FAO; USAID |
| Livelihoods | FAO, WFP, UNDP; UN Women, Norway DFID, EU, World Bank, USAID; Germany; UNHCR |
| **Social Inclusion** | Accountability | UNDP, UNICEF, Norway; Germany; UNHCR; Irish Aid; USAID |
| Poverty | World Bank, UNDP, UNICEF; WFP;EU; Germany UNHCR; Irish Aid; USAID |
| Opportunities | FAO, WFP, UNDP, UNESCO, UNFPA, WHO; UNHCR; USAID |
| **Gender** | Girl Child | UNICEF, WFP, UNFAP, UN WOMEN, WHO; Norway DFID, USAID; Germany; UNHCR |
| Adolescents | UNICEF, UNAIDS, UNFPA; UN Women, WFP, Norway DFID, UASID, World Bank; Germany |
| Young Women | UN WOMEN, UNFPA, UNDP, Norway DFID, World Bank, USAID |
| Women’s Rights | UN WOMEN, UNDP, UNFPA, WHO, Norway; FAO |
| **Nutrition** | Food security | WFP, FAO, UNDP; UN Women, EU; Irish Embassy; Germany; Irish Aid; USAID |
| Supplementary Feeding | WFP, EU; Germany |
| CMAM Coverage | UNICEF; WHO; |
| **Economic Growth** | Employment | ILO; UNFPA; UNDP; UNESCO; World Bank; EU; AfDB; FAO; Germany |
| Infrastructure | World Bank, ADB, WFP, Germany; JICA; USAID |
| ICT | UNICEF, RCO; USAID; AfDB |
| Private Sector | World Bank, AfDB; EU; Germany; JICA; USAID |
| Agriculture | FAO; Norway; AICC; EU; World Bank; Germany; JICA; UNHCR; Irish Aid |
| **Social Sectors** | Health | WHO, UNICEF, UNFPA, Norway; Germany and DFID; USAID |
| Education | UNICEF, WFP, World Bank, Norway; Germany; DFID; GPE; JICA  Japan; USAID; AFDB; Germany; EU |
| HIV/AIDS | UNAIDS, UNFPA, WHO, World Bank, WFP; DFID; USAID; GAVI; |
| WASH | UNICEF, WHO; |
| Population Dynamics | UNFPA; UN Women; |
| Protection | UNICEF, OHCHR, UN Women, WFP, Norway; World Bank; Germany; UNHCR |
| **Public Sector Reform** | Democratic Governance | UNDP, UN Women, Norway; Irish Aid; DFID; USAID; EU; Germany |
| Human Rights | OHCHR, UNCIEF, UN WOMEN, UNIADS, ILO, UNHRC, Norway; Irish; DFID; USAID; EU; German; UNHCR |
| Decentralization | UNDP, UNICEF, WHO |
| Local Government | UNDP, World Bank, ABDB, DFID, USAID; Germany; Irish Aid |
| Aid Coordination | RC, UNDP, WHO, UNAIDS, Norway; DFID; EU; Germany; Irish; |
| Institutional Development | UNDP, UNICEF, UN Women; EU; World Bank; AfDB; Germany |
| Planning | RC-UNDP; USAID |
| Policy Support | UNCT; Irish Aid |
| **Environment** | Climate Change | UNDP; FAO; UNICEF; WHO; WFP, Norway; Irish Aid; DFID; USAID; EU |
| Conservation | WFP, FAO, NASFAM; EU; Irish Aid; USAID; World Bank |
| Soil Erosion | WFP, FAO; EU; USAID; World Bank |
| Land Rights | WFP, FAO, UN Women; EU; World Bank |

**TABLE TWO**

**Comparative Advantage of International NGOs and National NGOs Present**

**and Strategically Positioned to Support the Government of Malawi in the Sectors/Areas Indicated Below[[2]](#footnote-2)**

|  |  |  |  |
| --- | --- | --- | --- |
| **Intersectoral Areas of Engagement** | | **Sampled International NGOs** | **Sampled National NGOs** |
| **Resilience** | Institutional | Concern Worldwide; Concern Universal;, Africare | African Institute for Corporate Citizenship; Centre for Development Communication; Centre for multi-Party Democracy; Citizens for Justice; Malawi Electoral Support network |
| Human | Action Against Hunger; ADRA; CAMFED | Catholic Development Commission of Malawi (CADECOM); Federation of Disability Organizations in Malawi; Tovwirane HIV/AIDS Organization; YouthNet and Counseling |
| Natural Resources | Advancing Girl Education in Africa; Africa Future Foundation; | Wildlife and Environment Society of Malawi (WESM); Churches Action in Relief and Development; Coordination Union for the rehabilitation of the environment; Centre for Environmental policy and Advocacy |
| Livelihoods | African Institute for Development Policy Research and Dialogue; Child Legacy International, Catholic Relief Services | Episcopal Conference of Malawi; Sustainable Rural Community Development Initiative (SURCOD); Community youth Empowerment for Self-Reliance; Centre for Agricultural Labour Efficiency and Development; Green Livelihoods; Wanangwa Foundation for Development Organization |
| **Social Inclusion** | Accountability | Aid International; Christian Aid; Dan Church Aid | Eye for Development ; Youth and Society; Citizens for Justice; Centre for Human Rights and Rehabilitation; |
| Poverty | Canadian Humanitarian Organization for International Relief; | Albalakah Charity Trust; Mwayi Foundation for the elderly, Matunkha Development fund; Foundation for Community Support Services; Wanangwa Foundation for Development Organization |
| Opportunities | Canadian Physicians for Aid and Relief; CARE Malawi; | Centre for Community Organization Development (CCODE); Sustainable Rural Community Development Initiative (SURCOD); Community youth Empowerment for Self-Reliance; Centre for Agricultural Labour Efficiency and Development; Green Livelihoods |
| **Gender** | Girl Child | Children of the Nations; Christian Blind Mission e.V; Voluntary Services Overseas, African Institute of Corporate Citizenship; World Vision | YouthNet and Counseling; Malawi Girl Guides Association; NGO Gender Network; Girls Empowerment Network; Forum for African Women Educationalists in Malawi |
| Adolescents | Citi Hope International; Clinton Health Access Initiative; Development Fund of Norway; Trocaire; Goal Malawi; World Vision | YouthNet and Counseling; Malawi Girl Guides Association; Adolescent Girls Literacy Project; Youth empowerment and Civic Education; Girls Empowerment Network |
| Young Women | Elizabeth Glazer Pediatric AIDS Foundation; Family Health International, Norwegian Church Aid; Save the Children | Mama Africa Foundation Trust; Women’s Legal Resource Centre (WOLREC); Ujama Pamodzi Africa, Wanangwa Foundation for Development Organization; Malawi Girl Guides Association |
| Women’s Rights | Concern; Oxfam; Save; CAMFED; WOLREC; Environment Africa Malawi; Feed the Children Inc.; Global Health Corps; | WOLREC; NGO Gender Coordination Network; Women’s Hope for Change; Women’s Legal Resource centre; Civil liberties Committee |
| **Nutrition** | Food security | Gift of the Givers Foundation; Global Communities; World Vision | The Story Workshop; Anglican diocese of Southern Malawi; Catholic Development Commission; CCAP Synod of Livingstonia; Christian Service Committee |
| Supplementary Feeding | Freedom from Fistula Foundation; Center for International Programs, Children in the Wilderness, Islamic Relief Malawi; | Chimwemwe Mubereki Association;  Actions for sustainable Development; CCAP Synod of Livingstonia; Christian Service Committee |
| CMAM Coverage | Global AIDS Interfaith Alliance; Hivos Foundation; World Vision | Malawi Congress of Trade Unions; Centre for Agricultural Labour Efficiency and Development; YouthNet and Counseling; National Association of Business Women |
| **Economic Growth** | Employment | Heifer International; Transparency International | Malawi Congress of Trade Unions; Centre for Agricultural Labour Efficiency and Development; YouthNet and Counseling; National Association of Business Women |
| Infrastructure | IM Swedish Development Partner; I-Tech Malawi | Malawi Economic Justice Network |
| ICT | International Center for World Mission; | Development Communication Trust; Nkhotakota Youth Organization; Good Health Organization; |
| Private Sector | Engineers without Borders; | Malawi Confederation of Chambers of Commerce and Industry |
| Agriculture | Concern ; Save, Goal, Oxfam, Care; CRS; Trocare; World University Service of Canada; | Farmers Union Malawi; National Association of Smallholder Farmers of Malawi ; Farmers union of Malawi; Civil Society Agriculture Network; Farm Radio |
| **Social Sectors** | Health | Concern; Save, Goal, Oxfam, Care Japan Overseas Cooperative Association; JHPIEGO; Concern; Save, Goal, Oxfam, Care; World Vision | Malawi Health Equity Network; Health Rights Education; Christian Health Association of Malawi; CCAP Synod of Livingstonia |
| Education | John Hopkins University Centre for Communications Programs; Irish Rule of Law International; | Civil Society Education Coalition; CCAP Synod of Livingstonia; Albalakah Charity Trust; YouthNet and Counseling |
| HIV/AIDS | JSI Research and Training Institute, INC.; KNCV Tuberculosis Foundation; University Research Council; Action Aid; BLM; PSI; | NGO Board; Malawi Network of AIDS Services Organization (MANASO) ; Malawi Interfaith Aids Association (MIAA); Nkhotakota AIDS Support Organization; Towvirane HIV/AIDS Organization; Circle for Integrated Community Development |
| WASH | Goal UP; WV; Liverpool School of Tropical Medicine; World Vision | Water and Environmental Sanitation Network (WESNETWORK);Hygiene Village Project; Gospel in Action Ministries; Foundation for Community Livelihoods an Development; Foundation for Children’s rights |
| Population Dynamics | Medicins Sans Frontieres; Micro Loan Foundation; Mothers2Mothers; Population Services International |  |
| Protection | Norwegian Church Aid; OXFAM; PACT Malawi; PATH, Inc.; Hunger Project; World Learning Inc. | Malawi Network of Elderly People (MANEPO); Chisomo Children’s Club. Evangelical Lutheran Development Services (ELDS) |
| **Public Sector Reform** | Democratic Governance | Regional Psychosocial Support Initiative; Self Help Africa; Sight Savers International; We Effect Malawi | Council for NGOs in Malawi ( CONGOMA); Centre for Human Rights and Rehabilitation; CCAP Synod of Livingstonis |
| Human Rights | Southern African AIDS Trust; We Effect Malawi; Technoserve; Teen Mission International; Management Sciences for Health; Progressio | Malawi Human Rights Resource Centre; Centre for Youth and Children Affairs; Human rights Consultative Committee; Centre for Human rights and Rehabilitation; |
| Decentralization | Southern Africa AIDS Information Dissemination Service | Centre for Development Communication; The Story Workshop |
| Local Government | The Millennium Promise Alliance Inc. | Centre for Development Communication; The Story Workshop |
| Aid Coordination | INGO Forum | Malawi Economic Justice Network |
| Institutional Development | Water for People Programme; World Learning Inc. | Training Support for Partners; Capacity Building Unit for NGOs |
| Planning | William J Clinton Foundation; Water Works | Council for NGOs in Malawi (CONGOMA) |
| Policy Support | Water Mission International; World Vision International | Council for NGOs in Malawi ( CONGOMA) |
| **Environment** | Climate Change | Concern; Total Land Care; Trocare; Water Works; University Research Council; Development Fund of Norway | Coordination Union for the Rehabilitation of the Environment; Civil Society Network on Climate Change; Action for Environmental Sustainability; Centre for Climate Change and Environmental Management; Centre for Environmental Policy and Advocacy |
| Conservation | Concern; Total Land Care; Water Aid Malawi; Water for People Programme | Farmers Union Malawi; Coordination Union for the Rehabilitation of the Environment; Malawi Environmental Endowment Trust; Wildlife and Environmental Society of Malawi; Centre for Environmental Policy and Advocacy; Civil Society Network on Climate Change |
| Soil erosion | Concern; Water Mission International; Total Landcare Malawi | Farmers Union Malawi; Community Initiative for Self-Reliance (CISER); Community Energy Malawi |
| Land Rights | Trocare; Women Care Globe International | Total Land Care; Land net; Coordination Union for the Rehabilitation of the Environment; Centre for Environmental Policy and Advocacy; Training Support for Partners; Malawi Human Rights Resource Centre |

1. **Acknowledgements**

This Report – The Comparative Advantage and Stakeholder Analysis (CASA) was commissioned by the United Nations Country Team (UNCT) in Malawi, in order to assess the comparative advantages of the UN system in Malawi to assist in planning an innovative, strategic and transformative United Nations Development Assistance Framework (UNDAF 2019-2023). The assessment was based on the evidence from the evaluation of the current UNDAF and views of the United Nations’ (UN) main stakeholders, including government, development partners, civil society and the UNCT itself. The purpose of the study is to illuminate evidence, views and trends that help to provide a clearer, more focused vision for the next UNDAF. The objective of the UNDAF is to benefit the citizens of Malawi in ways that comprehensively respond in a holistic manner the myriad of challenges facing Malawi.

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All shortcomings and mistakes in this report remain the responsibility of the consultant.

1. **Executive Summary**

The Comparative Advantage and Stakeholder Analysis (CASA) is a strategic positioning assessment of the United Nations (UN) in Malawi. The CASA is especially relevant and important to delineate the UN’s unique proposition and value-add to the people of Malawi as the Government of Malawi (GoM) develops the Malawi Growth and Development Strategy (MGDS) III and the UN develops the United Nations Development Assistance Framework (UNDAF) 2019-2023). The CASA also comes at an opportune convergence period of the simultaneous rolling out of national development plans in Malawi and the Global development frameworks, including the Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development[[3]](#footnote-3); The Global Partnership for Effective Development Co-operation[[4]](#footnote-4); and Agenda 2063[[5]](#footnote-5) - The Africa vision for 2063.

Based on the assessments of the performance of the UNDAF (2012-2016) the UN in Malawi is arguably the single largest presence in Malawi with potential to be foremost catalyst for collaborative programmes involving most sectors; the most strengthened capacity to coordinate international initiatives; while mobilizing knowledge, expertise and resources currently scattered throughout the UN Agencies, the public, private and voluntary sectors.

This CASA concludes that the UN in Malawi has the largest presence and deepest reach in Malawi to facilitate focused, yet multidimensional approaches and interventions as the main:

* Convening neutral broker of dialogue between Government and other stakeholders;
* Mainstreaming facilitator of cross cutting themes including SDGs, gender, human rights;
* Joint Programming lead for impactful, innovative and transformative intersectoral and transgenerational initiatives e.g.: girls education, human rights, gender and HIV/AIDS;
* Aid Effectiveness coordinator of pooled funds including UN One Fund, “Last mile” Finance and Financial Inclusion Models; and Common Approach to Budget Support;
* Integrator of research, knowledge, innovations into national development efforts;

Over and above the above, moving forward the UNCT self-assessment of areas of focus in the next UNDAF emphasize the following areas in its programming, which have been affirmed by stakeholders:

* Governance and Human Rights
* Multisetoral SDGs as a framework for the next UNDAF
* Conflict Prevention
* Disaggregated data & statistics and integrated M&E frameworks for managing for results
* Engage Parliament, and support to legal, judiciary, oversight and advocacy institutions

More specifically, the findings of this CASA show that the UN in Malawi’s comparative advantage over other key stakeholders is manifested in seven interlinked areas as follows: Transformative Resilience and Social Protection; Aid Effectiveness Coordination; Policy Advice and Advocacy; Governance and Human Rights; Capacity Development; Knowledge and Innovation; and shared Data, Statistics and shared Monitoring and Evaluation frameworks.

There was unanimity among stakeholders that the UN in Malawi commands demonstrable leadership in aid effectiveness coordination, coordinating or actively participating in the disbursement of funds and implementation of joint projects with most key stakeholders in all sectors in Malawi. At the same time stakeholders observed that the UN undermines its own comparative advantage because it exhibits unbridled internal competition for resources and proliferation of projects. Stakeholders also share the view that the UN conflates development facilitation with program implementation by implementing too many projects that can best be managed by local institutions. This has unintended consequences of implementing numerous small scale initiatives that have little impact; cause high transactional costs on implementing partners; crowds out local institutions and prevents them from building their capacity; usurping the role of Government and local institutions; and thus play the roles of judge and jury of development in Malawi. There is urgent need for an honest internal analysis and performance review of the UN’s model of development facilitation, capacity development and programming.

On policy advice and advocacy the UN in Malawi has been involved in number critical interventions through developing critical policies and strategic plans that support the development process across sectors. In the current UNDAF cycle the UN’s technical and financial support has led to a more coherent and structured response to democratic governance challenges in Malawi with legal, legislative and constitutional bodies. Demonstrable examples are that through financial support, policy advice, thought leadership; technical analysis; and the development of strategic plans, the UN in Malawi supported the Ministry of Justice and Constitutional Affairs; Malawi Prisons Services and the Judiciary; Office of the Ombudsman. This support was aligned to the Democratic Governance Sector Strategy. These policy documents provide guidance for sector institutions to aggregate results and accelerate impact.

Other notable examples are that in 2016, through the REACH project, the UN strengthened nutrition governance, by supporting the updating of policy and legal frameworks for nutrition. High level advocacy and engagement of key stakeholders in nutrition resulted in the successful updating of the National Nutrition Policy (2017-2021) and adoption of the policy by cabinet in November 2016. To support implementation of the National Nutrition Policy, a National Nutrition Strategic Plan and M&E framework (2017-2021) is now in place which has clear targets for nutrition in line with the global World Health Assembly Targets and the SDGs.

The UN in Malawi has the comparative advantage and has provided initial budding leadership and led the way in the governance arena through decentralization and Government public sector reforms. Stakeholders have varied views about the success of the UN engagement, but are unanimous that this is arguably the most critical area of engagement where if successful, will answer teething challenges in governance, corruption and civil service performance. Despite very challenging transition to a more democratic dispensation in 1994, Malawi is often characterized as one of the most stable and peaceful countries in Africa. However, social tensions arising between traditional and modern means of governance are starting to appear[[6]](#footnote-6). Stakeholders cited perceived state capture[[7]](#footnote-7) by the civil service and politicians. Governance challenges in this case are in the mechanisms, processes and institutions that determine how power is exercised; decisions made on issues of public concern, and how effective citizens articulate their interests, exercise their legal rights, meet their obligations and mediate differences[[8]](#footnote-8). Decentralization, though showing potential to bring service delivery dividends, has also proved to be challenging due to capacity limits at the district level and below. There is increasing dependence on central government grants, lack of experience and inadequate grassroots participation in local authority affairs. Stakeholders voiced concerns that some Government Ministries are still holding onto functions that ought to be decentralized and that they institute cuts in allocations to District Councils without consultations. Insufficient budget allocations, partially due to inadequate collection of tax revenues[[9]](#footnote-9), result in a heavy reliance on donor funding and technical assistance, and provide limited incentives for civil servants to improve performance. In addition, incomplete understanding of the gender dimensions of policies inhibits gender-responsive implementation and monitoring[[10]](#footnote-10) on genderized budgets and gender mainstreamed programming at all levels of development in Malawi.

Despite the guarantee of fundamental rights afforded by the Constitution, the biggest challenge that Malawi’s democratic consolidation faces is weak institutions of governance such as Parliament, political parties, local governance, civil society organizations, and the Electoral and Human Rights Commissions. Building institutions, improving data and statistics for managing results, integrating knowledge and improving the policy environment in Malawi is a huge need and great opportunity for the UN in Malawi under the rubric of Capacity Development. Malawi does not have a comprehensive capacity development strategy, or sector-specific plans, to coordinate such support. Consequently, capacity development support for Malawi tends to be structured through individual development partner programmes and projects[[11]](#footnote-11). Support to capacity development is a primary focus for most agencies, and is a mandatory UNDAF cross-cutting theme. It is also, along with gender, one of the six themes of the second Malawi Growth and Development Strategy 2011‐2016 (MGDS II). Support to capacity development is therefore a major comparative advantage area of work for the UN, and a key strategic objective for Malawi across all sectors and institutions. However, stakeholders are largely in agreement that despite this focus, examples and measures of capacity development success in Malawi are elusive – largely because the efforts are scattered, poorly designed, and not well measured in coherent and coordinated ways. This does not mean that all UN interventions are unsuccessful, but most do not have sufficient measures to determine success and general perceptions are that interventions in many cases are less than successful[[12]](#footnote-12). The UN can lead in this area to include a programme to coordinate capacity development support within ministries, in alignment with the current public sector reform agenda.

The UN is in a unique position to provide a broad neutral and acceptable brokering role to the government, both within individual ministries and across the government as a whole. While the UN continues to play this role, this CASA concludes that the UNCT may actually have an exaggerated view of their success in this area. Government believes that the UN does not carry this role effectively in relationship to the behavior of Development Partners in Malawi. Some development Partners feel that that UN is not keen to critically engage government in the more complex and potentially transformative governance topics of the public sector reforms, anti-corruption and civil service performance. Other stakeholders expressed concerns that the UN is too cozy to both Government on governance issues and to Development Partners on their disregard to internationally agreed development protocols on aid effectiveness, use of government systems, and their inability to develop home grown and Malawi led development programs. That segment of stakeholders claims that the UN has been captured by Development Partners who funds the UNCT, and that the UN is too timid to confront Government on governance issues apart from human rights.

Lessons learned from the current UNDAF, conclusions of the just concluded Root Cause Study and progress reports of development interventions in the past five years should be bases for future planning. Stakeholders are generally cautious to advise that while the UN plans to make the next UNDAF *different*, their advice is that the UNCT should not be overwhelmed by the allure of the new and the different because the current themes in the (2012-2018) UNDAF have not yet been fully exhausted and should be continued in the next UNDAF. That said, the inspiration of the next UNDAF should derive from a grounded **Vision** that is inspired by the UN’s mandates, cooperation agreements and strategic positioning in Malawi. Such an UNDAF **Vision** should be shaped and guided by the needs of the duty bearers and expectations of the rights holders of Malawi in which “no one is left behind”. The vision for the next UNDAF should be captured in and framed through themes that originate from transformative resilience themes including: Policy Advice and Advocacy; Population Dynamics; Inter-Agency Joint Resource Mobilization and Joint Programming in DaO; Employment and Youth Dividend; Strengthening Institutions, Engagement with Parliament, including capacity development for Civil Society and legal and constitutional sector; Governance and Human Rights; Conflict Prevention; and disaggregated data and statistics for managing for results.

Based on the CASA findings and conclusions it is recommended that the fundamental step change in the next UNDAF might not necessarily be in the content and thematic coverage of the outcome areas, but in the **Innovations** in the integration of normative support, knowledge, data to interventions; move from single to joint resource mobilization and joint programming; including joint monitoring and evaluation of results. The UNDAF should be framed around one umbrella master goal of **A Transformative Resilient Development Agenda for Malawi.** That can further be unpacked through high level imperatives in which the UN has comparative advantages, namely: Policy Advice and Dialogue; Aid Effectiveness Coordination; Social Protection; Climate Change and Agriculture; Populations Dynamics; Employment and Youth Dividend and Governance and Human Rights.

The UNDAF programmatic interventions should also be designed and rolled out based on **Comparative Strengths** in which the UN has demonstrated unparalleled leadership and coordination including: Social Protection; Policy Advice and Advocacy on legal, legislative and support to Constitutional bodies; Humanitarian Crisis Response and Post Disaster Assessment; Population Dynamics; Nutrition and Response to Food Insecurity; Population and Demographic Dividend; Education, Gender, Health, Agriculture and Human Rights SWAps; Joint Resource Mobilization and Programming; and Strengthening Government Delivery Systems.

Stakeholders are largely in agreement that the UNDAF programming should focus on innovative joint resource mobilization, interventions and monitoring and evaluation of results that respond to the five **Root Causes**[[13]](#footnote-13) which hinder the capacity of Malawi to progress along the path to socio-economic transformation: **Rapid population growth** manifested in Malawi’s weak economy and institutions that cause tremendous constraints on the capacity of Government and civil society to deliver high quality services; **Poor Governance,** manifested in weak transparency, oversight, accountability, barriers to decentralization, revenue generation, weak public financial management all of which contribute to corruption and poor implementation capacity; **Weak economy** manifested by limited diversity in production, poor infrastructure, reliance on rain-fed agriculture, insufficient private sector investment and access to finance leading to weak economic performance and limited opportunities for employment and hence reduction in poverty;  **Climate change** manifested in periods of increased volatility and vulnerability to severe drought, uncertain rainfall and floods and other extreme weather events reinforced by natural resource degradation, and poor agricultural systems and practices puts at risk Malawi’s prospects for food, water and energy security and improved health outcomes; **Harmful traditional customs and beliefs** which give rise to behaviours and social practices such as gender discrimination, child marriages, violence against women and girls, attacks against persons with albinism all of which impede social and economic progress.

The next UNDAF should move away from small projects, or being sector based, to adopt a broad based and integrated **Intersectoral Prioritization Framework.** Based on the SDGs localization experience, Root Cause Analysis and Comparative Advantage Analysis, the UN in Malawi should develop the next UNDAF modeled around the following eight intersectoral areas of national engagement in Malawi: **Resilience; Social Inclusion; Gender; Nutrition; Economic Growth; Social Sectors; Public Sector Reform; and Environment.** An indicative table is provided on page (IV) showing those possible priority intersectoral areas where the UN should implement joint programming interventions and initiatives.

Data collected from stakeholders show that the innovations that can propel the UN comparative advantages, strengths and demonstrable leadership will be exhibited through **Game Changing and High Impact Interventions** in the next UNDAF including: Coordinating the Resilience Agenda; National Registration and ID Scheme; Civil Registration and Vital statistics; Population and Health Census; Roll out of the Demographic Dividend Report recommendations; Population Growth and Youth Dividend Interventions; Joint Programming and Scaling up of One-Stop Centres; and Mainstreaming Gender in UNDAF.

For the overall governance agenda in Malawi, various stakeholders are deeply concerned that despite the current public sector reforms underway, state capture[[14]](#footnote-14) has already occurred in Malawi where the ruling elite and civil service actors manipulate policy implementation and influence the emerging rules of the game (including laws and economic regulations) to their own advantage through theft, bribes and poor service delivery. They feel that the Malawian economy and development prospects are trapped in a vicious circle in which the policy and institutional reforms necessary to improve governance are undermined by collusion between politicians, state officials and the whole value chain of the civil service and the private sector who extract substantial private gains from the absence of clear rule of law. An innovative balance between governance and human rights interventions on one hand and a robust policy advice and advocacy program on the other should accompany the next UNDAF.

**Summary Recommendations**

**Recommendation: UNDAF Overall Design**: Based on the CASA findings and conclusions it is recommended that the fundamental step change in the next UNDAF might not necessarily be in the content and thematic coverage of the outcome areas, but in the **Innovations** in the integration of normative support, knowledge, data to interventions; move from single to joint resource mobilization and joint programming; including joint monitoring and evaluation of results. The UNDAF should be framed around one umbrella master goal of **A Transformative Resilient Development Agenda for Malawi.** That can further be unpacked through high level imperatives in which the UN has comparative advantages, namely: Policy Advice and Dialogue; Aid Effectiveness Coordination; Social Protection; Climate Change and Agriculture; Populations Dynamics; Employment and Youth Dividend and Governance and Human Rights. The transformative program should address challenges of climate change; mitigate the effectives of dwindling natural resources; and ensure benefits to the youth budge.

**Recommendation: Human Rights and Governance Design:** It is recommended that for the next UNDAF cycle the UNCT with the support from Government should redesign its governance and human rights support framework for Malawi to comprehensive include individual universal human rights, corporate governance, including socioeconomic and political reforms that generate growth, employment, social protection and transformative resilient development process for all Malawians where no one is left behind. The support program should distinguish between types of institutions subject to capture (Legislative, Executive, Judiciary, regulatory agencies, public works ministries) and the types of actors actively seeking to capture (politically sponsored private firms, political leaders, high ranking officials, interest groups) and craft a ground breaking nationwide public sector reform advocacy support system that empowers rights holders and capacitates duty bears to deliver results in a holistic way.

**Recommendation: UNCT Internal CASA:** There is urgent need for an honest internal comparative advantage analysis and internal performance review of the UN’s model of development facilitation, capacity development and programming. The UN in Malawi conflates development facilitation with program implementation by implementing too many projects some that can best be managed by local institutions. UN Agencies are scattered in too many sectors, with relatively small budget support and uncoordinated support to the Malawi development needs. This has unintended consequences of the UN implementing numerous small scale initiatives that have little impact; cause high transactional costs on implementing partners; crowds out local institutions and prevents them from building their capacity; usurping the role of Government and local institutions; and thus play the roles of judge and jury of development in Malawi.

In summary, programmatically the UNDAF should be informed by Intersectoral SDGs; joint programming; integrated and shared M & E frameworks; focus on value for money; and guided by an expanded resilience and social protection agenda. Dialogically the UNDAF should design and implement a deeply consultative design and roll-out of the next UNDAF.

1. **Introduction and Purpose of the Study**

The UNCT in Malawi, in planning for the UNDAF 2019-2023, commissioned a study to assess the comparative advantages of the UN system in Malawi. This CASA is a forward-looking projection of UN capacities and its strategic positioning at the country level. By coming together around more strategic objectives that reflect the UN’s comparative advantage, focusing on areas where the UN system can best add value, it is envisioned that the UN will contribute to Malawi’s development agenda while also enhancing the relevance and credibility of the UN in Malawi. The study therefore assesses the comparative advantages which the UN holds in Malawi and determines how stakeholders in the development community view the effectiveness and efficiency of the UN’s presence and programming in Malawi.

Informed by the UN mandate, and influenced by the Malawi national development context the CASA ensures that the UN in Malawi ensures the implementation of international norms and standards; the amplification of voices of the poor; the underprivileged, discriminated and disabled, in the spirit of “leaving no one behind”; a vigorous advocacy role for greater equality, social inclusion, gender empowerment and human rights; an invigorated role as a catalyst for collaborative programmes involving all sectors of society; and a strengthened capacity to coordinate international initiatives while mobilizing expertise currently scattered throughout the public, private and voluntary sectors.

Using a broad lens, the CASA illuminates the potential for the multiple dimensions of the UN’s work, especially those found at the interface of humanitarian action and development cooperation. Additionally, the UN’s ability as compared to other actors in the field in improving coherence, coordination and collaboration of public, private actions across sectors through norm-setting and collaboration is presented in this report. The CASA is not interpreted to mean agency specific mandates; rather, it is a realistic assessment of expertise and value added, and draws on agency specific assessments in the context of Delivering as One in Malawi and the UNDAF. Consequentially, the analysis seeks to show where the One UN in Malawi can bring its unique strengths to bear under the umbrella of Resilience and SDGs - especially in normative support; policy advice and advocacy, social protection, capacity development, coordinated funding and programming, cutting edge knowledge, innovation and mainstreaming of gender among others, for the achievement of internationally agreed standards and development goals.

* 1. **Definition of Terms**

Four key terms that require special definition are: *Comparative Advantage*; *Stakeholder Analysis*; and *United Nations in Malawi*. The fifth term - *Country of Malawi*, is separately described under the sub-heading “Malawi Development Context”. 

**Comparative Advantage:** Comparative advantage[[15]](#footnote-15) is an economic theory derived from the work gains in economic transactional engagement among individuals, organizations, or nations that arise from measurable differences in their factor endowments or technological progress. It states that in an economic model, organizations have a comparative advantage over others in producing a particular good or service if they can produce that good or service at a lower relative opportunity cost i.e. at a lower relative marginal cost prior to exchange/trade. One does not compare the monetary costs of production or even the resource costs (labor needed per unit of output) of production. Instead, one must compare the opportunity costs of producing goods or services across organizations or countries. The closely related law or principle of comparative advantage holds that under free exchange/trade, an organization will produce more of and consume less of a good or service for which they have a comparative advantage.

To translate this concept to the UN, this implies that to benefit from specialization and partnerships in the Malawi development landscape, the UN should specialize and facilitate development in sectors in which it is best at coordinating. To implement the theory of comparative advantage means if the UN wants to maximize its development intervention outputs-outcomes in Malawi then, first, fully employ all resources within the UN System in a coordinated and coherent way; second, allocate those resources within sectors in which the UN has distinctive advantage over other players in implementation; and third, allow other stakeholders to collaborate with the UN freely thereafter. That is the hallmark of “Delivering as One”. CASA assesses the performance on the UN within the context of the current UNDAF.

**Stakeholder Analysis:** For this study a stakeholder refers to an institution or community, not an individual. Stakeholders in the Malawi development landscape are actors (organizations or communities) with a vested interest in the policy being promoted[[16]](#footnote-16). Stakeholder analysis is a process of systematically gathering and analyzing information to determine whose interests should be taken into account when developing and/or implementing a policy or program[[17]](#footnote-17).

The CASA includes such stakeholder characteristics as knowledge of the policy, interests related to the policy, position for or against the policy, potential alliances with other stakeholders, and ability to affect the policy process (through influence and/or leadership). Stakeholder Analysis is thus a systematic way to analyze stakeholders by their influence, leadership and interest. *High Influence, High Interest* stakeholders are *Key Players*. Low influence and low interest stakeholders are least important. Thus, in the analysis the UN in Malawi is considered the central stakeholder against which all other stakeholders are compared. In other words the study tries to answer the question *“How does the UN deliver in areas where it has the comparative advantage vis-a-vis other stakeholders in the Malawi development landscape?”* This means comparative advantage for the UN is reviewed in key areas of the UN’s high influence and high interest in normative support, coordination, social protection, knowledge, capacity development, governance, policy advice and program implementation in ways that no other stakeholder can do it better such that “no one is left behind” in the development process.

**The United Nations in Malawi:** The UN System in Malawi consists of nine resident agencies as follows: UNDP, FAO; UNFPA; UNHCR; UNWOMEN; UNICEF; WFP; WHO; and UNAIDS. There are eleven non-resident agencies, which are UN-HABITAT, IFAD, UNEP, UNESCO, UNIDO, IOM, OCHA, IAEA and UNODC which also support activities in Malawi. The UNDP Resident Representative/Resident Coordinator represents some agencies, such as UNCDF and UN-HABITAT. UN agencies vary widely in mandate, scale of operations, and methods of work. Three (UNDP, UNICEF and WFP) Agencies have around 75% of resources available to the UN in Malawi. Others focus on technical advisory services, coordination, policy or advocacy[[18]](#footnote-18).

As the chair of the UNCT, a team comprising of all the heads of 9 UN agencies, the Resident Coordinator provides overall leadership for UN strategic initiatives and the operational framework for development assistance. The effectiveness of the UN Resident Coordinator System is central to providing the highest quality services to Malawi as a programme country to enable it to oversee the UNDAF, implement, mainstream, accelerate and monitor SDGs progress, advance peace and stability and achieve sustainable human development. That UN organizational and management structure alone, is a comparative advantage because there is no other organization in Malawi with such national reach, depth or capability to coordinate and provide such level of coherence at the highest level of influence through an expansive program embracing the GoM’s development strategy as the UNDAF.

The UN in Malawi uses the concept of “Delivering as One” meaning - (One Leader, One Programme, One Fund, Operating as One and Communicating as One). The central tenant of the UNDAF is Delivering as One in which the UNCT in Malawi undertakes to create greater impact, effectiveness and efficiency in its work through increased synergies in joint programme planning, funding implementation, monitoring and reporting, and in operations systems and communications. The GoM expectations of the UN are high. Both the GoM and Development Partners (DPs) argue that transaction costs in dealing with the UN will be reduced as a result of the DaO approach and the impact on the efficiency and effectiveness of the UN will increase[[19]](#footnote-19). DaO has had a positive impact on a transformative relationship between the UN, GoM, DPs and Civil Society at the country level. Via the strengthened partnership, Civil Society expects to have better access to national development dialogues and a share of resources, resulting in improved integration of their role and contribution to the national development processes[[20]](#footnote-20).

The overall goal of the UN in Malawi is to deliver on agreed results as outlined in the MGDS II[[21]](#footnote-21) and UNDAF 2012 – 2016 [extended to 2018] and to advance the 2016 vision of the UN to have *‘UN Agencies working coherently and effectively to support the GoM and the people of Malawi to achieve prosperity, human rights and well-being’.* To facilitate alignment between these frameworks, the GoM developed the Development Cooperation Strategy (DCS) to guide development cooperation in Malawi[[22]](#footnote-22). The DCS provides a national framework for achieving MGDS II overarching objectives. It is guided by international commitments and initiatives on aid and development effectiveness – most notably the Paris Declaration on Aid Effectiveness (2005), the Accra Agenda for Action (2008), and the Busan Global Partnership for Effective Development Cooperation (2011). Coordinating development and aid effectiveness and aligning them to global development frameworks will remain the UN’s most enduring comparative advantage and most impactful legacy in Malawi. The GoM argues that DPs have reneged on the DCS[[23]](#footnote-23).

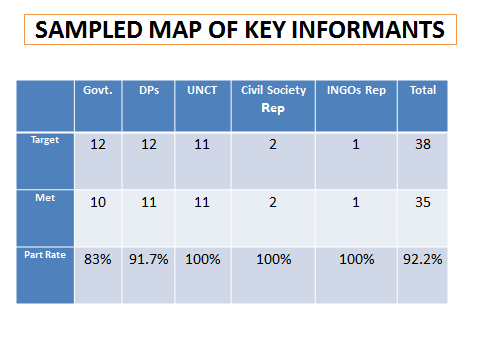
* 1. **Comparative Advantage and Stakeholder Analysis**

The CASA is meant to map out the UN System’s comparative advantages vis-à-vis other stakeholders’ roles, mandates, interests and engagement in the Malawi development Agenda. It is an assessment of the UN’s strategic positioning and analysis of its comparative and distinctive value addition in these key areas as a basis for formulating the UN System’s contribution and engagement in the next UNDAF. This CASA is seeks to track the UN’s commitments to Malawi’s long term development goal – Vision 2020[[24]](#footnote-24). The Vision recognizes that to achieve this there is need for good governance, sustainable economic growth, infrastructure development, food security, science and technology, and sustainable environmental management[[25]](#footnote-25).

* 1. **Methodology for the Study**

After submitting an Inception Report the consultant held kick-off meetings with the Programme Management Team (PMT)/SDG Sub-Group to confirm objectives of the assignment; reviewed the phases of conducting the assignment; confirmed the sample of key informants; and finalized the data collection methodologies and logistics. Data collection took two weeks. Report writing took one week.

Data was collected from the UNCT, Government, Development Partners; Civil Society and International Non-Governmental Organizations. Data was collected in formats of individuals and groups and included technical staff and heads of institutions. In total 35 out of 38 mapped institutions and 189 people participated in data collection exercise.



After data collection the consultant held a second meeting with the Programme Management Team (PMT)/SDG Sub-Group and all available UNCT technical staff to present initial update from the data collected. The consultant them proceeded to conduct literature review and drafted the report. The phased methodological approach to developing the CASA is presented below.

The objectives of the assignment are:

* To determine and clarify the scope and scale of the UN’s comparative advantage in Malawi;
* To assess the methods; techniques and sectors, in terms of relevance, effectiveness and value for money, where stakeholders feel the UN has been/not been successful in delivery;
* To undertake a mapping of the role and level of engagement of other development partners and key actors in Malawi, so as to identify possible areas of cooperation and avoid duplication of effort;
* To provide clear recommendations for the UN to enhance the effectiveness and efficiency of initiatives, ensuring maximum transformative impact and value for money.

As part of the assignment, and with the guidance from the Programme Management Team (PMT)/SDG Sub-Group, the consultant planned and delivered the following:

**Task 1: Planning and Preparation**

* Confirmed expectations/concerns and desired outcomes with UN Country Team (UNCT)/Programme Management Team (PMT)/SDG Sub-Group
* Building on the Root Cause Analysis, conducted a thorough desk review of development interventions in Malawi, as well as the UN’s support to the Government.
* Reviewed background documents on national and UN programmes and plans as well as existing evaluations, reviews and reports, from both the UN and other stakeholders.
* Conducted a mapping of stakeholders and their activities.
* Identified and finalized suitable methodology, templates and interview guides
* Developed an Inception Report which clearly outlined the proposed methodology as well as templates and interview guides.

**Task 2: Implementation**

* Conducted kick-off meeting with UNCT/PMT/SDG Sub-Group to present, obtain feedback and refine tools, as well as discuss plans for key people to interview. Decision was taken to exclude communities in data collection because of time considerations.
* Conducted a capacity analysis of the UN at the country level, as appropriate.
* Conducted secondary data collection through country consultations with identified stakeholders in order to develop the Stakeholder Map.
* Conducted interviews, perception surveys with key stakeholders including Government, UN, Development Partners, NGOs and International Non-Governmental Organizations.
* Reviewed strengths, weaknesses, opportunities and threats of activities undertaken under the current UNDAF
* Conducted a comparative analysis of past and current UN initiatives, based on feedback from Government, Development Partners, NGOs and INGOs
* Identified what stakeholders feel are the best (and worst) practices, while assessing the effectiveness and value for money within UN programmes
* Identified which key priority areas the UN is best placed to add value over the course of the next UNDAF
* Developed a brief report outlining initial key findings of the work to date

**Task 3: Report and Presentation**

* Developed a report that clearly outlines the current situation and assesses the UN’s comparative advantage while providing clear recommendations of where the UN is best positioned to support Malawi’s development over the course of the next UNDAF.
* Incorporate feedback from UNCT/PMT/SDG sub-group on draft report
* Develop a final draft of the CASA Report.

The key findings are buttressed by selected evidence based literature review for the CASA. Thus the literature review covers only samples and examples of key interventions, observations engagements and conclusions. It does not purport to be an exhaustive listing of everything the UN did in Malawi over the current UNDAF. Examples below serve to illuminate key findings.

The guidance from the UNCT/PMT/SDG sub-group was that the CASA Report should be a balance between a triangulation of stakeholders’ views with evidence from UNDAF implementation progress reports; evaluations and implementation partners’ reports. The CASA Report should be an implementation report for the UNDAF; and present a one UN, and DaO approach in which there is less prominence of individual UN Agencies and more of integrated UN overview. To achieve that the first part of the Report presents a UN face; and yet to demonstrate unique comparative advantages of the UN the last section of the report presents samples of UN Agencies interventions. Finally, recommendations are provided to help with the design and roll-out of the UNDAF.

1. **Malawi Development Context**

The Malawi development context is literature review conducted in the context of the UNDAF. This way an assessment of critical areas of the UN comparative advantage can be gleaned. This is meant to be corroborated by and triangulated with the primary data collected in interviews.

* 1. **Country Overview**

Malawi is ranked as the 18th least developed country in the world in the 2013 UNDP Human Development Report, with 85 percent of its population living in rural areas[[26]](#footnote-26). Over 72% of the population lives on less than US$1.25 per day. As of mid-2016, the country has a youthful population estimated at 17.2 million and was ranked 170/188 on the UNDP Human Development Index (HDR, 2016). Eighty per cent of the population is below 35 years of age and 46% below 15 with a median age of 17. Despite a sharp reduction in HIV and AIDS incidence, prevalence and mortality over the last decade, the country remains amongst the worst affected in the world. Although Malawi can be considered as an aid-dependent state, development progress has been limited. Official development assistance (ODA) as a percentage of gross national income is 30.3%, the fifth highest in the world. ODA to Malawi has dropped as a result of corruption and a changing aid landscape. At the same time, climate induced humanitarian disasters further amplified by food access constraints, food price hikes, and other structural constraints including poor access to inputs, poor rural financing, poor post-harvest handling and storage have led to persistent challenges of food insecurity with approximately 6.7 million people in need of emergency food assistance as a result of El Niño conditions in the 2016/17 cropping season[[27]](#footnote-27).

Malawi’s population has grown rapidly, increasing from about 4 million in 1966 to 17.2 million today - and is expected to reach 30 million by 2030[[28]](#footnote-28). Malawi already has a high child dependency burden of 0.91 for every working age person, as 46 per cent of the population is less than 15 years old.[[29]](#footnote-29) A rapidly growing population and young dependents place significant strain on the capacity of the Government and private sector to provide essential services. With the support of the International Monetary Fund and the World Bank, Malawi has been able to make important economic and structural reforms and sustain its economic growth rates over the last decade. Nevertheless, poverty is still widespread and the economy remains undiversified and vulnerable to external shocks.[[30]](#footnote-30) The current UNDAF progress reports record that Malawi experienced its worst episode of acute food insecurity in over a decade during the 2016-2017 lean season stemming from an intense El Niño-related drought which adversely affected crop production[[31]](#footnote-31). This was the second consecutive year of high food insecurity in Malawi. The President of Malawi declared a State of National Disaster on April 12, 2016, and appealed for humanitarian relief assistance from the international community and the private sector. The UN in Malawi supported the Government in developing the Food Insecurity Response Plan through the Government-led cluster system to respond to the food insecurity faced by 6.7 million Malawians (about 40 percent of the population) at the peak of the lean season[[32]](#footnote-32). Malawi’s development prospects depend on how well it controls its population growth while at the same time manages to diversify and expand its economy in the short term.

The Malawi Vulnerability Assessment Committee (MVAC) Report and the Emergency Response Plan found out that following the floods and drought between 2014/15 and 2015/16 seasons, the number of food insecure people was expected to rise to at least 6.5 million during the 2016/17 season. The crop production estimates released in April 2016 by the Ministry of Agriculture, Irrigation and Water Development (MoAIWD) showed that staple maize production for the 2014/15 agricultural season dropped by 12.4%, and was estimated at 2,431,313 metric tons compared to 2,776,277 metric tons during the previous season. The national maize requirement was estimated at 3.2 million metric tons translating to a maize deficit of about 768,687 metric tons. In 2014/15 Malawi recorded another maize deficit of about 223,000 mt[[33]](#footnote-33). This foregoing economic and food security analysis alone makes the current UNDAF Outcome areas: Sustainable and Equitable Economic Growth and Food Security; Basic Social and Protection Services; HIV and AIDS even more urgent and relevant in the next UNDAF cycle. The UN’s comparative advantage is obvious in these areas.

Through the Humanitarian Window, the UN supported the government led humanitarian response (through food assistance delivered as in-kind and cash transfers) to reach 6.7 million people in 24 districts who were declared to be food insecure by the Malawi Vulnerability Assessment Committee (MVAC) assessment update in October 2016. The UN, through UN Women, supported a gender sensitive Malawi Drought 2015-2016 Post-Disaster Needs Assessment (PDNA). The process was supported from data collection to development of the PDNA report. The PDNA has informed the development of the Disaster Recovery Strategy for the country. Through the nutrition cluster, access to the Community Based Management of Acute Malnutrition (CMAM) program was maintained in all the 28 districts of Malawi as part of the nutrition emergency response. The UN, through UNICEF, supported 603 health facilities providing Out Patient Program services and 104 Nutrition Rehabilitation Units totaling 707 facilities, which represents 97 percent geographical coverage against the set target of 731 for 2016. CMAM interventions were reinforced with monthly mass screenings and community mobilization through UNICEF implementing partners in 14 districts; which resulted in enhanced uptake and increased demand for CMAM services for children with severe acute malnutrition (SAM). These efforts have borne fruits. Malawi has lowered stunting levels among under-fives from 63 per cent in 1997 to approximately 37.5 per cent today.[[34]](#footnote-34) Despite the impressive reduction in percentage, the absolute number of children with chronic malnutrition has risen (1,062,650 in 1997 to 1,121,346 in 2015).[[35]](#footnote-35) Stunting is more prevalent among children in rural areas compared to urban (39 versus 25 per cent), whereas there is little regional variation. Attributable to UNDAF interventions, Malawi has developed an excellent institutional and policy framework for dealing with issues of food security and malnutrition. Nutrition is also an important element in national planning documents MGDS I and II.

The deteriorating climate induced humanitarian disasters; amplified by food access constraints, food price hikes; children stunting; food insecurity and malnutrition are instructive for the UN to marshal all its comparative advantage capabilities, through the SDGs framework to deepen planning and programming in the next UNDAF cycle.

* 1. **Political Context**

Since the end of the one party regime in 1993, Malawi has organized five competitive, peaceful presidential and parliamentary elections, one of which was a tripartite including local government elections. The current President Prof. Arthur Peter Mutharika is in his first five-year term which started in 2014. The next elections are due in 2019. Despite very challenging beginnings, Malawi is often characterized as one of the most stable and peaceful countries in Africa. However, social tensions arising between traditional and modern means of governance are starting to appear[[36]](#footnote-36). Governance challenges in this case are in the mechanisms, processes and institutions that determine how power is exercised; decisions made on issues of public concern, and how effective citizens articulate their interests, exercise their legal rights, meet their obligations and mediate differences[[37]](#footnote-37). Decentralization has also proved to be challenging due to capacity limits at the district level and below. There is increasing dependence on central government grants, lack of experience and inadequate grassroots participation in local authority affairs. Some Government Ministries are still holding onto functions that ought to be decentralized and cuts in allocations to District Councils are common. Insufficient budget allocations, partially due to inadequate collection of tax revenues, result in a heavy reliance on donor funding and technical assistance, and provide limited incentives for civil servants to improve performance. In addition, incomplete understanding of the gender dimensions of policies inhibits gender-responsive implementation and monitoring[[38]](#footnote-38) especially on budgets.

Malawi is ranked 112th out 168 countries in the Corruption Perception Index[[39]](#footnote-39) and since 1994, persistent corruption[[40]](#footnote-40) and poverty have hampered development. All sectors of the economy are affected and entrenched networks of clientelism and patronage exist. In addition extensive bureaucracy and “red tape” provide a fertile environment for facilitation payments and bribery. In 2014, Malawi lost 30 per cent of its budget, approximately USD250 million, to a corruption scandal dubbed “Cashgate”.[[41]](#footnote-41) The Malawi Economic Justice Network estimates that roughly 30 per cent of funds in the national budget go unaccounted for[[42]](#footnote-42). Strengthening oversight and financial management systems remains a work in progress as Financial Management Reforms have progressed more slowly than anticipated largely due to capacity constraints[[43]](#footnote-43). Diversion of funds for unintended purposes at both the national and sub-national levels remains a significant risk to programme implementation, as attention is diverted away from programme implementation to tracking funds[[44]](#footnote-44).

Despite the guarantee of fundamental rights afforded by the Constitution, the biggest challenge that Malawi’s democratic consolidation faces are weak institutions of governance such as Parliament, political parties, local governance, civil society organizations, and the Electoral and Human Rights Commissions. The Constitution makes provision for all legislative powers to be vested in a National Assembly with the President as Head of State. In 2001, all references to a senate were removed from the Constitution, thus denying political participation in the legislative process by chiefs, women and other interest and specialized groups[[45]](#footnote-45). The net result is that human rights are not realized and that poverty-reducing measures fail to have their intended impact as finances, textbooks, medicines and equipment never reach their intended destinations or infrastructure is not maintained[[46]](#footnote-46). Thus, the UN mandate for building institutions and strengthening governance structures in Malawi provide unique and compelling area for even more support by the next UNDAF cycle. This CASA confirms the argument for the UN to focus attention to engagement with Parliament and all constitutional bodies in the next UNDAF.

* 1. **Economic Overview**

Malawi’s per capita GDP has increased modestly in recent years, averaging 2.2 per cent in the period 2000-2014[[47]](#footnote-47), but the quality, sustainability and equity of growth patterns remains uncertain. Between 2006 and 2010 per capita growth averaged 4.3 per cent per annum, slowing sharply to 1.06 per cent between 2011 and 2015[[48]](#footnote-48) due to the frequency and severity of climate related disasters affecting agriculture and reducing GDP and poor governance including Cashgate. The nature of growth is an essential element in poverty and inequality reduction. Without a strong increase in agricultural sector productivity, alongside a decisive move towards industrialization and productive services, the rate of growth required to bring about structural economic transformation and significant poverty reduction may not be achieved or sustained. Meaningful economic transformation requires inclusive growth through the expansion of agriculture, employment opportunities, a rise in income and increased social provision[[49]](#footnote-49).

The GoM has been implementing macro-economic reforms aimed at resuscitating the economy since 2011. The reforms, which include foreign exchange market liberalization and removal of fuel subsidies, impacted positively on growth through improved availability of foreign exchange and elimination of fuel shortages. Recent multiple shocks including the suspension of budget support due to loss of public resources through theft (the ‘Cashgate’), and food insecurity resulting from heavy flooding and prolonged drought, have negatively impacted on the growth prospects of the economy. The weather related disasters affected 25 of the 28 Districts of the country with 2.86 million people affected in the FY 2014/15. Due to effects of El Nino, about 6.5 million people are food insecure in the FYs 2015/16 and 2016/17. As a result of the drought and floods, real GDP declined to 3% in 2015 from 5% in 2014 following its recovery from 1.9% in 2012. The June 2016 Malawi Vulnerability Assessment Committee (MVAC) Report and Government’s July 2016 Emergency Response Plan estimate total cost of addressing the crisis at USD 395.1 million out of which USD 359.8 million has so far been pledged. The resource gap is USD35.3 million[[50]](#footnote-50). Some devastating floods at the beginning of 2015 followed by drought in the main agricultural areas left 2.86 million Malawians in need of food assistance. The floods in which 240,000 people were forced to flee their homes affected approximately 640,000 people in 15 of Malawi’s 28 districts. One hundred and seventy people died[[51]](#footnote-51).

Malawi is among the most vulnerable countries to the adverse effects of climate change, with some of the fewest resources or institutional mechanisms to adapt or to mitigate them. It is one of the 15 countries in Africa categorized as a population and climate change “hotspot” because of its rapidly growing population, water scarcity and falling food production[[52]](#footnote-52). Specifically, the economy of Malawi and livelihood of its people largely depend on its natural resources, either from the land and water (agriculture, fisheries, energy, health) or biodiversity itself (forestry, tourism). Over half of the population lives below the poverty line and more than 80 per cent practice subsistence agriculture; around 98 per cent living in rural areas depend on biomass for their energy supply.[[53]](#footnote-53)

Inflation in Malawi has been above 20 per cent per annum since mid-2012, well above regional averages. This has resulted in higher prices for essentials including food, electricity and transportation and has had the greatest effect on the poor, especially women and children.[[54]](#footnote-54) However, since January 2017, inflation has been declining consistently and reached to 15.8 per cent in March due to prudent fiscal management and declining food prices.

Despite the unfinished agendas of persistence of poverty, malnutrition, maternal and neonatal mortality of the Millennium Development Goals (MDGs) era, Malawi has made a successful transition from the MDGs era to SDGs. Although four of the 8 goals were not met, the country still registered some improvements compared to where it had started from in the base year. The four MDGs that were been met are: Reducing Child Mortality; Combating HIV and AIDS, Malaria and other diseases; Ensuring Environmental Sustainability; and Developing Global Partnership for Development. The four that were not met are: Eradicating Extreme Poverty and Hunger; Achieving Universal Primary Education; Promoting Gender Equality and Empowerment of Women and Improving Maternal Health[[55]](#footnote-55). This analysis constitutes an opportune transition into the cross sector SDGs for the next UNDAF and the UN in Malawi.

Some of exemplary contributions that the UN made during 2015 included using a joint programming approaches included: implementation of the Joint Programme on Girls Education; support to the completion of the new National HIV and AIDS Strategic Plan and prevention strategy; support to the attainment of two new grants from the Global Fund and Green Climate Fund; continued support to a more transparent and inclusive dialogue about aid effectiveness, rolling-out of Scaling-Up Nutrition and a dialogue on youth issues and the demographic dividend[[56]](#footnote-56).

In the area of HIV/AIDS some major and notable achievements of the UN include remarkable progress in the response to HIV and AIDS notably the scale up in distribution of Anti-Retroviral drugs which contributed to a major reduction in mortality; a significant increase in the Contraceptive Prevalence Rate (CPR) from 42% in 2010 to 59% in 2014 and a rapid reduction in the under-five mortality rate which allowed Malawi to achieve the MDG target.The UN[[57]](#footnote-57) supported the government technically and financially to complete the Gender, HIV and AIDS Implementation Plan. It also submitted the Global Fund Concept Note which was approved and allocated 332 million US Dollars to Malawi through two principal recipients; the Ministry of Health (MoH) and Action Aid. Malawi secured the highest per capita Global Fund grant globally based on the new 90-90-90 alignment. The new National HIV and AIDS Strategic Plan and Prevention Strategy was completed and launched and Malawi is the first country in the world to align its NSP to the 90-90-90 targets. This is a clear example of the UN’s Comparative Advantage in policy advice, programming support and aid effectiveness coordination.

In the area of private sector development, in 2015 the UNDP partnered with DFID and managed to support the establishment of Malawi Innovation Challenge Fund which is a mechanism for private companies in the manufacturing and agricultural sector to support small farmers to increase their productivity, secure good markets for their produce and access technologies for value addition. As a result 31,136 smallholder farmers (21,073 men and 10,063 women) have been contracted, trained and equipped and are able to access pro-poor market innovations and competitive value chains in the agro-processing sector[[58]](#footnote-58).

The major challenge for the government continues to be balancing its efforts to restore fiscal discipline with its efforts to effectively respond to the need to address Malawi’s food security needs. The extent to which the government succeeds in this endeavor will have a major impact on the economic outlook for 2017 and for the medium-term outlook. With persistently large deficits (projected to reach the equivalent of 4.1% of GDP in FY2016/17), Malawi has very limited fiscal space to respond to the crisis. The Government continues to face a number of significant risks, mostly related to a second consecutive year of adverse weather; the threat of yet another climatic shock (La Niña); declining and volatile on-budget ODA flows; persistently high inflation (overall annual rate expected to stand at 22.5%); and weak global demand for Malawi’s agricultural produce. At the same time, the percentage of on-budget support also decreased from 49 per cent in 2012-13 to 32 per cent in 2014-15. Consequently, the proportion of development cooperation implemented by government institutions plummeted from 75 per cent to 57 per cent between 2012-13 and 2013-14, although it increased slightly (to 60 per cent) in fiscal year 2014-15.[[59]](#footnote-59) To some extent this has been offset by off-budget support indicating a lack of trust in Government systems.

The UN, through the World Bank and related development partners such as the Africa Development Bank and International Monetary Fund have a rare opportunity to lead in coordinating efforts to support the Government in planning and implementing an economic turnaround strategy for Malawi as part of the next UNDAF cycle.

* 1. **Social Context**

Poverty in Malawi is high by global standards and, despite periods of relatively fast economic growth over the past decade, has been slow to decline. In 2010, 50.7 per cent of the Malawian population lived below the national poverty line, while 25 per cent were considered to be ultra-poor or living on under 0.20 USD per day. Of the ultra-poor, 10 per cent were also labour constrained[[60]](#footnote-60). In 2016, the proportion of the population living below the international poverty line (US $1.9/day, 2011 PPP) increased slightly, from 69.6 per cent in 2015 to 69.8 per cent[[61]](#footnote-61).

The current UNDAF concentrates activities in the critical areas of maternal and child health, reproductive health and epidemic prevention, with a key focus on increasing equitable and quality access to the Essential Health Package (EHP) through support rendered to the Health Sector Wide Approach (SWAp). To contribute to achieving the health targets in the MGDS II, and subsequently the SDGs, the UN assists the Government of Malawi by providing technical advice through the SWAp Technical Working Groups (TWGs) and the Health Donor Group. The UN supports the implementation of the SWAp Programme of Work, especially in the areas of capacity building, disease surveillance, monitoring and evaluation, as well as integrated delivery of the EHP.

Encouraging progress has been made in terms of human development over recent years. However, poverty and inequality remain stubbornly high in Malawi.  Poverty has been increasing in rural areas where 85% of the population lives, compared to urban areas where it fell significantly from 25 to 17%[[62]](#footnote-62). A key obstacle to reducing poverty is low agricultural productivity. The majority of the poor remain locked in low productivity subsistence farming. New estimates on poverty numbers are expected in 2017.

Real gross domestic product (GDP) grew by 5.7% in 2014, but slowed down to 2.5% in 2016 after two consecutive years of drought, which has adversely affected the performance of agriculture, which accounts for about a third of the country’s GDP.  Flooding in southern districts, followed by countrywide drought conditions, caused a decline in agricultural production. Maize, the key crop for food security purposes, had a 30.2% year-on-year drop in production. With the decline in maize production, the Malawi Vulnerability Assessment Committee estimates that 6.5 million people will require food assistance[[63]](#footnote-63). During the drought and refugee emergency, there was notably low participation in the education cluster meetings and activities at national and district levels.

In that context the UN in Malawi enjoyed effective partnerships to address acute humanitarian assistance needs to address the state of disaster in Malawi. In addition to the contribution from the GoM, DPs who supported provision of food assistance to food insecure households through the UN include the International Monetary Fund, World Bank, African Development Bank, United States of America, United Kingdom, Australia, Japan, European Civil Protection and Humanitarian Aid Operations (ECHO) of the European Union (EU), Canada, Sweden, Netherlands, Germany, Finland, Norway and Lithuania[[64]](#footnote-64). The UN also collaborated with World Bank, African Development Bank, EU, DFID, Water Aid and JICA to reduce open defecation by 25 percentage points, during the MDG period, to 4 percent. In partnership with the Government, the UN in Malawi strengthened the modelling of a Joint Programme on Girls Education (JPGE), which aims to improve access, quality and relevance of education for girls, through a holistic and human rights-based approach.

The UN, in partnership with GIZ, continued to support implementation of the National Social Support Programme (NSSP) with enhanced multi-sectoral coordination and information management systems. In this regard, the UN supported with facilitation of Social Support Steering Committee, Technical Committees and Thematic Working Groups meetings; the creation of best practice guidelines for better coordination across implementers of social protection programmes; as well as the facilitation of the review of the NSSP (2012-2016) and design phase of the successor programme, the NSSP II. Furthermore, in September 2016, the UN, through FAO, ILO and UNICEF, commissioned a cost benefit analysis of agriculture and social protection policy options aimed at informing policy formulation and programming. The second draft report for the assessment has just been produced. Additionally, in 2016 FAO conducted an empirical assessment of the potential impacts of integrated agriculture-social protection programmes using the case of FISP and SCTP aimed at informing the formulation of the successor NSSP, The UN in partnership with GIZ has also supported the development and operationalization of the Unified Beneficiary Registry (UBR) which is aimed at improving beneficiary targeting for social support programmes and promoting complementarities between interventions. In this regard, the UN, through FAO has committed to support 100 percent registration of households in Phalombe district into the UBR[[65]](#footnote-65).

The UN has taken advantage of the Development Partner Group to co-lead sector coordination along with MoAIWD in leveraging funds, development and review of policies, strategies and guidelines in the WASH sector considering the SDGs. Specifically, the SDG 11 and the New Urban Agenda (NUA) calls for making cities inclusive, safe, resilient and sustainable. Water and sanitation provision especially for the urban poor is central to this. The SDGs and the NUA provide the opportunity to advocate for and mobilize more resources for urban WASH in Malawi. The MGDSIII and the next UNDAF processes will provide the opportunities to integrate this in the national programming instruments[[66]](#footnote-66). There is an opportunity to use the next UNDAF to advance the human rights agenda while putting gender at the centre of development and addressing the unfinished business of the MDGs and draw attention to the various dimensions of poverty, vulnerability, inequality and other rights violations that continue to affect life for all people in Malawi, including refugees and asylum seekers[[67]](#footnote-67).

* 1. **Development Challenges**

Malawi’s poverty level is very high at 50.7 percent (HIS 3 2012). Income inequality as measured by the share of poorest quintile in national consumption worsened from 10.1 percent in 2005 to 5.5 percent in 2012. The ultra-poor population has also worsened from about 22 percent in 2005 to about 25 percent in 2012. Gender inequality is a major challenge for Malawi. Girls’ education and early marriage, and GBV are particular issues. The ratio of girls to boys in primary school increased from 0.91 in 2000 to 1.01 in 2013 indicating that gender disparities in primary school enrolment has been eliminated. However, the ratio of girls to boys in secondary school is estimated at 0.84 (2011). Malawi has one of the highest maternal mortality rates in the world, in spite of a general reduction in maternal deaths over the past few years. Maternal mortality, according to MDHS 2010 was 675 deaths per 100,000 live births. It was projected that by 2015 Maternal Mortality would be reduced 551 deaths against an MDG target of 155[[68]](#footnote-68).

Because of Cashgate, in November 2013 donors of the Common Approach to Budget Support[[69]](#footnote-69) suspended pooled funding through the national budget. They and the Government agreed to strengthen the public financial management system with clear targets. So far, only African Development Bank has resumed budget support. The most common modalities, which have been adopted by the Development Partners in the aftermath of the Cashgate crisis, are disbursement through NGO and UN agencies, and disbursement to local governments. Norway made a commitment to support education sector through One UN Fund, and drug procurement through UNICEF. For both, the budget was from their earmarked funding for direct budget support. Similarly, Germany are financing health sector, particularly EPI through UNICEF. Another modality is the direct funding to local councils without channeling through the central ministries, which is adopted by the Flemish and Norwegian governments. The net effect of these arrangements is a multiplication of implementing agents and a loss of government capacity. The UN’s comparative advantage is working at policy level, and at implementation level in specific areas. Development Partners are providing resources (through SWAPs) to Government for the translation of policies into institutional actions and structures, although Cashgate has deeply eroded confidence of DPs. Policies are not being fully implemented, and Government is not able to act as planned in support of common goals[[70]](#footnote-70). Implementation of the 2030 Agenda for the SDGs and the IPoA and Agenda 2063 started within the context of the MGDS II and will continue in the next development strategy (MGDS III) being formulated[[71]](#footnote-71).

The economic situation, a limited government budget and donor restrictions such as on use of government systems to channel funds and provision of daily subsistence allowances continued to restrict government participation in key events and capacity building initiatives aimed at supporting Government to implement programmes. Based on previous successes, increasing government budget advocacy and supporting resource mobilization efforts will be a focus of the UN in the next UNDAF.

Malawi continues to face multitude of economic and natural disaster related challenges. Malawi is among the most vulnerable countries to the adverse effects of climate change, with some of the fewest resources or institutional mechanisms to adapt or to mitigate them. It is one of the 15 countries in Africa categorized as a population and climate change “hotspot” because of its rapidly growing population, water scarcity and falling food production[[72]](#footnote-72). Specifically, the economy of Malawi and livelihood of its people largely depend on its natural resources, either from the land and water (agriculture, fisheries, energy, health) or biodiversity itself (forestry, tourism). Over half of the population lives below the poverty line and more than 80 per cent practice subsistence agriculture; around 98 per cent living in rural areas depend on biomass for their energy supply.[[73]](#footnote-73) These are critical areas the UN has comparative advantage to support.

Malawi is amongst countries with low capacity to adapt to climate change, and limited capacity to manage the country’s environment and natural resources, which include land, forestry, fisheries and water. Key challenges and constraints which limit the capacity of the country to adapt to climate change and in managing the environment and natural resources are: (a) inadequate capacity and training at individual and institutional levels in the implementation of policies, rules and regulations; (b) inadequate expertise and equipment to determine the quantity, quality of various kinds of natural resources and lack of enforceable measures to use them to maximum benefit for the common good; (c) Inadequate capacity to mobilize investment and resources into environment and natural resources based industries. The outcome of these bottlenecks has been a plunder of natural resources through overexploitation by self-interested opportunists. Women have been greatly affected due to increased energy poverty[[74]](#footnote-74).

Malawi is currently facing twin pressures arising from two separate issues - vulnerability to climate induced shocks and fiscal management challenges. Both issues would be causing macroeconomic instability on their own, but together the impact is amplified. Climate shocks such as floods and droughts have made food security a recurrent challenge, and have exacerbated energy and water delivery which are adversely affecting private sector investment. Other challenges include addressing a scarcity of skilled human resources, provision of health care, and managing population growth. Due to food insecurity, there was a general increase in food commodity prices which affected the JPGE. In addition, the capacity of some farmer organizations to produce and supply adequate and diversified food quantities was limited.

Malawi recorded the highest rainfall in the month of January 2015, which caused significant flooding, worsening the already precarious food situation for rural households in the Southern region. The flooding (which affected 15 of the 28 districts) was later followed by prolonged dry spells in the month of February. It is estimated that the floods affected 1,101,364 people, displaced 336,000 people, killed 104 people with another 172 people reported missing. On climate change, the UN supported the launch of the Nationally Appropriate Mitigation Actions and National Adaptation Programmes of Action which influenced the formulation of the Intended Nationally Determined Contributions showcased at COP 21. Regionally, the country was the first to mobilize US$12.3 million to scale-up the use of modernized climate information and early warning systems from the Green Climate Fund[[75]](#footnote-75). Based on the new SDGs implementation framework, the UN has a comparative advantage to lead in agriculture and climate change related programming.

In view of limited domestic financial base and following the withholding of budgetary support by donors, the current government allocation towards WASH has further been reduced to about 0.1 percent of the GDP in contrast to the Thekwini Declaration (2008) and Sharm El-Sheik Commitment (2008) which sets an annual expenditure target of at least 1.5 percent of GDP. This has created more difficulties for the government to reach more communities while sustaining the existing WASH services. Most importantly, critical staff at District and local levels does not have the necessary financial resources to monitor programmes and support communities. In such circumstances supervision, follow ups, monitoring and reporting are not undertaken effectively. The UN has demonstrated vast experience on WASH to fill this gap.

On the Human Rights arena Malawi continued to face an array of human rights challenges ranging from discrimination, gender-based violence, and a lack of gender equality for women and girls along with violence and discrimination against other vulnerable and marginalized groups[[76]](#footnote-76). The UN opened a Human Rights funding window under the One Fund to provide a channel for quick disbursement of funds to address emerging human rights issues and also to serve as the forum for coordination of support. The Human Rights window supported interventions to protect the rights of persons with albinism and the (LGBTI) community, and initiated the establishment of a Human Rights Defenders Forum and public opinion research on the death penalty, aimed at moving towards abolition of the same. In the context of the UNDAF, Malawi has achieved gender parity with respect to primary school enrolment, indicating an improvement in attitudes towards girls’ education. Ending gender discrimination and empowering women and girls are prerequisites for Malawian achievement of virtually all national develop targets and SDGs. Empowered women whose rights are fulfilled raise healthier and better-educated children leading to stronger households, communities and a stronger nation. SDG 5 calls for achieving gender equality and empowering women and girls. This was heralded by stakeholders as another area of UN’s comparative advantage in the next UNDAF.

A One UN Strategy to end Harmful Traditional Practices (HTP) was developed in 2016. The strategy is meant to harmonize UN’s work in addressing cultural practices against disadvantaged women and children. The strategy further standardizes the UN messages and enhances the coordination of UN agencies towards addressing harmful cultural practices in concrete terms. Since 2015, shrinkage in civil society space has been steadily recorded. The GoM’s draft NGO policy, (2016), is inconsistent with Malawi’s international human rights law obligations. Concerns include: cumbersome NGO registration requirements; mandatory registration of NGOs; unclear definition of NGOs, including community based organizations and faith based organizations; centralized approval of projects and asset disposal. The UN coordinated inputs from development partners and civil society with the Ministry of Gender, Children, Disability and Social Welfare[[77]](#footnote-77). Such advocacy has been hailed as a comparative advantage of the UN.

1. **Key Findings and Explanation of Results**

Key findings are a mixture of factual evidence from the secondary data from the current UNDAF progress and evaluation reports buttressed by primary views from interviews and consultations from the CASA study. The preceding Chapter Two on Malawi’s Development Context presents evidence on Malawi’s development and humanitarian realities, and suggests areas of the UN’s comparative advantage where there opportunities the UNCT to provide support to the people of Malawi in the next UNDAF. This Chapter Three on Key Findings serves to corroborate the factual evidence of the preceding chapter by triangulating that evidence with the voices of the various stakeholders interviewed and consulted for this study.

**Key Messages from primary data demonstrate:**

1. Need to close information, knowledge, capacity & trust Gaps among stakeholders on the Malawi Development Agenda;
2. Opportunity to use the UNDAF process to articulate a transformative dialogue and resilience and expanded social protection development agenda for Malawi;
3. Imperative to close unhealthy competition and silo mentality among UNCT and DP driven development agenda;
4. Need for a strategic prioritization for UNDAF using comparative advantage of stakeholders across the board;
5. Using an SDG framework, need for UNDAF be driven by “no one is left behind”, principles – less by Mandates and Programs
6. Need to build Capacity of Government and Civil Society for UNDAF implementation. Malawi development agenda cannot be achieved outside government systems and dialogue should assume primacy and centrality on the UNDAF planning process.

**Literature Review Findings:** The empirical literature reviewed in the previous chapter confirms that there are four broad categories of risk affecting Malawi, as follows: Climatic, Natural Hazard and Environmental Risks; Political and Governance Risks; Fiduciary Risks; and External Economic Risks[[78]](#footnote-78). Malawi ranks number 54 on the INFORM 2017 Risk Index which places it in the medium risk category[[79]](#footnote-79). Of the seven dimensions, in the index Malawi ranks poorly on the Vulnerability Index, suggesting a high level of vulnerability due to limited capacity to withstand shocks as a result of high levels of poverty and weak institutional capacity for risk-informed development and investment planning[[80]](#footnote-80). The root causes of these risks include rapid population growth; poor governance; weak economy; climate change; and Harmful traditional customs and beliefs[[81]](#footnote-81). These are exacerbated by capacity gaps on the part of both duty bearers and rights holders, which make it difficult to overcome the challenges which include: lack of access to information at household and community level, inadequate human, financial and organizational resources at the district level and weak underfunded delivery systems at all levels[[82]](#footnote-82). Malawi has clearly defined national and district level administrative structures. However, these structures suffer from a lack of adequate personnel and resources to function effectively, particularly in terms of service delivery. For example, after a ten-year hiatus, Malawi has just elected local district councillors who are critical for the functioning of district councils. The councillors have to face the reality of scarce resources and working in an environment in which the relationships between councillors and other actors including chiefs and members of parliament - are not yet well clarified.

**Malawi Development Opportunities and Threats:** Stakeholders largely expressed shared views about Malawi’s development opportunities and threats during the next UNDAF cycle as:

|  |  |
| --- | --- |
| **MALAWI DEVELOPMENT OPPORTUNITIES** | **MALAWI DEVELOPMENT THREATS** |
| Potential for a Youth Dividend | Narrow economic base, poverty, unemployment |
| Diversifying Agriculture as engine of growth | Climate change and environmental degradation |
| Tap on Natural Resources to diversity economy | Population growth and natural resources pressures |
| Stable Government and Peaceful nation | Low Capacity, Corruption and poor Governance |
| Availability and willingness of DPs for UNDAF | Fragmentation of Aid and Donor competition |

**Perceptions and Positions about Malawi’s Development Agenda:** The CASA interviews and consultations revealed that there is considerable resentment and scepticism from Government towards the real intentions of Development Partners and the UN for the Malawi development agenda. The UNCT believes the UNCT enjoys a mutually healthy relationship with Government. The Development Partners believe national capacity is low, corruption is too high and the “Cashgate” aftershocks have not been fully addressed. The CASA findings are that there may be naivety and complacence on the part of the UNCT that the UN enjoys conjugal relationships with Government. Unintentionally the current state of relationships and may even confirm Government’s perception that the UN and Development Partners exhibit a condescending and judgemental attitude that the Government has no capacity to develop a home grown development agenda. There are contradictions in perceptions and diametrically opposed views and opinions between the Government on one hand and the UN and Development Partners on the other that that illustrate this dichotomy of views:

|  |  |
| --- | --- |
| **GOVERNMENT believes…** | **UNCT/DPs believe…** |
| **Malawi has gone past “Cashgate” and Government is dealing with corruption and governance challenges** | **Corruption is uncontrollably high and not improving. “Cashgate” and Governance challenges are rampant.** |
| **Public Sector Reforms are causing positive reforms and building capacity** | **Reforms have not yet produced intended results** |
| **Civil Service is doing well based on service charters** | **Civil Service is weak and lacks productive and professional ethics. Civil Society is weak and is uncoordinated** |
| **Public Finance Management Reforms are working** | **DPs don’t believe nor use Government systems** |
| **Malawi has strong Government systems DPs can use** | **DPs use parallel systems because Govt. is weak / corrupt** |
| **Relations with DPs are deteriorating** | **Relations with Government are good and improving** |
| **Government is confused by competition within the UN** | **UNCT not optimizing joint programming because it does not fully understand its internal comparative advantages** |
| **DP’S projects are not well designed, not coordinated, nor produce national economic growth, globally set targets, and National Aspirations** | **Multiple Interventions build capacity and produce results.**  **DPs want the UNCT to review Value for Money in all interventions because it’s the UN’s interventions that are not well designed** |
| **DP interventions are misaligned with Govt. Plans** | **Interventions are meant for vulnerable communities** |
| **Current UNDAF has not yet fully solved current Malawi development priorities and should be continued. The next UNDAF should change in Vision, Design and Interventions, but not in current thematic interventions** | **Next UNDAF ought to be innovative, transformative change focus and map out new development priorities specific to Malawi** |
| **50 Years of DPs support has created little value** | **50 years of independence marred by poor governance** |

This current dichotomy in perceptions and views has potentially far reaching consequences in the roll out of the next UNDAF. Government mentioned that the Root Cause Analysis was not fully socialized with stakeholders, and fear that the CASA may be another UNCT self-serving affirmation and excuse to justify imposing a UNDAF. Government wondered what plans are in place to roll out a nationwide consultative and planning UNDAF process that can ensure the development of a stakeholder driven innovative and bottom-up and Malawi owned UNDAF.

The dichotomy of views and perceptions above suggest among other things that:

* A shared vision and view of the UNDAF will facilitate the strengthening of trust, respect and synergies among Government, Development Partners and the UN;
* Deep and ongoing facilitated dialogue may be a prerequisite to designing and implementing an innovative and transformative UNDAF for Malawi moving forward;
* A shared design and implementation of a results based management infrastructure be development and implemented among Government, UNCT and Development Partners;
* A measurable Capacity Development program be designed and implemented as a jointly resourced and implemented program for Malawi under the auspices of the UNDAF.

The CASA recommends that an all stakeholder facilitated dialogue, consultative and planning process be opened up with Government, communities, civil society and private sector as part of the UNDAF roll-out. A shared UNDAF roll-out and shared results measurement should be one of the priority outcome areas of the next UNDAF.

The CASA also concludes that the next UNDAF may not necessarily need to place much change in content and priorities but a lot more in the shared visioning; shared program design, resourcing and implementation. Most themes interventions in the current UNDAF still need to be completed. There are outcomes that will require more time and should be continued beyond 2018. For the UNCT the next UNDAF may need to focus more on program design and focus on how the UNCT will roll out a bottom up, Government owned and community driven UNDAF. Attention should be given to the type of game changing and high impact joint interventions that are Intersectoral, and covering transformative and transgenerational results and outcomes.

The CASA recommends that the UNCT considers applying the UNDP Rapid Integrated Policy Assessment (RIPA) for the SDG nationalization for Malawi in the context of and to strengthen UNDAF roll out. The objective of RIPA is to support countries in mainstreaming the SDGs into national planning, by helping to carry out a systematized screening and listing of its strategies, policies and legislation in terms of readiness for SDG implementation. It is a first step in defining a roadmap for a country to implement the SDGs, which shall be followed by interactive stakeholder dialogue to identify national priorities and determine corresponding national targets and indicators based on the local realities in Malawi.

This RIPA provides preliminary assessment and analysis in relation to:

* the relevance of SDGs to the country context;
* the level of alignment with SDGs and the integration of SDGs, SDG targets and indicators in Malawi’s official strategies and plans;
* institutional capacity, inter-agency coordination and data availability and sufficiency issues in the framework of nationalization of SDGs;
* linkages between strategies, policies and action plans in multiple sectors or areas covered under the SDGs.

SGDs as a framing approach to the UNDAF recognize that ending poverty must go hand-in-hand with strategies that build economic growth and addresses a range of social needs including education, health, social protection, and job opportunities, while tackling climate change and environmental protection. This is closely aligned to Malawi’s Social Protection program which has been hailed as exemplary. However, in the next UNDAF it should be expanded and be more embracive of transformative resilience themes that should come out a nation-wide dialogical visioning and designing process of the next UNDAF.

**Summary Findings:** The table below is a summary of findings from interviews and consultations from 35 stakeholder institutions and 189 people who participated in the CASA study. These summary findings are a corroboration of the literature review discussed above. It covers areas of **UN Comparative Advantage; Areas where the UN has demonstrated leadership; the UN’s Notable Interventions;** then recommends possible **game changing interventions and priorities for the UNCT in the UNDAF.**

**SUMMARY FINDINGS FOR UN IN MALAWI**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **UN Comparative Advantage** | **Demonstrated Leadership and Coordination** | **UN’s Notable Interventions** | **Possible Game Changing Impactful Interventions** | **Proposed Priorities in the Medium Term** |
| Sustainable Development Agenda (SDGs) and Africa Agenda 2063  Governance and Human Rights  Collaboration around Electoral Reforms through the UN system | The Resilience Agenda  Advocacy and Policy Dialogue, Legislation and support to Constitutional bodies  Humanitarian Crisis Response  & Post Disaster Assessment | Joint Programming e.g.: girls education, human rights, gender and HIV/AIDS  AFIKEPO | National Registration and ID Scheme;  Civil Registration and Vital statistics;  Population & Health Census;  Public Sector Reforms;  Agriculture; Education; Nutrition; Health; and Employment SWAps | Transformative, Integrated Human Development & Resilience Agenda that includes the following:  -Population Growth; Employment;  Agriculture; Health & Education.  -Inter-Agency Joint Resourcing & Programming to improve DaO  -Expanded Social Protection.  -Value for money in program opps |
| Aid Effectiveness Coordination and Fund Managing | Population Dynamics | Localization of SDGs | Joint Resource Mobilization & Co-Financing Mechanisms | Youth Dividend: Labour Based Employment Intensive Program |
| Integration of normative support, research, knowledge, innovations into national development efforts; Shared M & E framework | Nutrition Coordination  Closing gap on Development and Humanitarian Assistance | Health; Education; and Agriculture SWAps  Immunization Campaigns | Roll out of the Demographic Dividend Report  Agricultural and Nutrition Extension System | Strengthening Institutions, including:  - Civil Society Sector  -Measurable Capacity Development |
| Social Protection  Policy Advice and Dialogue | Response to Food Security;  Population and Demographic Dividend;  Education, especially for girls  Governance & Human Rights | Demographic Divided and Youth Bulge Youth Empowerment Project;  Watershed & Catchment Management Project | Population Growth and Youth Interventions: e.g.  UN Joint Program for Youth Empowerment | Governance and Human Rights.  Joint Programming on engagement with Parliament, Legal, Constitutional & Govt. Institutions |
| Climate Change and Agriculture | Resource Mobilization  The Land Law  Agriculture Investment Plan | UN Human Rights Window Response | Joint Programming and Scaling up of One-Stop Centers | Conflict Prevention  -Social Cohesion Project: National Peace Architecture |
| Populations Dynamics[[83]](#footnote-83) | Joint Programming | Immunization Campaigns | Joint Resource Mobilization | Policy Advice and Advocacy |
| Employment | Strengthening Government Delivery Systems[[84]](#footnote-84) | Gender Based Violence Interventions | Mainstreaming Gender in UNDAF | Data and Statistics for Managing for Results and Integrated M & E. |

**SWOT Analysis:** The Strengths, Weaknesses, Opportunities and Threats analysis below is a summary of the primary data from interviews and consultations from 35 institutions and 189 people who participated in the CASA study. The summary is a corroboration of the literature review discussed above. The SWOT analysis below fully supports evidence in the literature review. It also illuminates the UN’s comparative advantage for the next UNDAF programming priorities.

It should be noted that since this was a perception study covering views from a wide spectrum of Government, the UNCT, Development Partners, International NGOs and Civil Society, there tended to be a fusion, and at times an aggregation of views. There are times when Government and civil society tended to mix up their views on the UNCT and DPs. There were also instances when key informants could not differentiate their assessments of interventions by specific implementers or by type. However the Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis below is an overall and amalgamated summary of views from all stakeholders of the UNCT that should be considered when rolling out the next UNDAF.

It is the conclusion of this CASA that the Strengths and Opportunities in the SWOT analysis are correlated to the comparative advantages of the UN in Malawi expressed by stakeholders. The SWOT analysis is also corroborated by the national opportunities to Malawi’s development landscape that were mentioned by stakeholders (see page 19). Of importance here is the conclusion that with decisive leadership and shared vision on the part of the UNCT, it is within the UN’s capacity and means to successfully implement and achieve in the views of stakeholders in the next UNDAF.

It is also the conclusion of this CASA, that with a well-planned and deeply facilitated dialogical visioning, planning and rolling out of the next UNDAF – embracing Government political systems; government technical departments; Development Partners and the UNCT, the UN in Malawi can overcome the shortcomings of its weaknesses; threats to its successes and also be able to design an innovative and unique UNDAF based on the realities and imperative of Malawi

Finally, the SWOT analysis summarized below reveals that the weaknesses and threats are largely external to the UNCT and will require combined efforts and advocacy by all stakeholders. Both weaknesses and threats should act as positive stimulants to spur the UNCT to act on internal capacity gaps; program design weaknesses; and dialogical and planning imperatives for the next UNDAF.

Below is the summary of the SWOT Analysis.

**STRENGHTS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT)**

|  |  |
| --- | --- |
| **STRENGHTS** | **WEAKNESSES** |
| Well-designed and effective Social Protection Program | Support to Public Sector Reforms |
| Localized Sustainable Development Agenda and Africa Agenda 2063 | Policy Advice to Food Security and Food Markets; - Availability, Access, Pricing, and Distribution of food |
| Aid Effectiveness Coordination | Measurable Capacity Development – Govt. and Civil Society |
| Providing Technical Assistance, Integrating Normative Support, Research, Knowledge, Innovations into National Development efforts | UN Agency Competition Weakening DoA, M & E and Reporting  Bringing Pilots to Scale in Coordinated and Measurable Ways |
| Humanitarian Response | Inability to Confront Government on High level Corruption, Governance |
| Climate Change & Agriculture | Slow Pace in Improvement of Development Indicators for Malawi |
| Populations Dynamics | Proliferation of Development Partner’s Driven Interventions Across Sectors |
| Strong UN Systems & Operational Capacity for UNDAF implementation | Weak Government Civil Service capacity and weak Civil Society Presence |
| **OPPORTUNITIES** | **THREATS** |
| Govt. recognition of climate change making resilience agenda possible | Population & Natural Resources Pressures, Urbanization & Unemployment |
| Sustainable Development Agenda, with cross sectoral reach | UN Taking over Government Roles[[85]](#footnote-85) and Weakening its Capacity |
| Stable Government and peace in Malawi | Failing Judicial, Constitutional and Justice System in the country |
| Simultaneous development of MGDSIII and UNDAF and various sectoral policies and line ministry strategic plans | Local Institutions perceptions that UN is usurping resources & decision making on Development Agenda, allocation of resources and sectoral plans |
| Root Cause and CASA Reports to roll out UNDAF | Misalignment in UN NY messaging and Malawi UNDAF imperatives |
| Publish Sector Reforms | Dwindling Development Cooperation and Humanitarian Assistance Funding |
| Public Finance Management Reforms | Uncontrolled Corruption threating UNDAF results and outcomes |
| Strong Policy & Legal Frameworks & Strategic Plans in many sectors | Development Partners’ abandoning use of Govt. systems in Aid Effectiveness |
| Peaceful national environment and relative stable democracy | Increasing resentment and resistance by Malawians against DPs approaches |

* 1. **The United Nations in Malawi Key Stakeholder Map**

One of the recommendations of this CASA is to review and broaden the concept of the UN Stakeholder Map with a view to roll out an innovative and results oriented UNDAF. This CASA Report has provided two pages of the Stakeholder Map on pages (vi-viii)

* Many stakeholders across the commented that while Malawi has adequate and well-designed policy and strategies, implementation is consistently very poor. Stakeholders believe that part of the reason for poor implementation is that the current Stakeholder Map is narrow and focusses on programming, instead of ensuring that no one is left behind. That calls for the starting point to be the mapping of correct rights holders and duty bearers first, then interventions second.
* A broad spectrum of stakeholders believe that since the onset of the democratic dispensation in 1994, the development agenda of Malawi has been discontinuous and choppy, lacking consistence and building on proven successes because each succeeding government tend to bring in new policies that are most manifesto based, and yet misaligned with long term national development policies. It is the conclusion of this CASA that a careful mapping of stakeholders for the next UNDAF roll-out will cause the design and roll out of the next UNDAF more aligned with the MGDSIII; SDGs and various long term policies of government.
* It is recommended that during the design of the next UNDAF, a comprehensive Stakeholder Map should be built from a bottom up process that begins with mapping those at community level who are usually left behind first; including all sectors of the Malawi society, institutions, development players and advocates. The Map should also include players from civil society, political players and religious communities who have a stake in the Malawi development process. Finally, the Stakeholder Map should include people at policy, technical, program and beneficiary levels to input into the UNDAF roll-out.

To facilitate the drawing out of such a comprehensive this CASA has made an initial Stakeholder Mapping that on tables on pages (vi and vii). While this is not an exhaustive map, it helps as a starting point to start building this map at all the stages of the UNDAF roll-out – design, implementation and measurement of results. It is recommended that this map be updated and improved on all the time.

* 1. **Overall Comparative Advantage and Stakeholder Situation Analysis**

Based on stakeholders’ views and corroborated by literature survey, the UN in Malawi, through the UNDAF, supports the Government in four inter-linked and mutually reinforcing priority areas, focusing UN capacities around aspects of a number of highest priorities to the people of Malawi as follows: Sustainable and Equitable Economic Growth and Food Security; Basic Social and Protection Services; HIV and AIDS; and Governance and Human Rights.

The 2015 and 2016 UNDAF Progress Reports both demonstrated that the current Malawi UNDAF (2012-2018) successfully focused the work of the UN strategically in Malawi to best support national efforts to achieve MDGs and other global goals, especially in regard to lagging national efforts related to poverty and gender; to enhance impact of UN results in addressing key national challenges identified in the MGDS II; and to make optimal use of UN comparative advantage in Malawi. As a strategy the UN tackled four UNDAF Priority Areas and 14 Outcomes. All UN Agency activities contribute directly to one or more Outcomes.

Malawi has made steady progress transitioning from MDGs[[86]](#footnote-86) to SDGs. In 2016 The UN supported the government in developing an SDGs roadmap, with clear linkages to the national planning process and synergy with the African Union’s Agenda 2063, raised awareness on Agendas 2030 and 2063 across Government Ministries, and supported the development of an integrated SDG model, building upon priorities identified by national stakeholders. Leveraging the UN’s comparative advantage as well as expertise available across different agencies, the UN has in 2017 continued to support government in the visioning process for Agenda 2030 and beyond. A work plan on the domestication of the agenda 2030 and the SDGs was developed to initiate, in the immediate term, a consultative process that will lay the foundation for the process of localizing and prioritizing Agendas 2030, 2063 and other international commitments into the national agenda. A series of trainings and awareness sessions have been conducted to support Government MDAs to build awareness on the SDGs and capacity on how to integrate them in planning processes[[87]](#footnote-87). Such planning processes will provide timely opportunity to promote convergence and linkages across sectors which will help to address the root causes of Malawi´s development challenges[[88]](#footnote-88). The CASA recommends that this process should be the springboard to continue and broaden the dialogical and planning processes of the next UNDAF.

* 1. **United Nations Innovations and the Implementation of UNDAF**

Based on views from a broad spectrum of the Stakeholder Map, participants were unanimous that while there is need for innovation in the next UNDAF, attention should not be taken away from the current unfinished agenda articulated by the priorities of the current UNDAF. In the implementation of the current UNDAF, the UN in Malawi focuses on four Key Priority Areas:

1. National policies, local and national institutions effectively support equitable and sustainable economic growth and food security by 2018
2. National institutions effectively deliver equitable and quality basic social and protection services by 2018
3. National response to HIV and AIDS scaled up to achieve Universal Access to HIV prevention, treatment, care and support by 2018
4. National institutions effectively support transparency, accountability, participatory democracy and human rights by 2018

It is very clear that these priorities will not be achieved by 2018 and should not be horridly abandoned in search on new priorities. It is recommended that innovations should be developed within these current, yet to be completed priorities. The UN should not be stampeded by the allure of newness, or the call of regional or global discourse, but by the abiding priorities of the local needs of Malawi. To operationalize the priority areas immediately above, the four priority outcome areas for the UNDAF programme plan are: a) Sustainable Economic Development and Food Security; b) Basic Social and Protection Services; c) HIV and AIDS; and d) Good Governance. These are still relevant and compelling priorities for Malawi.

A key recommendation to bring innovation to the next UNDAF, it to envision and design a more comprehensive transformative resilience master goal that will effectively and intersectorally link the outcome areas. Below is a brief sampling of the four priority outcome areas for the UNDAF Programme being recommended.

**1. Sustainable and Equitable Economic Growth and Food Security:** Despite its small size, Malawi plays a significant role in global biodiversity. According to IUCN’s red list, Malawi has 1,604 animal and 225 plants species, of which 148 and 23 respectively are endangered,[[89]](#footnote-89) while Malawi’s own National Herbarium and Botanic Gardens indicate that Malawi has more than 5,500 species of flowering plants alone. Regardless, Malawi’s most significant biodiversity contribution is its abundance of fish species. About 800 of Malawi’s 1,000 species are found in Lake Malawi, (UNESCO World Heritage for freshwater diversity). It has the highest number of fish species of all lakes worldwide and about 99 per cent of these are endemic. In total, fish species found in Malawi account for 4 per cent of the world’s total. Twenty-two per cent of Malawi is covered by water. Despite this, Malawi is a water-stressed country.[[90]](#footnote-90) Per capita water availability was 961m3 in 1991 and estimates suggest that by 2035, availability will drop to 300m3, making Malawi one of the most water-stressed countries in Southern Africa. While groundwater quality is generally acceptable countrywide, many surface water sources are polluted or under pressure. In the context of the SDGs the UN presents comparative advantages to lead in biodiversity programming in the next UNDAF cycle.

This analysis points to the need to focus on Malawi’s land resources, agriculture, food security and the diversification of the economy. According to this CASA stakeholders and literature corroborate the primacy of this outcome area for the next UNDAF.

**2. Equitable and Quality Basic Social Protection Services:** Approximately 9 per cent of the 2015/16 budget is allocated to health - far less than the Abuja Declaration target of 15 per cent. Per capita expenditures are estimated at US$18.39 including off-budget support, compared to the US$ 33.40 needed to achieve the goals of the Essential Health Package.[[91]](#footnote-91) The Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW) budget allocation declined in nominal terms by 62 per cent, from MKw 10 billion in the 2012/13 budget to MKw 3.7 billion in the 2015/16 budget. The shrinkage in the budget is largely accounted for by foreign funded development expenditure, which declined from 91 per cent of the ministry budget in 2012/13 to 24 per cent in 2015/16. In nominal terms, budget foreign funding declined from MKw 9 billion in 2012/13 to MKw 894 million, or roughly 90 per cent, in 2015/16. An estimated additional 14.4 billion was to be received through off-budget support. It should be however noted that, of that amount, MKw 12.46 billon was earmarked for the Social Cash Transfer Programme (SCTP). This assessment has direct implications to the UN’s continued support to the Equitable and Quality Basic Social Protection Services pillar in the next UNDAF cycle.

One of the most significant impact areas supported by the UN in Malawi has been the reduction in the under-five mortality rate (U5MR). Since 1990, the U5MR has dropped 74 per cent with an average annual reduction of 5.3 per cent. There has been an increasing trend in reductions over time, which bodes well for the future. Some of the contributing factors include improved coverage of MNCH interventions such as community case management of malaria, pneumonia and diarrhoea; increased use of insecticide-treated nets for the prevention of malaria; immunization coverage; births in health facilities; improved nutrition; and programmes for the prevention of mother-to-child HIV transmission (PMTCT) and treatment of paediatric HIV. These interventions are estimated to have saved the lives of estimated 280,000 children between the years of 2000 and 2013 alone.

Regardless of the reduction in U5MR, Malawi’s maternal mortality ratio and neonatal mortality rates are among the highest in Sub-Saharan Africa,[[92]](#footnote-92) despite a 90 per cent rate of skilled attendance at birth in 2016.[[93]](#footnote-93) In Malawi, 89 per cent of all neonatal deaths result from just 3 conditions: prematurity, infection and asphyxia. Prematurity, the leading cause of death can result in disability and poor health, even later in life.[[94]](#footnote-94) Malawi has the highest preterm birth rate in the world: 18 per cent of all babies are premature and 12.9 per cent have a low birth weight of less than 2,500 grams. From 1992-2014, neonatal mortality fell by just 28 per cent while maternal mortality dropped by 49 per cent, both missing the MDG target by a wide margin.

Despite substantial investment in strengthening it, the health system remains weak and continues to pose significant challenges in increasing access to and quality of cost effective health care interventions. The health sector workforce remains a key bottleneck in the appropriate provision of health services with challenges in adequacy of numbers and skills, plus retention, motivation and performance. There is an overall vacancy rate of 33 per cent in established positions; four categories face 60 per cent or higher rates of vacancy including Clinical Officer (63 per cent), Nursing Officer (66 per cent), Nurse Midwife Technician (60 per cent) and Pharmacy Technician (79 per cent). Seventy six per cent of the population lives within eight kilometres of a health facility making access a major challenge for some, as transport to the nearest health centre might be financially unaffordable for the poorest. Once reached, many health centres lack stocks of essential drugs with the rural areas especially hard hit[[95]](#footnote-95). The health sector should continue to the UN’s area of prioritized programming and technical support.

**3. National Response to HIV and AIDS:** During the current UNDAF cycle HIV prevalence has steadily declined with deaths falling from 66,000 in 2004 to 27,000 in 2014. In 1999, 16.4 per cent of adults were HIV+, dropping to 8.8 per cent in 2015.[[96]](#footnote-96) However, the rates of new HIV infections are still unacceptably high estimated at 30,000 per annum. Young people and particularly young women aged 18-24 continue to be disproportionately affected. Comprehensive knowledge on HIV is less than 50% comprising 42% of women and 48% of men[[97]](#footnote-97). Of the estimated 34,000 new HIV infections in 2014, 27,000 were adults and 7,400 were children. In other words, every day 73 adults and 20 children become HIV positive. The majority of people being infected are those who were previously considered to be at low risk, for example, couples and partners in stable sexual relationships. This analysis gives shows the imperative for the UN to continue its support to Government efforts in the next UNDAF cycle through the comparative advantage of UNAIDS.

**4. Democratic Governance (DG) and Human Rights (HR) in Malawi:** Both literature review and stakeholder views are unanimous that the sector-wide approach to democratic governance (DG SWAp) is indispensable for achieving sustainable results in democratic governance and human rights and for building public trust in democratic institutions. However Government said the SWAp is constrained by the DPs’ reluctance to render budget support and by the overall decline in development funds, which again is constraining the government’s ability to deliver on its commitments. The constitutional bodies[[98]](#footnote-98) supported under this outcome are constrained by the inability of the government to sufficiently sustaining their operational capacities. This ultimately has adverse consequences on their roles, functioning, public information awareness campaigns and outreach, which to some degree diminish their independence and erode public trust in them.

Although government ownership to the DG SWAp and its ability to coordinate among the many institutions involved is challenging, the SWAp is well justified as transformational and change making and in democratic governance and public trust building. Support in this area can only be achieved though broad interventions targeting political parties, constitutional bodies, government and Civil Society Organization (CSOs). The SWAp provides a minimum of harmonization and coordination within the sector and there is now a need for more focus on policy implementation, addressing inter-jurisdictional coordination and cooperation. Innovations such as the Presidential Elections Peace Declaration, the Child Courts, the Youth Parliament, the governance One-Stop Shop pilot in Kasungu and the achievements in Right to Development, are scalable and sustainable and should be continued. Stakeholder also believe that there has also been good progress in gender mainstreaming and with the arrival of UN Women in Malawi and in partnership across the UNCT; there is a good basis to further strengthen the support to gender aspects of the DG reforms and in the next-cycle support projects.

**5. Support to Institutions/Capacity Building:** Stakeholdersview capacity development is a vital component of the innovation of the next UNDAF. There is concern that the legal and constitutional bodies in Malawi are not sufficiently independent from government and that they need to be more transformative in their work and actively address emerging human rights issues such as Lesbian, Gay, Bisexual, and Transgender (LGBT) rights. Stakeholders recommend that such transformational work may only be achieved through broader alliances with parliament, Office of the Ombudsman, the Law Commission, the Ministry of Justice and Constitutional Affairs (MoJCA), Malawi Human Rights Commission (MHRC) and civil society. A broad range of stakeholders recommend that the UN should continue pursuing the SWAp in democratic governance and strengthen its support to MoJCA on implementation of policies, laws and regulations and cooperation across institutional jurisdictions such as the police-court-prison cooperation or the institutional gaps in addressing child marriages and GBV, and that capacity building interventions should be well designed, long lasting and measurable. Both CSOs and some DPs felt strongly that CSOs play important advocacy and facilitation roles in the project portfolio, and that the UNCT should also engage more openly with CSOs in planning and evaluations of UN support in order to improve programming, implementation and common learning. Given the Democracy Consolidation Programme management’s considerable experience and valuable insights into present capacity gaps in government and practical solutions applied by the communities in their interaction with the authorities, enhanced CSO engagement should include discussions on how to further Rights to Development, both through supply and demand side support. CSOs need more time and space in their capacity development. Some UNCT informants cited that bottlenecks still restrain UNCT cooperation because of the multiple funding sources channeled through individual agencies and to global agency reporting requirements, which again creates multiple reporting needs and cripple the limited capacities of CSOs and Government systems.

**6. Employment:** The Stakeholders were largely in agreement that the UN has a comparative advantage in labour based employment programming, that that it should move into vocational skills employment opportunity programs. The UN, through the Mobile Money for the Poor (MM4P) Programme provided technical assistance to the Digital Financial Services (DFS) sector to improve uptake and usage of DFS in the country. In 2016 technical assistance was provided to Airtel Malawi aimed at improving its agent network to increase uptake and usage of DFS. Through UNCDF’s support and interventions from other actors, usage of Digital Financial Services in Malawi improved with number of subscribers and active users standing at 2.89 million and 1.43 million respectively. This translates into 15 percent of the Malawi adult population actively accessing financial services using digital channels - an improvement from 8 percent in 2015[[99]](#footnote-99). This is another area of comparative advantage for the UN in Malawi.

However, literature shows that despite these sterling efforts, the poor, women and the young are still often excluded from economic opportunities. Women across sectors receive lower wages for paid work. Most earning a wage are smallholder farmers; few have jobs in the higher-paying formal sector. Females of all ages spend more time in unpaid work, limiting their availability to engage in wage-earning endeavours. Unemployment, currently at about 20 per cent, affects the young who are considered unstable or risky employment prospects; they also face hurdles accessing finance for and training in small enterprise development. Women in Malawi generally have a lower socio-economic status and lower educational attainment than men, and are taught from childhood to be submissive to males. Harmful cultural practices include exchanging money for a couple’s daughter; rewarding a husband with a young relative of the wife; and brotherly inheritance of a dead man’s wife, children and possessions.[[100]](#footnote-100) Lack of empowerment makes it difficult for girls to avoid practices such as early marriage and pregnancy, as well as to negotiate safe sex. It also results in high levels of gender-based violence. This is an area of comparative advantage for the UN which has capacity to bring many stakeholders to collaborate multisectorally. To facilitate an effective UNDAF roll-out process that involves this hitherto excluded stakeholder map, a transformative, dialogical and bottom-up rights holders’ driven UNDAF roll-out process has been recommended. Below is a diagrammatical representation of the recommended roll-out of the next UNDAF.

**CONCEPTUAL DESIGING AND ROLLING OUT OF THE UNDAF**

* 1. **Coordination and Partnerships**

The UN in Malawi has demonstrated comparative advantage on aid effectiveness coordination and brings together multiple parties to collaborate in areas found at the interface of humanitarian action and development cooperation. Additionally, the UN’s ability as compared to other actors in the field in improving coherence of public, private actions across sections through norm-setting and collaboration cannot be ignored in the next UNDAF cycle. Based on the principles of the Busan Global Partnership for Effective Development Cooperation, the Malawi Development Cooperation Strategy meant to guide development cooperation in Malawi, implies that the UN’s coordination role has assumed an even higher profile. The principles of the Busan Global Partnership for Effective Development Cooperation embraced in the Malawi DCS include; country leadership and ownership of development strategies; a focus on results that matter to the poor; inclusive partnerships among development actors based on mutual trust; and transparency and accountability to one another. Besides, the new strategy also addresses four cross cutting areas, namely: climate change financing; combating corruption and illicit financial flows; gender equality and women empowerment; and HIV and AIDS on which progress is critical to promoting equitable and inclusive growth and development. Since there is also alignment with the UNDAF, the UN should take natural leadership to coordinate.

To harness efficiencies and increase value for money in the UN operations, the UNCT launched the Business Operation Strategy in 2012. This was launched after observing that different agencies had separate back office functions, separate work planning instruments, duplication of effort and competition for resources. Secondly, by implementing the Business Operation Strategy, agencies would reduce costs (both internal and external transaction costs) while maximizing efficiencies in delivery. So far the Malawian Business Operation Strategy is focusing on 5 core business areas, namely: Human Resource Management; Information, Communication and Technology (ICT); Joint Procurement; Transport and Administration and Finance.

For example the UNDP supported the GoM to develop an Aim Management Platform to bring transparency on resources brought into Malawi. Through its Agencies the UN has facilitated cooperation among the main development partners and even managed some of the funds. Through the Aid Management Platform, managed by the Ministry of Finance, Economic Planning and Development is the GoM's official source of statistics and data about foreign aid spending.

The UNDAF funding in recent years depicted the following levels of the UNCT aid effectiveness coordination[[101]](#footnote-101)

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Outcome** | **Indicative Resources (2012)** | | | | **Anticipated Expenditure (2016)** | | | **Anticipated Variance (%)** | **Anticipated Variance (USD)** |
| **Core** | **Non-Core** | **Gap** | **Total** | **Core** | **Non-Core** | **Total** |
| **UNDAF Total** | 164,773,813 | 225,253,623 | 235,602,871 | 625,630,307 |  |  | 677,675,626 | 108% | 52,045,319.00 |

While there are wide disagreements between GoM and DPs about the use of Government systems in channeling resources, the UNCT has demonstrated leadership and comparative advantage in marshalling resources for the UNDAF, and can be expected to continue to do better in the next UNDAF. Below are the resource allocations for the current UNDAF:

The sections below highlight selected notable and exemplary work of the UNCT, in which the UNCT demonstrated leadership. Based on the recommendations of stakeholders these notable interventions should form the basis for prioritizing impactful interventions in formulating the next UNDAF. While up to this stage of the report no UN Agencies were highlighted, in this section comparative advantage and leadership roles of particular UN Agencies are highlighted.

* 1. **Sustainable Economic Development and Food Security**

Malawi faced serious humanitarian challenges that led President Arthur Peter Mutharika, to declare of the state of national disaster. The UN supported Government with the development and implementation of the Food Insecurity Response Plan, which gave humanitarian food assistance to the food insecure households from July 2016 to March 2017, targeting 6.7 million people. Nutrition, Agriculture and Protection clusters also outlined response activities as part of the Food Insecurity Response Plan. By the end of the peak of the lean season (January to March 2017), the UN in Malawi, through WFP had reached six million food insecure people with lifesaving in-kind food and a hybrid voucher and cash scheme. The remaining 700,000 food insecure people were reached by an INGO consortium[[102]](#footnote-102). In 2015, WFP started implementing a mobile vulnerability analysis and mapping (mVAM) monitoring system to collect real-time food security data from households through short mobile phone surveys. This system has enabled tracking changes in household food security and consumption patterns and collecting food prices that would enhance operational awareness for the humanitarian community. The real-time availability of data through this system contributes to increased efficiency in the humanitarian response and better evidence to guide the feasibility and appropriateness of cash or food based transfers in the country. Overall Malawi still suffers from lack of necessary information owing to inadequate gender-disaggregated and geographically specific qualitative and quantitative data in key areas, make it difficult to fully assess, plan, monitor and measure impact of interventions to address socio-economic, education, and health disparities between urban and rural areas, between males and females, and between households and districts.

Through the ILO, the UN withdrew, prevented and protected 1592 children from child labour in Ntcheu and Lilongwe districts. Of these children, 453 (243 girls and 210 boys) were reintegrated back into the formal primary education and were attending afternoon classes to supplement the normal learning period and catch up with their fellow classmates. A total of 1,163 children (609 girls and 554 boys) were supported with vocational skills training, of which 140 were provided with startup capital after graduation. 460 guardians and parents of ex-child labourers were supported with comprehensive grants for economic empowerment which included training and startup capital[[103]](#footnote-103). The ILO also supported the second National Child Labour Survey of 2016 and the report is being finalized by the National Statistics Office (NSO).

Through the ARISE Project, ex-child laborers trained in vocational and entrepreneurship skills are using the skills for economic livelihood and are able to fend for themselves and their families. The ILO further supported Government to introduce a methodology for anticipating skills needed to foster export competitiveness called skills for trade and economic diversification (STED). The STED report 2016 helped identify skills challenges in the oilseeds and horticulture sectors and provides recommendations on the skills development interventions that need to be undertaken to foster export competitiveness of the two sectors.

* 1. **Basic Social and Protection Services**

The UN´s support to the GoM is having positive returns from interventions that include immunization and treating common illnesses in the community and at health facilities. Through technical and financial support from the UN, the Scaling up Nutrition (SUN) Movement gained further momentum in 2016 as evidenced by a reduction in stunting across the country. Findings of the Malawi Demographic and Health Survey (MDHS) show a decreasing trend from 47.1 percent stunting in 2010 to 37.1 percent in 2015/16. Also noteworthy is the decline in anemia among women of child bearing age from 44 percent in 2004 to 32 percent in 2015/16 (MDHS, 2015-2016).

In the current UNDAF the UN, with funding from the Government of Norway, has been implementing the project “Improving access and quality of education for girls in Malawi” The fundamental premise of the project is that there are ***multiple threats to girls’ education.*** *Without a comprehensive approach which simultaneously addresses key known threats such as poor food and nutrition, inadequate protection, poor quality schooling, violations of girls’ sexual and reproductive rights; then girls may avoid one threat only to succumb to another.* The project is a distinctive example the unique availability of technical expertise of four UN agencies (UNICEF, WFP, UNDP and UNFPA) in support of the Government of Malawi’s second Growth and Development Plan. It is also a clear demonstration of the UN comparative advantage in coordinating large scale resources and expertise across Agencies, Government and Development Partners. The programme was initially implemented in a phased approach. It made use of a ‘whole school approach’ as well as targeting girls from standard 5 to 8 in five targeted zones in the districts of Salima, Mangochi and Dedza. The programme was implemented in all 79 schools in the five targeted zones for a period of 3 years. This programme builds on lessons learnt from the successfully implemented three year Joint UN programme on Adolescent Girls (JPAG) also funded by the Norwegian Government. The JPAG programme focused on improving access to education for adolescent girls in two districts in Malawi[[104]](#footnote-104).

Key lessons from that programme such as the importance of working with community members, especially parents and cultural leaders were brought into this programme. This education intervention is inter-sectorial in nature and recognizes the myriad of issues that impact girl’s access to education and their ability to complete it. The intervention focuses on schools as the entry point where the relevant UN agencies are able to apply their technical expertise and leverage change to the greatest extent (as compared to the home where children also spend much of their time).

Access to the Community Based Management of Acute Malnutrition (CMAM) programme was maintained at 100 percent in 29 districts of Malawi, while Nutrition Care Support and Treatment (NCST) access was at 60 percent in 15 districts. As a result, the lives of 33,121 Severe Acute Malnutrition (SAM) children, 94,937 Moderate Acute Malnutrition (MAM) children, 44,228 MAM women and 50,000 ART/TB patients who recovered from SAM have been saved due to the scale up of CMAM and NCST service provision in 2016.

To support the National Food Insecurity Response, advocacy and joint technical leadership efforts helped raise US$39 million (US$23 million for UNICEF and US$16 million to WFP) and an effective nutrition emergency response was scaled up in the 25 drought-affected districts. Coordination of the nutrition emergency response was supported through UN technical leadership to the Nutrition Cluster.

In 2015 the UN supported the government to evaluate Malawi Growth Development Strategy II and the establishment of the National Development Planning Commission[[105]](#footnote-105). The UN supported improving the policy environment through: i) the development of policy and strategic frameworks such as reviewing of an Early Childhood Development (ECD) policy, review of the youth policy, finalization of the National School Health and Nutrition Policy completion of sector studies and analyses for advocacy purposes; ii) the mobilization of additional predictable resources: ECD advocacy led to new US$ 1 million government allocation, the Global Partnership for Education (GPE) allocated US$ 45 million while a Common Funding Mechanisms (CFM) was initiated with UN support, and there was nearly 300 percent increase in funding for the youth/adolescent sector.

In 2016, the UN, through the REACH project, strengthened nutrition governance, by supporting the updating of policy and legal frameworks for nutrition. High level advocacy and engagement of key stakeholders in nutrition resulted in the successful updating of the National Nutrition Policy 2017-2021, and adoption of the policy by cabinet in November 2016. To support implementation of the National Nutrition Policy, a National Nutrition Strategic Plan and M&E framework 2017-2021 is now in place which has clear targets for nutrition in line with the global World Health Assembly Targets and the SDGs.

In 2016, focus was on raising awareness through high level briefings, engaging with the media, op-ed pieces in the national press, using the UN Day celebrations to publicize and get buy-in of partners to support different priorities, including the SDGs, keeping girls in school, building resilience, HIV prevention and investing in youth. After the 2016 cabinet re-shuffle, the UNCT held Joint briefing meetings with new Cabinet Ministers (Ministers of Information, Agriculture, Gender, Internal Security and Advocacy and Community Services). These briefings meeting were held as another platform where the UN engaged with government on priority areas the UN was working in their respective sectors but also lobbying for political commitment.

In the context of good corporate governance the UN has been working on joint procurement as evidenced by the 1 October 2012 Memo of Understanding “concerning the joint procurement of programme and operational supplies.” This MoU outlines collaborative and delegated procurement modalities. The use and results of this MoU are not known, but the harmonization of UN procurement at the country level is well documented[[106]](#footnote-106), outlining benefits, modalities, and approaches for implementation. While there exists considerable UN experience in joint procurement, and this area should therefore be considered by the OMT for review, achieving common procurement requires, *inter alia*2: willingness to cooperate with other organizations; sufficient resource capacity; Clear dedication and commitment and top management support[[107]](#footnote-107). This approach is articulated in the UN Malawi Business Operations Strategy period of 2012-2016.

* 1. **HIV and AIDS**

The UN and its partners supported capacity building of national institutions to deliver evidence-based high impact combination prevention and treatment services. Key among these are the National Sex Workers Alliance, Malawi Police Service, the Judiciary, traditional structures and networks of adolescents and young people living with HIV which are equipped to design, implement and monitor HIV services. The UN supported the implementation of the Malawi Population-based HIV Impact Assessment (MPHIA), the Demographic Health Survey (DHS) and the Spectrum Estimates, which have provided critical HIV information for effective programming. Additionally, the Joint Programme on HIV and AIDS supported MANET+ to conduct the 2016 stigma index study, which in comparison with the 2012 study shows significant decline in stigma and discrimination against PLHIV in the Country[[108]](#footnote-108).

The UN, through UN Women and UNFPA, has facilitated the establishment of Chiefs and Chiefs’ Wives councils in some districts of the country (Karonga and Chitipa) as a step towards efforts to address harmful cultural practices and HIV/AIDS, thus, protecting women and girls from abuse. Traditional leaders in Malawi have been central to combating harmful cultural practices, most notably, Senior Chief Kachindamoto. Through the support of UN Women, documentation of effective strategies undertaken by Senior Chief Kachindamoto have been documented and used by fellow chiefs in addressing issues such as ending child marriages, amongst others.

UN Women, in collaboration with UNAIDS and UNICEF, led a coordinated response to a court case against Eric Aniva on harmful cultural practices. Eric Aniva, an HIV positive man was arrested following a BBC report in which he bragged of having slept with 104 women and girls as young as 12 and kept quiet about his HIV positive status in Nsanje District. This harmful practice involved sexual cleansing. The support towards legal representative of the Ministry of Gender Children Disability and Social Welfare (MoGCDSW) in the state prosecution case resulted in the sentencing of Aniva to 24 months for the first count of harmful cultural practices under the section five of the Gender Equality Act. This is the first time that a gender related legislation has been used in the court of law in Malawi. The MoGCDSW developed the Gender, HIV and AIDS Implementation Plan to enhance the Ministry’s leadership in promoting a gender transformative HIV response and address particularly the vulnerability of women and girls to HIV infection[[109]](#footnote-109).

* 1. **Good Governance and Human Rights**

UN’s technical and financial support has led to a more coherent and structured response to democratic governance challenges in Malawi. Through financial support, policy advice, thought leadership and technical analysis strategic plans for the Ministry of Justice and Constitutional Affairs; Malawi Prisons Services and the Judiciary but also Office of the Ombudsman were developed and aligned to the Democratic Governance Sector Strategy. These policy documents provide guidance for sector institutions to aggregate results and accelerate impact.

Government rolled out Programme Based Budgeting (PBB) to all MDAs and PBB was formally approved by the Parliament. The 2016/17 national budget structure adopted the PBB format and was presented in the State of Nation Address by the President. MDAs and MPs were trained on PBB structures, templates and performance indicators. Principal Secretaries and Chief Directors (Controlling Officers) were also briefed on major PBB concepts. All MDAs have since adopted the PBB which replaces output based budgeting thereby strengthening the linkage between resource allocations and strategic policy objectives.

A draft bill on the establishment of the National Development Planning Commission (NDPC) was developed and should be approved during the December 2017 Parliament sitting. The mandate of the Commission will have wide scope regarding public policy formulation and economic and development planning in Malawi. With support from the UN, consultants were engaged to support government in formulating the next National Development Strategy 2017-2022 and the establishment of the National Development Planning Commission. The UN supported the development of the National Gender Policy which was approved and launched and will be expected to guide the implementation of all gender activities in Malawi and will hold stakeholders accountable to their commitment to mainstreaming gender in their programmes. The UN also supported Malawi government to conduct a gender audit in the agriculture sector which has been vital in identifying the gender gaps to inform strategies and interventions for gender mainstreaming.

The UN continued to support the institutionalization of gender studies (Diploma, Bachelors and Master’s Degrees) at Lilongwe University of Agriculture and Natural Resources (LUANAR) and Chancellor College where 160 students have been offered scholarships. This will broaden the pool of gender experts in the country, thereby strengthening the capacity of gender mainstreaming in policies, and programmes in both public and private spheres. Through UN’s Development Effectiveness and Accountability Programme (DEAP), further modules on statistics were developed at Chancellor College and to date the first cohort of 19 students (including eight NSO staff) are undergoing the modules as part of capacity building. The UN also supported the training of 70 Social Welfare Officers under the Ministry of Gender, Children, Disability and Social Welfare through Magomero Community Development College in collaboration with Chancellor College. The UN, through UNDP, supported the implementation of public sector reforms through the Public Service Reforms Commission. The UN support covered the exchange visit between the Government of Malawi and the Kenya School of Government for the former to learn about the establishment of a Malawi School of Government. Other areas supported included Citizen Engagement and capacity building of the Public Service Reforms Commission, the Parliamentary Committee on Public Sector Reforms and the Malawi Cabinet and policy makers, delivered in collaboration with UNDP’s Global Centre for Public Service Excellence in Singapore. The GoM established a performance contract system that led sectors to sign performance contracts with the State President.

In 2016, as part of capacity building and skill enhancement programme for MEC, 16 officers were deployed to Election Management Bodies in the region - Kenya, Botswana, Namibia, South Africa, and Lesotho. A comprehensive peer-review was conducted on 22nd August, 2016 with those who participated to establish lessons learned through the placement programme and the administrative recommendations MEC will be implementing ahead of 2019 tripartite elections as a result – such as recording election results in Arabic numerals and words to avoid changing of results once recorded. The UN also provided financial support to an independent panel of experts who reviewed the MEC audit by Ministry of Finance and Economic Development. To contribute to the Government’s efforts to guarantee the fundamental right to identity, the UN launched a USD$50 million multi-donor National Registration and Identification System Project which will ensure that all Malawians aged 16 years and older are registered and issued with a national ID card. The management information systems and ID cards will enable the strengthening of accountability and verification process within both the public and private sector domains that will enhance service delivery, data driven decision making, financial inclusion and internal administrative systems. This is a project that should continue in the next UNDAF.

The UN, through UNDP, UN Women and UNFPA, supported the elaboration of simplified versions of the GEA and other Gender Related Laws such as the Prevention of Domestic Violence Act, Deceased estates, Wills and Inheritance Act, Marriage Divorce and Family Relations Act, which have also been translated into (Chichewa and Tumbuka) and printed for easy understanding by women, men, boys and girls in the rural areas.

Based on the foregoing discussion of this CASA Report below is the proposed design of the next UNDAF. It highlights the need to envision Resilience Agenda; Mainstreaming and Coordination; Areas of UN Comparative Advantage; UNDAF Themes and Innovations.

SAMPLE

Innovations

**THE UN IN MALAWI CASA DELIVERY MATRIX**

Areas of Comparative Advantage

**A TRANSFORMATIVE & RESILIENT DEVELOPMENT PROGRAM FOR MALAWI**

UNDAF Themes

1. **Conclusions and Recommendations**

**Recommendation: Cross-sectoral SDGs:** It is the overall conclusion of this CASA Report that for the next UNDAF greater focus should be placed on Mainstreaming, Acceleration and Policy Support and assessing synergies and trade-offs across SDGs to ensure that no one is left behind and identifying root bottlenecks, which if unlocked through Intersectoral interventions could accelerate progress across many development priorities viewed through the following lenses: (i) integration and joint programming (i.e., multi-sectoral solutions); (ii) last-mile analysis (to help ‘leave no one behind’); and risk management and coordinated implementation and results measurement. For example in 2015, on data and evidence for policy making, the UN supported the institutionalization of Maternal Death Surveillance and Response (MDSR) and Malawi produced its first ever analytical maternal death review report using data from 2008 up to 2012. That led to integration of MDSR into an integrated disease surveillance and response[[110]](#footnote-110). The UN has been making steady investment in data and evidence based programming, and should scale up in the next UNDAF cycle.

Using the cross sectoral SDGs call for the need for (i) continuous support in the integration of SDGs into the MGDSIII and UNDAF; (ii) a strategy for communicating the SDGs to be developed jointly between UN and government; (iii) ensuring adequate implementation arrangements for SDGs (wherein the MGDSIII offers opportunities to harmonize and align); (iv) an SDGs roadmap to coordinate efforts and address fragmentation in SDG implementation; (v) support for resource mobilization guided by Addis Ababa Action Agenda (AAAA); (vi) work to bridge the technology and data gaps, so that implementing partners have equal access to the latest solutions; (vii) strengthening local capacities for policy and programme implementation; (viii) investment in Monitoring and Evaluation Capacities; (ix) forging a new compact for SDG Implementation.

**Recommendation:** To prioritize cross sector SDGs it is recommended that the UNCT adopts a cross sector SDGs approach as part of the UNDAF roll out. This includes raising awareness of the 2030 Agenda and the SDGs; assessing the alignment between MGDS priorities and the SDGs; prioritizing key policy areas and addressing linkages across the SDGs; addressing challenges and opportunities for SDG monitoring and review; looking at partnership opportunities and roadmaps among development partners; UNCT; private sector and civil society

It is further recommended that the UNDAF programming should focus on innovative joint interventions that respond to the five Root Causes which hinder the capacity of Malawi to progress along the path to socio-economic transformation: **Rapid population growth** manifest in Malawi’s weak economy and institutions that case tremendous constraints on the capacity of Government and civil society to deliver high quality services; **Poor Governance,** manifested in weak transparency, oversight, accountability, barriers to decentralization, revenue generation, weak public financial management all of which contribute to corruption and poor implementation capacity; **Weak economy** manifested by limited diversity in production, poor infrastructure, reliance on rain-fed agriculture, insufficient private sector investment and access to finance leading to weak economic performance and limited opportunities for employment and hence reduction in poverty;  **Climate change** manifested in periods of increased volatility and vulnerability to severe drought, uncertain rainfall and floods and other extreme weather events reinforced by natural resource degradation, and poor agricultural systems and practices puts at risk Malawi’s prospects for food, water and energy security and improved health outcomes; **Harmful traditional customs and beliefs** which give rise to behaviours and social practices such as gender discrimination, child marriages, violence against women and girls, attacks against persons with albinism all of which impede social and economic progress.

**Recommendation: Strengthening Institutions:** The literature review has demonstrated that consolidating the democracy and delivering social services in the country is impeded by inadequate capacities of constitutional, judiciary and public services institutions. Major capacity challenges include policy and strategy implementation, programme implementation, monitoring and evaluation. Stakeholders viewed the UN’s comparative advantage in programmes that focus on capacity development and policy support including leadership development aimed at improving the capacity of the public service to deliver quality services, by enhancing strategic thinking, policy-making, risk analysis and management of capacity weakened by the AIDS epidemic and exacerbated by poverty, recurring disasters and food insecurity.

The UN’s presence in and engagement with the Government, development partners, public and private sectors, including civil society has been demonstrated. Among other types of support, the UN in Malawi is fully engaged in various areas in the division of labour of the Malawi development process namely: Technical assistance; Capacity development; Infrastructure and equipment; Research and development cooperation; Civil society support; Provision of small grants; Sector programme or strategy development and policy advice support[[111]](#footnote-111). The UN has demonstrated capacity and experience in Mainstreaming cross cutting issues; support to Sector Working Groups and institutionalization of SWAps; Joint dialogue mechanisms; Based on this Literature Review the conclusion is that the UN in Malawi holds a central role in the development process of Malawi. The literature has justified the objectives and assessment of the CASA. Based on the literature review it is possible to develop CASA outputs and proffer recommendations for the UN to develop the next Malawi UNDAF (2019-2023).

**Recommendation: Capacity Development:** The UN supports Malawi in addressing development challenges across 21 agencies, funds, and programmes, 11 of which are resident. Support to capacity development is a primary focus for most agencies, and is a mandatory UNDAF cross-cutting theme. It is also, along with gender, one of the six themes of the second Malawi Growth and Development Strategy 2011‐2016 (MGDS II). Support to capacity development is therefore a major area of work for the UN, and a key strategic objective for Malawi. Despite this focus, examples and measures of capacity development success in Malawi are elusive. This does not mean that all UN interventions are unsuccessful, but most do not have sufficient measures to determine success and general perceptions are that interventions in many cases are less than successful[[112]](#footnote-112).

Malawi does not have a comprehensive capacity development strategy, or sector-specific plans, to coordinate support. Consequently, capacity development support for Malawi tends to be structured through individual development partner programmes and projects[[113]](#footnote-113). It is a key objective of this effort to identify how the UN can bring capacity development to a practical and measurable level in order to support the improvement of capacities and performance of national counterparts.

The focus and approach of support can differ across agencies. For example, UNICEF and FAO focus most capacity development support at the district and community level, while UNDP focuses mainly at the central ministry level. District‐level training support tends to focus on technical skills, while central‐level support focuses on functional and administrative skills. Also, the objectives of capacity development support can differ; for example UN WOMEN support is to a large degree addressed towards awareness‐raising and their normative agenda rather than specific organizational capacity improvements. It is recommended for the UNCT to:

* Develop a common understanding of capacity development and capacity development support for government, partner, and UN communications
* Capacity development support must take a long-term view, beyond the scope of a single project
* Multiple modalities of intervention in supporting capacity development are usually more successful than one. In this regard, systems, processes, and availability of resources may undermine an approach based primarily on skills and knowledge.
* UN support to capacity development tends to be more technical in nature and in some cases misses the realities of social and political economies
* **UN efforts are not well coordinated and partnerships are not sufficiently leveraged.** This was confirmed internally within the UN and across stakeholders.

Interviews mentioned cases of duplication and overlap of capacity development support efforts across different agencies providing support to the same ministry; typically these were related to training events. For example, at least three UN agencies are providing support in the Ministry of Health, and also to the Ministry of Gender. Similar issues no doubt exist with overlaps across all development partners. In addition to waste and inefficiency, these overlaps and duplications create confusion and additional work for government staff attempting to coordinate and understand various efforts and priorities.

The UN is in a unique position to provide a broad brokering role to the government, both within individual ministries and across the government as a whole. While the UN continues to play this role, it can include a programme to coordinate capacity development support within ministries, in alignment with the current public sector reform agenda.

The UN should increasingly use national and regional partnerships to support capacity development efforts. For example, the Malawi government, through the Public Sector Reform Commission, PSRMU, and DHRMD, are planning a “Malawi School of Government” to fast-track the development of key competencies, ensure professionalism, and inculcate a culture of continuous learning across the public service. The Malawi Institute of Management (MIM) and Staff Development Institute (SDI) will form this entity, and can be a focus of support from the UN, or can be more fully leveraged to address individual learning objectives. In addition, the Harare-based Africa Capacity Building Foundation (ACBF) could provide support and guidance in delivering capacity development support, and coordination with capacity development units at NEPAD and UNECA can be helpful.

* **Move to a service delivery focus to guide and align UN capacity development support efforts**

This overarching recommendation suggests increased focus on delivering capacity development support in the context of specific performance-based service delivery objectives. Capacity development support must be grounded in a holistic, comprehensive, and logical approach[[114]](#footnote-114) that addresses capacity strengthening in alignment with organizational performance improvement. Both development objectives and indicators, and capacity development objectives and indicators, must be clearly defined, specific, measurable, and related. Development results achievement, and capacity development to ensure sustainability of results, must be addressed.

To address this, the UN must incorporate capacity development objectives as part of the planning process, integrated with specific development objectives as part of the overall logical approach to address improved service delivery. For example: Development objective: “increase access to safe water and improved sanitation in peri-urban areas”. Capacity development objective: “increase the capacity of local institutions and communities to sustainably operate and manage WASH facilities”[[115]](#footnote-115)

**Recommendation: Coordination with Government:** Malawi is in the early stages of a structural transformation from a low-income country based on rain-fed agriculture with high levels of poverty and inequality to a middle-income country based on a more diversified and inclusive economy. In support of this vision, the Government is in the process of establishing a National Planning Commission, which will be tasked to focus on long term strategic planning. At present the formulation of the next National Development Plan, the Malawi Growth and Development Strategy (MGDS III) is underway and the expectation is that it will mainstream the global and regional development frameworks, namely the Sustainable Development Goals and AU Agenda 2063.

* The UN in Malawi should, in the context of developing the UNDAF engage with Government of Malawi in establishing a National Planning Commission, and Malawi Growth and Development Strategy (MGDS III).
* UNCT should continue to actively engage with government through existing mechanisms at all levels to catalyze greater system coordination and coherence
* The new UNDAF must ensure that there is greater focus on UN coordination as means for development results and changes for GEWE

**Recommendation:** Government has already communicated to Development partners that there should not be more than 3 collaborating Development Partners in each intersectoral area of programming. The CASA recommends the implementation of that approach in the next UNDAF. Further, it is recommended that the internal CASA of the UNCT in Malawi should also limit the number of UN Agencies that participate in UNCT interventions. Above all the UNCT interventions should be better designed to be high impact; scalable; Intersectoral and transformative by incorporating SDGS and aligned to Malawi’s most pressing needs.

**Recommendation: Institution Building and Governance:** Malawi is ranked 112th out 168 countries in the Corruption Perception Index[[116]](#footnote-116) and since 1994, persistent corruption[[117]](#footnote-117) and poverty have hampered development. All sectors of the economy are affected and large networks of clientelism and patronage exist. In addition extensive bureaucracy and “red tape” provide a fertile environment for facilitation payments and bribery. In 2014, Malawi lost 30 per cent of its budget, approximately USD 250 million, to a corruption scandal dubbed “Cashgate”.[[118]](#footnote-118) Despite the guarantee of fundamental rights afforded by the Constitution, the biggest challenge that Malawi’s democratic consolidation faces are weak institutions of governance such as Parliament, political parties, local governance, civil society organizations, and the Electoral and Human Rights Commissions. The Constitution makes provision for all legislative powers to be vested in a National Assembly with the President as Head of State. In 2001, all references to a senate were removed from the Constitution, thus denying political participation in the legislative process by chiefs, women and other interest and specialized groups[[119]](#footnote-119). Thus, building institutions and strengthening governance structure in Malawi provide unique and compelling area of support by the next UNDAF.

The Constitution makes provision for all legislative powers to be vested in a National Assembly with the President as Head of State. In 2001, all references to a senate were removed from the Constitution, thus denying political participation in the legislative process by chiefs, women and other interest and specialized groups[[120]](#footnote-120). The Malawi Economic Justice Network estimates that roughly 30 per cent of funds in the national budget go unaccounted for[[121]](#footnote-121). Strengthening oversight and financial management systems remains a work in progress as Financial Management Reforms have progressed more slowly than anticipated largely due to capacity constraints. Diversion of funds for unintended purposes at both the national and sub-national levels remains a significant risk to programme implementation, as attention is diverted away from programme implementation to tracking funds. The net result is that human rights are not realized and that poverty-reducing measures fail to have their intended impact as finances, textbooks, medicines and equipment never reach their intended destinations or infrastructure is not maintained[[122]](#footnote-122). Thus, building institutions and strengthening governance structure in Malawi provide unique and compelling area of support by the next UNDAF.

**Recommendation:** The UNCT should develop basket fund capacity development. Apart from Government institutions the basket funding should have a dedicated window for civil society; give them time and space; build their capacities for civic voter and community development education programs – Civil society should also implement Joint Programs.

**Recommendation: UN Internal Comparative Advantage Analysis:** Conduct an internal Comparative Advantage Analysis of the UNCT to comprehensively support the Next UNDAF based on needs – not supply, Critical review of value add of UN Agencies in Malawi.

**Recommendation:** There is urgent need for an honest internal comparative advantage analysis and internal performance review of the UN’s model of development facilitation, capacity development and programming. The UN in Malawi conflates development facilitation with program implementation by implementing too many projects that can best be managed by local institutions. UN Agencies are scattered in too many sectors, with relatively small budget support and uncoordinated support to the Malawi development needs. This has unintended consequences of the UN implementing numerous small scale initiatives that have little impact; cause high transactional costs on implementing partners; crowds out local institutions and prevents them from building their capacity; usurping the role of Government and local institutions; and thus play the roles of judge and jury of development in Malawi.

**Recommendation:** For the next UNDAF cycle is for the UNCT to redesign its governance and human rights support framework for Malawi to comprehensively include individual universal human rights, corporate governance, including socioeconomic and political reforms that generate growth, employment, social protection and transformative resilient development process for all Malawians where no one is left behind. The transformative program should address challenges of climate change; mitigate the effectives of dwindling natural resources; and ensure benefits to the youth budge. The support program should distinguish between types of institutions subject to capture (Legislative, Executive, Judiciary, regulatory agencies, public works ministries) and the types of actors actively seeking to capture (large private firms, political leaders, high ranking officials, interest groups) and craft a ground breaking nationwide public sector reform advocacy support system that empowers rights holders and capacitates duty bears to deliver results of the whole UNDAF program.

**Democratic Governance and Human Rights:** More work should be done in democratic transformation to Malawi: 1) Support to a more proportional and fair election system, which takes into account the outdated constituency demarcations and the high urban migration patterns in Malawi, 2) the introduction of a National Peace Architecture, with the aim to establish local dialogue platforms, which can defuse and prevent local conflicts and 3) the support to decentralization and IRD, which may expand democratic space and become a catalyst for more equitable and pro-poor development in the rural areas. Elections reform and the local government reform will require more effort and time.

**END OF CASA REPORT**

1. **ANNEXES**

**Annex A**

* Terms of Reference



**Annex B**

* CASA Data Collection Tool



**Annex C**

* List of Persons Interviewed



**Annex D**

* Summary of Root Cause Analysis



**Annex E**

* Summary of Literature Review of UN Interventions in UNDAF (2012-2018)



**Annex F**

* Bibliography



1. This Stakeholder mapping will help in the negotiations with Government to determine which DPs support particular sectors and programs. The Map is developed through a self-assessment by stakeholders. [↑](#footnote-ref-1)
2. This Stakeholder Map is an important initial self-assessment by stakeholders to understand possible stakeholders to be selected for capacity development and those that will support UNDAF implementation. [↑](#footnote-ref-2)
3. [Sustainable Development Goals (SDGs)](http://www.un.org/sustainabledevelopment/sustainable-development-goals/)of the [2030 Agenda for Sustainable Development](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E) [↑](#footnote-ref-3)
4. <http://www.oecd.org/development/effectiveness/busanpartnership.htm> [↑](#footnote-ref-4)
5. <http://www.un.org/en/africa/osaa/pdf/au/agenda2063.pdf> [↑](#footnote-ref-5)
6. See for example Afro Barometer various editions which provide statistics on trust or lack of trust in Government, religious leaders and other institutions [↑](#footnote-ref-6)
7. State capture is a type of systemic political corruption in which private interests significantly influence a state's decision-making processes to their own advantage. [↑](#footnote-ref-7)
8. An introduction to UNDP Democratic Governance Practice, UNDP [↑](#footnote-ref-8)
9. It should be noted however that stakeholders’ views include that one of the notable positive outcomes of the Public Sector Reforms is improved revenue collection by the Malawi Revenue Authority. [↑](#footnote-ref-9)
10. Root Cause Analysis, 2017. p30 [↑](#footnote-ref-10)
11. UN Malawi – Capacity Development Review (2016), p6 [↑](#footnote-ref-11)
12. UN Malawi – Capacity Development Review (2016), p4 [↑](#footnote-ref-12)
13. Root Causes Report (2017), p5 [↑](#footnote-ref-13)
14. Freedom from Fear Magazine (UNICRI) [↑](#footnote-ref-14)
15. David Ricardo developed the classical theory of comparative advantage in 1817 to explain why countries engage in international trade even when one country's workers are more efficient at producing *every* single good than workers in other countries. He demonstrated that if two countries capable of producing two commodities engage in the free market, then each country will increase its overall consumption by exporting the good for which it has a comparative advantage while importing the other good, provided that there exist differences in labor productivity between both countries. Widely regarded as one of the most powerful yet counter-intuitive insights in economics, Ricardo's theory implies that comparative advantage rather than absolute advantage is responsible for much of production and international trade. [↑](#footnote-ref-15)
16. Guidelines to Stakeholder Analysis by World Health Organization [↑](#footnote-ref-16)
17. <http://www.who.int/workforcealliance/knowledge/toolkit/33.pdf> [↑](#footnote-ref-17)
18. UNDAF Evaluation Report, 2015. p26 [↑](#footnote-ref-18)
19. CASA Consultations with Government of Malawi Panel [↑](#footnote-ref-19)
20. UNDAF 2012-2016, p28 [↑](#footnote-ref-20)
21. The objective of MGDS II is to continue reducing poverty through sustainable economic growth and infrastructure development. To achieve this goal, six thematic areas have been identified namely: sustainable economic growth; social development; social support and disaster risk management; infrastructure development; improved governance; and cross-cutting issues. The MGDS II themes are aligned to UNDAF (2012-2018). [↑](#footnote-ref-21)
22. Malawi Development Cooperation Strategy (2014-2018) [↑](#footnote-ref-22)
23. GoM Panel revealed this position during the CASA consultations [↑](#footnote-ref-23)
24. Vision 2020 articulates the country’s long term goal to be *“secure, democratically mature, environmentally sustainable, self-reliant with equal opportunities for and active participation by all, having social services, vibrant cultural and religious values and being a technologically driven middle-income country”.* [↑](#footnote-ref-24)
25. Malawi Country Strategy Paper (2013-2017) [↑](#footnote-ref-25)
26. <http://www.mw.undp.org/content/malawi/en/home/countryinfo.html> [↑](#footnote-ref-26)
27. 2016/17 Food Insecurity Response Plan, DODMA, Government of Malawi June 2016 [↑](#footnote-ref-27)
28. Assuming the same age proportions, there are estimated to be 8.8 million children in 2015, 16.2 million by 2030 and 27 million by 2050. Population density - about 139 persons per square kilometre in 2008 - is projected to grow to around 280 persons by 2030. [↑](#footnote-ref-28)
29. According to the 2008 census [↑](#footnote-ref-29)
30. <http://www.worldbank.org/en/country/malawi/overview> [↑](#footnote-ref-30)
31. UNDAF Progress Report, 2016 [↑](#footnote-ref-31)
32. <http://www.mw.one.un.org/reports-and-publications/> [↑](#footnote-ref-32)
33. <https://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/Malawi__Approved_Food_crisis_response_budget_support_program.pdf> [↑](#footnote-ref-33)
34. Data on nutrition from the Demographic and Health Survey 2015/16 - Key Indicators Report, NSO June 2016 [↑](#footnote-ref-34)
35. Breaking the cycle of food insecurity and chronic malnutrition in Malawi Secondary Data Analysis 2016 – WFP, UNICEF, and FAO. [↑](#footnote-ref-35)
36. See for example Afro Barometer various editions which provide statistics on trust or lack of trust in Government, religious leaders and other institutions [↑](#footnote-ref-36)
37. An introduction to UNDP Democratic Governance Practice, UNDP [↑](#footnote-ref-37)
38. Root Cause Analysis, 2017. p30 [↑](#footnote-ref-38)
39. Transparency International, 2015 [↑](#footnote-ref-39)
40. The abuse of public power for private benefit, or a form of selfishness or greed characterized by unreasonable accumulation of power and resources meant for public use (Transparency International, 2013) [↑](#footnote-ref-40)
41. How Corruption has negatively affected Malawi, Anti-corruption International, 2015 [↑](#footnote-ref-41)
42. Public finance management reforms still under scrutiny – William Kumwembe, Times Group Malawi 21 February 2017 [↑](#footnote-ref-42)
43. This was confirmed by a Government Panel during data collection [↑](#footnote-ref-43)
44. This was highlighted by Development Partners during data collection [↑](#footnote-ref-44)
45. Malawi Democracy and Political Participation - A Review by AfriMAP and the Open Society for Southern Africa, Wiseman Chijere Chirwa, March 2014. [↑](#footnote-ref-45)
46. Root Cause Analysis, 2017. p30 [↑](#footnote-ref-46)
47. World Development Indicators [↑](#footnote-ref-47)
48. World Bank Malawi Databank - World Bank Malawi. [↑](#footnote-ref-48)
49. Root Cause Analysis, 2017. p34 [↑](#footnote-ref-49)
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