

Country programme document for Malawi (2008-2011)

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Introduction

1.0 The process of preparing and appraising this CPD was integrated into the UN programming process in Malawi which culminated in an agreed strategy for UN operations in the country (UNDAF) (<http://www.unvh.mw/undafmalawi/index.html>) for 2008-2011. This CPD represents UNDP's intended contribution to the UNDAF goals. Its preparation and appraisal were led by the Government. Relevant partners from civil society and bilateral donors as well the UN, including the World Bank and the IMF, participated in the process.

I. Situation analysis

1.1 Malawi is a young democracy with a constitution which enshrines the separation of powers, the independence of constitutional bodies, the rule of law and freedom of expression. However, systems of democratic accountability and access to justice, information and social services, at both the national and district levels remain fragile. The capacity and independence of constitutional bodies cannot be taken for granted. Moreover, too many Malawians, especially women, do not have recourse to justice, either because they are unaware of their rights, unable to gain access to it or because of weak institutional and other capacities.

1.2 Malawi reached the Highly Indebted Poor Country (HIPC) completion point in September 2006. This signals the Government's success in restoring fiscal discipline and improving economic management. The President has taken a hard stance against corruption and committed himself to the creation of a more enabling environment for investors – both the private sector and for donors. The Malawi national development strategy, *Malawi Growth and Development Strategy (MGDS)* (http://www.unvh.mw/undafmalawi/UNDAF_Resource_Material/MGDS%20Documents/mgds_final.doc) recognises that the Paris Declaration represents an opportunity for the Government to exercise greater national leadership towards achievement of the Millennium Development Goals and for strengthening financial management and accountability systems.

1.3 The challenge now facing Malawi is whether it can leverage improved fiscal discipline and the promise of the MGDS to promote economic growth, attract investment, reduce poverty and insecurity, and in a way that strengthens democracy and the enjoyment of basic rights by all citizens. Central to this agenda must be the empowerment of women in the face of negative socio-cultural practices. Success in realising the goals of the MGDS will depend not only on the creation of an entrepreneurial environment and the strengthening of capacity at both the national and local levels – whether governance arrangements, institutions, or individual skills; but also on ensuring that women, the youth and the poor people have opportunities to contribute to and benefit from economic growth, basic social services and social protection.

1.4 A top priority is to strengthen capacities to implement the MGDS - whether to deliver essential services to more marginalised groups or more broadly, accountability systems. The UN already plays an important role but it should do more to support Government and its partners, not least so that Malawi is optimally placed, following the Paris Declaration, to benefit from the rapidly changing aid environment, characterised by a shift to budget support, donors' determination to align with and use national systems, and the prospect of absolute increases in global aid flows.

1.5 As a landlocked, resource poor, rain dependant, overwhelmingly rural country with high population growth and limited arable land, Malawi faces many disadvantages relative to other countries. More than 44% of children under five are chronically malnourished and almost every family is affected by disease, notably malaria and HIV and AIDS. Over 52% (2005) of the population lives below the poverty line (US\$0.50 per person per day) and more than 22% live in ultra poverty (less than US\$0.31 per person per day) (*Integrated Household Survey 2004-2005, NSO, October 2005*) (http://www.nso.malawi.net/data_on_line/economics/ihs/IHS2/IHS2_Report.pdf), unable to meet their minimum food requirements the majority of these are women.

1.6 Most Malawians, particularly the poor are vulnerable to environmental hazards including natural disasters such as droughts (1 in every 3 to 5 years), floods (every year), storms (every year) and man made hazards such as, air and water pollution, climate change, economic shocks and disease. Failure to integrate environmental sustainability will at a minimum constrain the best laid plans for economic growth and may even undermine Malawi's attainment of the MGDS and Millennium Development Goals.

II. Past cooperation and lessons learned

2.1 **Key results:** The key message from the mid-term review of the CCF II 2002 – 2006 (extended to 2007) was that UNDP was appropriately positioned to address poverty reduction, good governance and HIV/AIDS management. However, the review criticised UNDP's results in fostering broad-based participation, particularly to transform government ownership of national development processes into national ownership and adapt to the new aid environment.

2.3 **Lessons learned:** Finally, key partners suggested that UNDP's responses to development support services to its main stakeholders could be quicker and more flexible in view of the changing aid environment including capacity building within the country office in line with the changing donor environment.

III. Proposed programme

3.1 The Malawi UNDAF has five priority outcomes: (a) equitable economic growth and the achievement of food and nutrition security; (b) care and protection for the ultra poor and reduction in the impact of economic shocks and disasters on the most vulnerable; (c) increased equitable access and use of basic social services; (d) scale up in the national response to HIV and AIDS; and (e) good governance.

3.2 Common to all five UNDAF outcomes are four cross cutting challenges relating to: (a) gender equality; (b) human rights; (c) disaster management; and (d) capacity development. Each provides a focus for UNDP policy advice and advocacy. UNDP will constantly look for entry points in national and local development agendas in order to pursue these cross-cutting challenges.

3.3 UNDP will support UNDAF outcomes 1, 2, 4 and 5 focusing on capacity development, particularly in pro-poor growth and governance. Under UNDAF outcome one UNDP will focus on environment and energy for sustainable economic development. Under outcome two UNDP will support Malawi's capacity for caring for the ultra-poor and protecting the vulnerable negatively impacted by economic shocks and disasters. Under outcome four, UNDP support will focus on improving the national and district level capacity to coordinate, manage and monitor HIV and AIDS responses in line with the Three Ones Principles. In the governance outcome (5) UNDP will focus on strengthening accountability systems, both economic and political, including elections, human rights and access to justice.

A. Fostering responsive governance, human rights and rule of law

3.4 UNDP will support national efforts and systems for fostering responsive governance, advancement of gender equity, human rights and rule of law. The support will focus on capacity development for pro-poor growth and accountability with a view to promoting wide access to decent basic services, and fostering opportunities to increase incomes. While the government needs capacity in order to undertake its economic actions, and fulfil its accountability responsibilities, there is also need to develop an effective system of accountability outside the Government. UNDP will therefore support capacity development more broadly than just within government itself. The programme will therefore contain two components: capacity development for accountability and capacity building for management and delivery of development results.

Capacity Development for Accountability

3.5 The programme on capacity development for accountability will focus on both economic and political governance to ensure integrity and astuteness of government decision. The capacity development interventions will be undertaken in both government and beyond.

3.6 Under the *capacity development for political governance* component, UNDP will support the capacity development of Malawi's legislature and constitutional bodies to enable them fulfil their mandates, to protect and promote human rights and meet international obligations. UNDP will also support increased access to justice, the rule of law and human rights and more meaningful participation and involvement in development and decision making, especially by women and other disadvantaged groups and the civil society organizations.

3.7 *Expected results:* (a) Strengthened governance institutions (Parliament, Malawi Electoral Commission, Malawi Human Rights Commission, Law Commission, ACB, Judiciary, etc.); (b) enhanced capacity of the poor and disadvantaged groups, especially women, to demand their rights and exercise their responsibilities; (c) strengthened transparency and accountability within the public service, non-governmental organizations, CBOs and the public at large.

3.8 The second component of the programme will focus on developing *capacity for management and delivery of development results*. The government is committed to foster the conditions for human development and participation in growth by poor people generally, measured by delivering the key services of health and education, but also by ensuring a macro-economic framework that is supportive of pro-poor growth.

3.9 UNDP in collaboration with other development partners will support capacity development in planning and prioritisation aspects of economic governance and public finance management such as procurement, ITC, human resource management and decentralization and support in specific sectors as prioritised by government and reflected in the UNDAF.

3.10 *Expected results:* Strengthened capacity for pro-poor economic policy formulation, implementation and monitoring that will deliver the poverty reduction aspirations of the MGDS; strengthened systems of results-based management within the public sector; enhanced capacity of national, district and community officials to formulate, implement and monitor development gender sensitive policies and programmes; enhanced transparency and accountability in the use of public resources (human, financial and material); empowered district and community officials and leaders exercising decentralized and delegated district and community level development responsibilities; sustainable financing model for local assemblies; improved regulatory environment for the private sector to contribute to growth.

B. Environment and energy for sustainable economic development

3.11 This programme component will assist Malawi deal with the challenges of climate change and balancing economic growth with utilization of environmental assets particularly among the rural population which relies on natural resources (land, forests, water, etc) for their livelihoods. Strengthening environmental governance and promoting sustainable utilization of natural resources are enormous challenges that require enhanced cross-sector coordination, comprehensive planning, and effective.

3.12 UNDP, in collaboration with the Global Environment Facility (GEF) Programme and the United National Environment Programme (UNEP), will focus on development of national capacity for mainstreaming of environmental sustainability concerns and sustainable use of natural resources into the socio-economic sectors and the overall development strategy. This component will also include support for promoting sustainable and affordable energy services and enhanced application of new and renewable technologies. Assistance will also be provided to support multilateral environmental reporting requirements.

3.14 *Expected results:* Enhanced environmental awareness among policy makers and the general public; empowered general public playing an increasing role in the more efficient use of natural resources: water, energy, forests, land and air; biodiversity conservation and sustainable use of the biodiversity mainstreamed into national

and district planning and decision processes; capacity to analyze and assess risks/disasters improved; strengthened biodiversity coordination mechanism; and enhanced integrated risk/disaster management.

C. Capacity development for disaster risk reduction and emergency management

3.15 To strengthen government's response in mitigating disasters, UNDP will provide technical support in: assessing disaster risks, disaster preparedness, assessing vulnerabilities and coping capacities, and compiling and maintaining information on disaster losses. Recognizing that disaster risks can be minimized but not entirely eliminated, UNDP will continue to build the capacity of national and district level authorities to improve emergency management and response systems and to ensure effective humanitarian response.

3.16 *Expected results:* Strengthened national, district and community level authorities capacity to apply disaster mitigation policies in development planning, implementation and monitoring.

D. Capacity development for mainstreaming HIV in the national and sub-national development agenda

3.17 UNDP will focus on development of national, district and community level capacities to address the developmental dimensions of the HIV and AIDS epidemic. The support will include mainstreaming of HIV and AIDS responses in public sector policies, plans and strategies.

3.18 *Expected results:* Strengthened national, district and community level capacities to address the developmental dimensions of the HIV and AIDS epidemic.

IV. Programme management, monitoring and evaluation

A. Execution and implementation

4.1 Malawi has over 20 years of experience in the national execution (NEX) of UNDP assistance. UNDP will continue delivering most of its development assistance to Malawi using the NEX modality with monitorable programme benchmarks derived from the MGDS. However, for some areas, including the rule of law, human rights and civil society development and in downstream development activities in governance, decentralization, micro-finance, components of the programme will be executed by NGOs and/or CBOs, in order to draw on their community based experience, knowledge of working at the grassroots and more effective outreach to more marginalized groups. For maximum flexibility and to enhance UNDP's speed of intervention, part of the programme will also be directly executed (DEX).

4.2 In the area of policy and advocacy, UNDP will pursue partnerships with apex coordination institutions in the public, academic, and civil society/private sector institutions in order to draw on their knowledge and increase the relevance of national policies. UNDP will continue sponsoring the preparation of NHDRs on topical policy subjects.

4.3 The Government and the UNDP country office have agreed to undertake programme management capacity assessments with a view to strengthen programme management. Within the UNDAF planning process the UN in Malawi will undertake a UN skills competence assessment prior to the launch of the UNDAF and CPD in 2008. Similarly, government and UNDP will jointly undertake a NEX and NGO capacity assessment during the first half of 2007 with a view to building NEX and NGO execution capacity interventions in the CPAPS.

B. Monitoring, review and reporting

4.4 Partly due to the strategic nature of some interventions, UNDP will explore joint programme arrangements for their planning, implementation, monitoring and evaluation, particularly with UN agencies and development partners. Wherever possible, monitoring and evaluation will be conducted together with all development stakeholders within the M&E frameworks of the MGDS and the national Development Assistance Strategy.

C. Resource mobilization

4.5 The estimated resources for the CPD period are \$47.395 million (excluding 0 to 66.7 percent of TRAC 1.1.1 to be allocated regionally for subsequent country application as TRAC 1.1.2). A total of \$15.745 million (TRAC 1.1.1) will come from UNDP regular resources, \$11.65 million from UNDP Trust Funds and the balance (\$20.0 million) will be mobilized from third-party donors (World Bank, African Development Bank, private foundations and bilateral donors). UNDP will support government in developing a resource mobilization strategy for raising \$20.0 million of third-party cost sharing funds as well as other resources for financing the UNDAF.

*Target for resource assignment from the core

Annex: Results and resources framework for Malawi (2008-2011)

Intended UNDAF Outcome # 1: By 2011 government policies and local and national institutions effectively support equitable economic growth and the achievement of food and nutrition security					
Programme Component	Country Programme Outcome, including Outcomes indicators, baselines and targets	Country Programme Outputs	Outputs Indicators, baselines and targets	Role of Partners	Indicative Resources by Goal (USD) (by source of funds)
Energy and environment for sustainable development	Enhanced conservation of the natural resource base by 2011 Baseline: 15% Target: + 30%	Land under community-based natural resources management, improved integrated water resources management and improved land use practices increased by 25%	Hectares of land planted with trees by communities Baseline: <1.0 Ha/per community Target: Ha/ community. Hectares of conservation areas under communities management Baseline: co-management reserves Target: 25% of forest reserve practice. Proportion of arable land under soil management practices Baseline: 15% Target: 30%	Min of Agric. And Food Security – agricultural land use policy and strategiesGTZ – integrated rural development support, Mines and Natural Resources – policy and strategies, Min. of Irrigation & water, policy & strategies, USAID, WB, ADB & UNDP –technical and financial support for environment programmes.	<i>Regular Resources</i> \$2,000,000 <i>Other Resources</i> \$4,000,000
		Increased access to alternative energy sources	Access to national electricity grid Baseline: 7% of the pop are on electricity grid Target: 12% of the pop connected Renewable energy installations Baseline: 0.2% Target: 5.5% Reduction in biomass as source of energy Baseline: 93% Target: 75%	Ministry of Energy- energy policy and strategies, University of Mzuzu – capacity development in alternative energy UNDP – Financing of capacity development and alternative energy equipment for trial sites	<i>Regular Resources</i> \$1,000,000 <i>Other Resources</i> \$3,650,000
				Sub-Total	\$10,650,000
Intended UNDAF Outcome # 1: By 2011 government policies and local and national institutions effectively support equitable economic growth and the achievement of food and nutrition security					
Crisis prevention and recovery	Strengthened disaster risk reduction and emergency management systems and practices for efficient response at national and sub-national levels Baseline: 833,000, MVAC June 2006 Target: Number of households suffering income shocks as a result of natural disasters progressively reduced over UNDAF period.	Draft disaster risk reduction policy, emergency and preparedness plans and institutional framework including planning mechanisms, regulations and new or amended legislation ready by December 2011.	Baseline: no existing Disaster Risk Reduction (DRR) policy Target: Draft DRR policy & institutional setup in place by Dec. 2008	Dept of Poverty & disaster management: Policy Line ministries: main-streaming of disaster into dev. & sectoral disaster policies & strategies NGOs & CSOs: main-streaming at local levels Donors & UN: Financial & technical assistance for policy and mainstreaming initiatives.	<i>Regular Resources</i> \$1,000,000 <i>Other Resources</i> \$2,000,000
			28 District contingency plans (CPs) developed and finalized by 2011.	Sub-Total	\$3,000,000
Intended UNDAF Outcome # 4: National response to HIV/AIDS scaled up by 2011, to achieve universal access to prevention, treatment, care, and support					

Responding to HIV/AIDS	Improved national and district level capacity to coordinate manage and monitor HIV responses in line with three ones principles by 2011 Baseline: National baseline to be determined in 2007. Target: TBD	A comprehensive HIV and AIDS policy framework, including such areas as workplace policy and condom distribution, developed by 2011	Draft national policy reviewed by 2008 Baseline: No national policy Target: Draft National policy document by 2009	Department of Nutrition, HIV and AIDS – Policy & strategies, Department of Human Resource Management and Development – Workplace policies, NAC – Programme management, MoLG and district assemblies to provide policy direction and coordination at district & community levels CSOs: MBCA, MANASO, CBOs, Trade Unions, Employers Association – HIV community and workplace mainstreaming	<i>Regular Resources</i> \$3,000,000 <i>Other Resources</i> \$6,000,000
				Sub-Total	\$9,000,000
Intended UNDAF Outcome #5: Good governance, gender equality, and a rights based approach to development enhanced by 2011					
Fostering democratic governance	An informed public actively claiming good governance and human rights by 2011 Baseline: Baseline 2007 (to be determined) Target: 30% increase by 2011	# of change agents (disaggregated by type, eg; Community Child Protection Workers; community-based paralegals) trained in helping people realise their rights and duties	# of change agents (disaggregated by type, eg; Community Child Protection Workers; community-based paralegals) actively helping people realise their rights and duties 2011. Baseline: To be established 2007 Target: Average of 6 per TA % State party reporting submitted on time. Baseline: To be established 2007 Target: 100%	CSOs, media, GoM extension workers, traditional leaders, Parliament, Community action Groups Malawi Electoral Commission, MoL, Trade Unions, Employers, Municipal & District assemblies, sectoral planners, MEC, and civil society – civic education	<i>Regular Resources</i> \$6,000,000 <i>Other Resources</i> \$10,000,000
	By 2011, improved national capacity to formulate policy, manage, monitor and deliver services to protect the rights of vulnerable groups	32 Local assembly development plans reflecting the needs of the vulnerable National M&E Road Map for the collection, analysis and utilisation of disaggregated data for policy-making, planning, programming and integrated monitoring and evaluation by 2011	# of districts with District Development Plans (including VDC and ADC) reflecting the needs of the vulnerable. Baseline: 5 Target: All districts Number of Ministries and local seembles with fully operational M&E systems. Baseline: TBD Target: TBD	Ministry of Economic Planning & Development – Overall policy guidance on planning, monitoring & evaluation Line ministries and district assemblies – capacity development of key personnel Donors – funding of capacity development of key personnel UNDP – Capacity Development	<i>Regular Resources</i> \$1,745,000 <i>Other Resources</i> \$3,000,000 Sub-Total \$20,745,000

Poverty reduction	By 2011 gender equality and women's empowerment enhanced Baseline: To be established 2007 Target: Women occupy at least 30% of decision making positions.	Draft legislative framework for strengthening gender equality and equity by 2009. Baseline: Gender sensitive legislation (TBD) 2007 Target: To be established 2007	Draft gender legislation. Baseline: Gender sensitive legislation (TBD) 2007 Target: To be established 2007	Ministry of Women & Children Development: Policy Ministry of Justice: Drafting of legislation Parliament – Approval of Legislation	<i>Regular Resources</i> \$1,000,000
		Number of people trained in gender analysis and gender mainstreaming	Proportion of M&E systems generating gender disaggregated data. Baseline: 2007 Target: To be established 2007	Ministry of Economic Planning & Development – Dev. of M&E system	<i>Other Resources</i> \$3,000,000
		Strengthened women's access to financial services and markets to promote women's engagement in economic life by 2011	# of women owned and controlled businesses. Baseline: TBD 2007 Target: To be established 2007	DFID, EU & Norway – Funding for M&E Roadmap UNCDF – Microfinance for women entrepreneurs	
				Sub-Total	\$4,000,000
				Grand Total	\$47,395,000

The list should focus on strategic partnership for the achievement of the outcome.
