

# Irish Aid Malawi CSP, 2010-2014

## Evaluation Report

June 2015

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## Acronyms

ACB	Anti-Corruption Bureau	DoNutS	Donor Group on Nutrition Security
ACP	African Caribbean and Pacific Group	DoDMA	Department of Disaster Management Affairs
ADMARC	Agricultural Development and Marketing Company	DPP	Democratic People's Party
AEDO	Extension Development Officer	DRR	Disaster Risk Reduction
AFDB	African Development Bank	EAM	Evangelical Association of Malawi
AICC	African Institute for Corporate Citizenship	ECRP	Enhancing Community Resilience Programme
ASWAp	Agricultural Sector Wide Approach	EDF	European Development Fund
AUICP	Accelerated Uptake of Improved Cookstoves Programme	EWS	Early Warning Systems
CA	Conservation Agriculture	EnDev	Energy for Development
CABS	Common Approach to Budgetary Support	ECRP	Enhancing Community Resilience Programme
CBO	Community Based Organisations	HDI	Human Development Indicator
CCA	Climate Change Adaptation	ICRAF	World Agroforestry Center
CIP	International Potato Centre	ICRISAT	International Crops Research Institute for the Semi-Arid-Tropics
CISANET	Civil Society Agriculture Network	IFMIS	Integrated Financial Management Information System
CMAM	Community Management of Acute Malnutrition	IFPRI	International Food Policy Research Institute
COMESA	Common Market for Eastern and Southern Africa	IHS	Integrated Household Survey
CRC	Community Rights Committees	IMF	International Monetary Fund
CSP	Country Strategy Paper	IRDS	Integrated Rural Development Strategy
CU	Concern Universal	IRTICP	Improved Resilience through Improved Cooking Practices Project
DAC	Development Assistance Committee	FICA	Flanders International Cooperation Agency
DAES	Department of Agricultural Extension Services	FISP	Farm Input Subsidy Programme
DARS	Department of Agricultural Research Services	FMB	First Merchant Bank
DCP	Democracy Consolidation Programme	FUM	Farmers Union of Malawi
DfID	Department for International Development	GIZ	Gesellschaft für Internationale Zusammenarbeit
DGSS	Democratic Governance Sector Strategy	JCDPLG	Joint Capacity Development Programme for Local Governance
DHS	Demographic Health Survey	LUANAR	Lilongwe University of Agriculture and Natural Resources
DNHA	Department of Nutrition, HIV and AIDS	LDSP	Local Development Support Programme

MoAIWD	Ministry of Agriculture, Irrigation and Water Development
MBS	Malawi Bureau of Standards
MaSSP	Malawi Strategy Support Programme
MDG	Millenium Development Goals
MDHS	Malawi Demographic and Health Survey
MDTF	Multi Donor Trust Fund
MCP	Malawi Congress Party
MEC	Malawian Electoral Commission
MGCDWSW	Ministry of Gender, Children, Disability and Social Welfare
MGDS I	Malawi Growth and Development Strategy, 2006-2011
MGDS II	Malawi Growth and Development Strategy, 2011-2016
MHRC	Malawi Human Rights Commission
MLS	Malawi Law Society
MSIDP	Malawi Seed Industry Development Programme
MTR	Midterm Review
MVAC	Malawi Vulnerability Assessment Committee
NAPA	National Adaption Plan of Action
NASFAM	National Small Farmers Association of Malawi
NCT	National Cookstoves Taskforce
NECS	Nutrition Education and Communication Strategy
NES	National Export Strategy
NDP	National Decentralisation Programme
NSO	National Statistics Office
NSSP	National Social Support Programme
ODA	Overseas Development Assistance
OECD	Organisation for Economic Co-operation and Development
OFSP	Orange Flesh Sweet Potatoes
OPC	Office of the President and Cabinet

PFEMRP	Public Financial and Economic Management Reform Program
PFM	Public Finance Management
PPP	Public Private Partnership
PP	People's Party
PSR	Public Service Reform
RLC	Radio Listening Clubs
RNE	Royal Norwegian Embassy
SADC	Southern African Development Community
SCDR	Strengthening Community Disaster Resilience
SCTP	Social Cash Transfer Programme
SCT	Social Cash Transfer
SFP	Supplementary Feeding Program
SGR	Strategic Grain Reserve
STAM	Seed Traders Association of Malawi
SUN	Scaling Up Nutrition
SWG	Sector Working Groups
TA	Traditional Authority
TCD	Trinity College Dublin
TEG	Thermo Electric Generation
TLC	Total LandCare
ToR	Terms of Reference
UDF	United Democratic Front
UIL	Universal Industries Ltd
UNDP	United Nations Development Programme
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
VSL	Village Savings and Loans
WFP	World Food Programme

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The views expressed in this report are those of the evaluation team and do not necessarily reflect the opinion or views of Irish Aid.

# Executive Summary

## Introduction

In 2007 the Irish Government selected Malawi as a new partner country for Irish Aid. In the years 2008 and 2009, interim support provided by Irish Aid focused on the areas of agriculture and food security. In providing this interim support, Irish Aid built upon existing partnerships with organisations such as the international NGO Concern Universal and the World Agro-forestry Centre. In 2010 a first Irish Aid Country Strategy Paper (CSP) for Malawi was approved to cover the period 2010-2014 (subsequently extended to the end of 2015). The Embassy of Ireland Malawi and its small development programme team has had immediate responsibility for managing the implementation of the CSP.

In order to help inform the design of a new Irish Aid CSP for Malawi an evaluation of the current CSP was undertaken by a small team comprising staff from the independent Evaluation and Audit Unit of the Department of Foreign Affairs and Trade and an external evaluation specialist. This report presents the key findings and conclusions of the evaluation. Being an assessment of a five year strategy, the evaluation gives primary emphasis to assessing the strategy itself. Evidence in relation to achievements is substantially drawn from evaluations, reviews and reporting from the individual partner programmes supported by the CSP.

## Key Findings

### □ Relevance

The CSP's overarching strategy and its different areas of support were, overall, a relevant response to the needs of Malawians and to the evolving context in Malawi. The CSP's focus on helping improve food security; promoting better nutrition and dietary diversification; supporting social protection measures; building resilience to the adverse effects of climate change; and promoting responsive and accountable governance was appropriate and coherent with the Government of Malawi's policies and strategies. All of the CSP's focus areas are key themes of the Government's *Malawi Growth and Development Strategy*. The CSP's choices are also consistent with the vulnerability analysis that was a core document informing the CSP's formulation and consistent with the recommendations of the Irish Government's 2008 Hunger Task Force report which gives emphasis to reducing hunger and to improving nutrition status, and to building resilience to the adverse effects of climate change.

The CSP's focus on nutrition and addressing micronutrient deficiencies is very relevant given the high levels of stunting in Malawi. As a bilateral donor, it was also relevant that Irish Aid chose to support major Government initiatives such as the Farm Inputs Subsidy Programme (FISP); the roll-out nationally of the Nutrition Education and Communications Strategy (NECS); and the national social cash transfers programme.

Between 2010 and 2015 the CSP maintained an overarching focus on reducing vulnerability to poverty, yet was flexible enough to be able to respond to emerging initiatives such as the joint donor funded mechanisms of the Enhancing Comprehensive Resilience Programme (ECRP), the multi-donor grant-funding mechanism,

Tilitonse, and the Agriculture Sector-Wide Approach (ASWAp). The promotion of conservation agriculture and the building of resilience are consistent with international initiatives in relation to climate change and its negative effects.

It was appropriate that the CSP also included a flexibility to allow Irish Aid to respond to crises. Support to the Strategic Grain Reserve, for example, helped meet needs for food assistance as identified by the assessments of the Malawi Vulnerability Assessment Committee (MVAC) and also provided an entry point for dialogue with Government agencies and for demonstrating a commitment to partner with Government.

The CSP's *Logic Model* clearly illustrates an overarching theory of change even if the CSP document itself and the CSP's Mid-Term Review (MTR) report say very little about key underlying assumptions. On the other hand, the CSP and the MTR were very attentive to the management of risks, including risks in relation to the quality of governance, weaknesses in the capacities of institutions, the fragility of livelihoods in Malawi, fiduciary risks and the extent to which shocks (internal and external) could be anticipated or avoided. Programme documents of partners show a clear (sometimes implicit) underlying logic for what they were aiming to do even though the connection with the CSP's underlying theory of change is not always immediately evident. Whereas there have been heavy demands on Irish Aid management as a result of having many partnerships, there was nonetheless a good mix of partners, enabling Irish Aid to gain insight and maintain relationships at a variety of levels and in a variety of ways.

## □ Coherence and Complementarity

There are some very strong connections between different areas of support within the CSP. This is particularly the case for the components of the CSP related to food security and nutrition where all of the initiatives supported can be seen to have a shared policy focus. The inter-connections are not as strong in other areas of the CSP. Components of the CSP related to building resilience and sustaining livelihoods have a shared focus. However, the way they might be adding value to each other is not as evident as in the case for food security and nutrition. In one instance there appears to be parallel supports and thus, in addition to added management demands, a potential for duplication.

Within the CSP, complementarities are to be seen between thematic areas ("Pillars") and not just within individual areas. For example, support for the thematic area of building resilience has complementarities with food security and agriculture-related supports. In addition, a complementarity can be seen between the CSP's support for the work of the Anti-Corruption Bureau (ACB) and the support provided for the Farm Inputs Support Programme (FISP) with the ACB supported work serving, in principle, to help ensure the effective implementation of the FISP.

The work of the Local Development Support Programme (LDSP) touches upon the objectives of all three of the CSP's thematic areas. By providing a multifaceted package which cuts across the different areas of the CSP, the LDSP effectively offers the potential for in-built complementarity and the establishment of linkages between different initiatives and sectors.



## □ Effectiveness

Even though poverty in Malawi remains very high, nationally there is evidence of progress in relation to the CSP's overarching objective of reducing poverty. Aside from national trends which cannot be attributed to any one thing, the evidence from evaluations, reviews and annual reports indicates that most of the CSP's programmes have made progress towards the intended objectives as stated in the respective partner programme documents. However, the performance related information is not sufficient for an assessment of the degree of contribution the CSP may have made to particular results; or to the realisation of the intended CSP's outcomes; or to the high level goal of households being "better nourished, food secure and less vulnerable to poverty". As might be expected with any multi-stakeholder endeavour involving multiple variables, the achievement of high level outcomes cannot be strictly attributed to any one actor or action.

In addition to the evidence of progress being made by individual programmes, it is evident that Irish Aid's country team has been much involved along with Government and other development partners in programme-related coordination mechanisms and policy dialogue. It is particularly apparent that Irish Aid has played an important role in helping promote the nutrition agenda in Malawi. Specifically, Irish Aid was instrumental in advancing the adoption by Malawi of the Scaling-Up-Nutrition (SUN) movement and integration of SUN in Malawi with the roll-out of NECS and the efforts to reduce stunting rates. Irish Aid was also instrumental in having a legumes' component integrated within the framework of the FISP even if legumes are primarily produced as cash crops rather than for household consumption as had been envisaged. Overall, Irish Aid has played a catalytic role in the development of some innovative programmes, a number of which have attracted other contributions for their scaling-up thereby increasing the value-for-money of Irish Aid's funding.

## □ Efficiency

For the most part the CSP has not used Government financial management systems. The primary financial instruments have been direct granting of a partner and the use of pooled funding mechanisms such as the ECRP, or trust funds. Though these funds have incurred charges, the costs have been typical for mechanisms such as these. Overall, however, there was little data available with respect to cost efficiencies and data that was available showed variations in unit costs, variations related to location or the time of the year.

Choosing to partner with the international research institutions (CGIAR) was appropriate in terms of trying to maximise efficiencies and not just in terms of the expertise they can bring to bear. Somewhat similar to the efficiency-related benefits of partnering with the CGIAR institutions, Concern Universal's Local Development Support Programme has provided Irish Aid with a readymade entry point at sub-national level for partnership-working on a variety of issues.

Over the life of the CSP Irish Aid has provided funding to nearly 50 partners and programmes with little change in the number of partnerships in any given year (up to 29 partnerships and not including the additional demands of engagement with coordination mechanisms and policy dialogue). Mitigating the risks to efficiency that might be expected from having to maintain multiple partnerships was helped where geographic convergence has occurred and where different partners have related objectives. However, there

are risks to efficiency, and effectiveness, posed by the high number of partnerships relative to the size of the Irish Aid programme team and available expertise.

Despite many changes in the Irish Aid programme team between 2010 and 2014, the successful management of the CSP and the contributions to coordination mechanisms and dialogue would appear to owe much to the high level of commitment from the embassy team. However, continuing staff vacancies are a risk to efficiency (and effectiveness), especially if Irish Aid is to maintain its high levels of engagement.

## Sustainability

Though Irish Aid did not for the most part channel its funding through Government systems, Irish Aid at all times sought to align with Government policies. In addition, most of the programmes and projects supported by the CSP have had specific components focused on building capacities of people and institutions. This alignment with Government policies and attentiveness to building capacities augurs well for sustainability. The prospects for sustained benefit is best seen in the CSP supported programmes, such as those of CIP and ICRISAT, that have most sought to maximise engagement with a range of actors including the private sector, and less seen in instances, such as the FISP, where there is a lack of a clear project timeframe.

## Going Forward – Issues for Consideration

### Food Security/Agriculture

The FISP has been and continues to be a very significant aspect of the Government's investment plan for the agricultural sector and it is very important politically. A substantial percentage of Irish Aid's investment in relation to Agriculture/Food Security has been in support of this programme either directly or, more recently, indirectly within the framework of the ASWAp. Though clearly contributing to enhancing food security a core objective for Irish Aid, the FISP's increasing emphasis on production and commercial objectives is in certain respects a moving away from Irish Aid's other core objectives of enhanced nutrition; a focus on the poorest; and the promotion of climate-smart agriculture. This raises a question for Irish Aid as to whether it should continue to allocate a relatively large proportion of its budget in a way which substantially supports the FISP, or whether, whilst maintaining a level of support to ASWAp, it should increase its contributions to alternative investments on agricultural diversification which might bring greater value in relation to Irish Aid's objectives.

### Nutrition

The support to CGIAR institutes and their partner agencies provides a good framework for the promotion of nutrition-sensitive agriculture given the fact that the collaboration with CGIAR institutes is relevant not only from the agricultural and nutritional perspectives, but also resilience. However, in practice there is a strong focus on production and only in the promotion of Orange Fleshed Sweet Potatoes have there been explicit

nutrition objectives. Because the production focused work can provide good entry points into the communities for spreading nutrition-related messages, the next CSP might examine how the support to the CGIAR institutions can best further nutrition goals, in particular the reduction of stunting.

Because coordination and capacity-building intensive approaches like the SUN/NECS are highly dependent on continuing external support, Irish Aid should give consideration as to (1) how the key 'SUN/NECS' components might be incorporated into larger on-going programmes like the FISP, LDSP and ECRP; and (2) how Irish Aid's key NGO-partners might integrate the SUN/NECS approach into their wider portfolio of work (multi-sectoral mainstreaming of nutrition).

Similarly, at a more general level, Irish Aid should give consideration as to how nutrition can be further integrated/ incorporated into the agriculture and resilience programmes supported by the CSP, including, for example, how nutrition-related initiatives might target social safety net beneficiaries.

## □ Resilience

To date, Irish Aid's support for the promotion of fuel efficient clean cookstoves is multifaceted and has evolved over the life of the CSP. An overview of Irish Aid's supports for cookstoves gives a somewhat complex picture involving partnering arrangements with a wide range of actors. In view of helping ensure that there is a connectedness to the various strands of Irish Aid's support to the promotion of cookstoves and associated initiatives such as biomass production, an overarching position paper or sub-strategy for this area of the CSP's support (or, more broadly, a sub-strategy for the energy sector) would benefit future Irish Aid decision-making.

The Enhancing Comprehensive Resilience Programme offers a mechanism to support resilience initiatives in a coordinated and efficient way. Given the fact that Irish Aid's direct support to the EAM project in Chikwawa District is implemented in parallel with an EAM project funded by the ECRP (part financed by Irish Aid), Irish Aid should set out the rationale and added value for providing funding to EAM using two different funding arrangements for very similar resilience projects being implemented in close proximity to each other and managed from the same offices.

## □ Governance

The *Multi Donor Trust Fund - Public Finance and Economic Management Reform Programme* (MDTF-PFM) is an important programme from a national systems perspective. Now that Government has decided to replace the current IFMIS, EPICOR, the new CSP will need to consider carefully the direction the Government is planning to go with this reform programme, including timelines, and then articulate the strategic value of continuing Irish Aid support.

The Tilitonse initiative and the Democratic Consolidation Programme (DCP) have very similar objectives yet clear differences in terms of targeting and of ways of working. It could be of benefit to Irish Aid if it was to set out clearly its understanding of the strategic value of partnering with both Tilitonse and DCP and how

these partnerships are contributing to the CSP's governance-related objectives and, more widely, how they might be helping meet the objectives of different sub-components of the CSP.

Following the 2012 mid-term review, and partially in view of reducing the large number of partners, a decision was made to wind down support for the implementation of the Democratic Governance Sector Strategy. Given the ambition of the DGSS and the challenges associated with seeking to coordinate a diverse range of institutions, in the planning of the next CSP Irish Aid should review its rationale for continuing its support for the implementation of the DGSS, including reviewing the degree to which Irish Aid is prepared to engage with the overall process and how this support serves to compliment its other governance-related supports.

## □ Partnerships

Though the Government of Malawi is a key partner for Irish Aid most CSP funding has been delivered by way of the direct granting of non-governmental partners or through pooled-funding mechanisms such as Trust Funds. Given the fact that the Government of Malawi will continue to be a key partner for Irish Aid and cognisant of aid effectiveness commitments related to the using of country public financial management systems, the planning of a new CSP would be a good opportunity to give consideration to what might constitute the conditions under which Irish Aid could move towards a greater use of Government financial management systems, including possibilities for the direct granting of District authorities.

Concern Universal is a major and important partner for Irish Aid in Malawi contributing in some degree to all of the CSP's core objectives. Between 2010 and 2014 Concern Universal received more than €7.3million which represents approximately 13% of total CSP expenditure. In addition, Concern Universal indirectly received Irish Aid funding through the Enhancing Comprehensive Resilience Programme and Trinity College Dublin's Thermo-Electric Generator projects. Given the importance of Concern Universal as a partner of Irish Aid and given the different areas of engagement, Irish Aid, in dialogue with Concern Universal, should consider developing a Memorandum of Understanding that describes the totality of the partnership and how it is monitored/reviewed as a whole rather than on the basis of its component parts (the various contracts under each sub-pillar in the CSP).

At a more general level it is noted that some of the partnerships have been running for quite a long time. Thus, it would now be appropriate to undertake new organisational assessments of those partners.

## 1. Introduction

This report sets out the findings, conclusions, and issues for future consideration from an evaluation of the Irish Aid Malawi country strategy paper (CSP), 2010-2014. The CSP details Irish Aid's policy and approach to providing bilateral development assistance to Malawi. Being a bilateral development partner with Malawi only since 2007, the 2010-2014 is the first full Irish Aid development assistance strategy for Malawi. Originally planned to conclude at the end of 2014, the period of the strategy has been extended to the end of 2015.

### 1.1 Background to the Evaluation

#### Early Irish Aid Support to Malawi

For many years prior to 2002 small amounts of Irish Aid development assistance funding was being channelled to Malawi through Irish missionaries and through international NGOs. Following a food-security crisis in 2002 the level of Irish Aid funding significantly increased with support being provided to humanitarian assistance programmes and for the strengthening of Malawian civil society organisations. This direct support was provided through the Emergency and Recovery (E&R) budget lines of Irish Aid. The funding, of approximately €3.5 million per year, focused largely on food security and governance issues. At the same time, Irish Aid continued to directly fund Irish Missionaries and the NGOs. By 2007, this support was averaging approximately €4 million per year.

#### A New Programme Country for Irish Aid

The 2006 White Paper on Irish Aid made a commitment to establish Irish Aid programmes in two additional countries. Thereafter Malawi was designated as one of the new Programme Countries<sup>1</sup> for Ireland. Accordingly, in November 2007 a new Irish Embassy was opened in Lilongwe and work began on the planning of an Irish Aid multi-year development assistance strategy – a Country Strategy Paper (CSP). Initial support was provided through a number of targeted interventions some of which built upon the earlier E&R support. Spanning the years 2008 and 2009, this interim support focused on the areas of Agriculture and Food Security, addressing Poverty/Vulnerability, and Governance. In providing this interim support, Irish Aid built upon existing relationships with organisations such as the international NGO Concern Universal and the World Agro-forestry Centre. Budget allocations (revised) for 2008 and 2009 were €9.8m and €8.88m respectively. In 2009 a first Irish Aid Country Strategy Paper (CSP) for Malawi was developed and approved in 2010 to cover the period 2010-2014 (now extended to the end of 2015). The Embassy of Ireland Malawi and its small development programme team has had immediate responsibility for managing the implementation of the CSP<sup>2</sup>

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<sup>1</sup> The term, "Key Partner Country" is now used by Irish Aid

<sup>2</sup> Over the five years of the CSP the composition of this team has changed frequently. See Annex for details.

## 1.2 Rationale and Purpose of the Evaluation

Originally planned to conclude at the end of 2014, but now expected to conclude at the end of 2015, a first step in planning for a future CSP is to evaluate the current CSP. An evaluation of the CSP will serve to inform the design of a new strategy and will also fulfil accountability obligations towards the governments and peoples of Ireland and Malawi. This, therefore, evaluation has a two-fold purpose:

- ▶ To provide Irish Aid management with an independent, evidenced-based assessment of the performance of the Irish Aid Malawi Country Strategy 2010-2014.
- ▶ To provide accountability to the Governments and peoples of Ireland and Malawi for the funds expended during the period and to identify lessons learned that will help inform future strategic decision-making for Irish Aid programming in Malawi.

### **Focus and Scope of the Evaluation**

The Malawi CSP, 2010-2014, focused on enhancing nutrition and strengthening the resilience of households and communities to deal with the adverse effects of climate change. The stated Goal of the CSP was: “Households are better nourished, food secure and less vulnerable to poverty. Thus, an overarching consideration for the evaluation was:

*To what extent did the Irish Aid Country Strategy contribute to ensuring households in Malawi are better nourished, food secure and less vulnerable to poverty?*

To enable a response to this question, the following core questions were identified<sup>3</sup>:

<b>Programme Area</b>	<b>Core Evaluation Questions</b>	<b>Evaluation Criteria</b>
<b>The Strategy itself</b>	1. To what extent was the design and strategic choices of the CSP based on good contextual, political economy, poverty and vulnerability analyses?	<i>Relevance</i>
	2. To what extent was the Theory of Change (implicit and/or explicit) underpinning the strategy relevant, valid and understood by Irish Aid and its partners?	<i>Relevance</i>
	3. To what extent was there complementarity between the programme components and did the different elements serve to reinforce each other?	<i>Multiple</i>
<b>Achievements of the CSP (Results)</b>	4. To what extent did the Irish Aid CSP contribute to the strategy’s stated objectives of improved nutrition, greater food security and reduced vulnerability to poverty?	<i>Effectiveness</i>
	5. Was the dialogue and support to partners effective in helping improve policies and outcomes in relation to nutrition, agriculture, SCT and environment?	<i>Effectiveness</i>
	6. To what extent are the results and achievements to date likely to endure in the longer term?	<i>Sustainability</i>
<b>Implementation Processes</b>	7. How effective and efficient was the mix and range of aid modalities chosen by the CSP?	<i>Effectiveness, Efficiency</i>
	8. How appropriate and effective was the choice and mix of partners and the approach to partnership adopted in the CSP?	<i>Relevance, Effectiveness</i>
	9. Approached from the perspective of reducing vulnerability, to what extent were Irish Aid’s the cross cutting policy priorities effectively and appropriately mainstreamed across the programme?	<i>Relevance, Effectiveness</i>
<b>CSP Management</b>	10. How useful was the Irish Aid corporate approach to Results Based Management with regard to Irish Aid Malawi and its partners?	<i>Relevance, Effectiveness</i>

<sup>3</sup> Appendix X provides a more detailed Evaluation Questions’ Matrix that elaborates the areas of enquiry.

Being an assessment of a first five year strategy, the evaluation gives primary emphasis to assessing the strategy itself (evaluation questions 1-3) with lesser attention given to assessing the chosen processes, including modalities, for implementing the strategy, and arrangements for managing the implementation of the strategy (evaluation questions 7-10).

### **Evaluation Approach and Methodology**

The overall approach was that of a theory-based evaluation using the original and subsequently revised Logic Models for the CSP<sup>4</sup> as a primary reference point. In making its assessment the evaluation took cognisance of both the overall programme logic and of the underlying logics (intervention logics/theories of change) of the different components supported by the CSP.

The evaluation was undertaken in five broad phases<sup>5</sup>:

1. Preliminary review of documentation (Evaluation Team – October/November 2014)
2. Preliminary Results' Workshops (Evaluation Team, Country Programme Team, implementing partners in Malawi, HQ staff, and peer staff from another Irish Aid Key Partner Country – December 2014)
3. Further documentation review and key informant interviews (Evaluation Team – January 2015)
4. Field Visit (Evaluation team – February 2015)
5. Further documentation review and report writing (Evaluation Team – March 2015)

Data collection involved an extensive review of relevant strategy and policy documents, both those of Irish Aid and the Government of Malawi; a review of programme and progress reports including evaluation reports and studies, Irish Aid reports, and reports from development partners; data from key informant interviews; an analysis of budget and expenditure data; analyses of outcome related data; analyses of national and international statistical data; field observation. As the annual reports reported against only a selection of the indicators and a selection of the baselines contained in the original results' framework developed in 2010, evidence of achievement is drawn from evaluations and reporting from the individual partner programmes supported by the CSP.

As with most complex programmes with multiple factors at play, it is unrealistic to expect that outcomes can be solely attributed to Irish Aid. The evaluation thus explored the contributions made by Irish Aid and its partners. This required an analysis of information to establish an evidence chain to credibly support conclusions that Irish Aid's support had or had not contributed to change.

There are limitations associated with an evaluation of this type which significantly relies upon secondary data and qualitative information. Much of the quantitative data was supplied by the implementing partners and drawn from their monitoring reports and evaluations that they commissioned. In addition, there were limitations associated with the practical problems of having access to key informants with a long and in-depth knowledge of both the issues the CSP was seeking to address and the programmes the CSP was

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<sup>4</sup> See Appendix Y

<sup>5</sup> See Appendix Z for more detail regarding the phases.

supporting. Over the five years of the CSP many changes of personnel had occurred: within the Irish Team<sup>6</sup>; among Government partners; and among the other implementing partners with whom Irish Aid was collaborating, or through whom Irish Aid was channelling its support.

The evaluation also recognises that limitations and/or biases that can arise where qualitative and quantitative analyses are based upon small samples of interviews and observations. As a result, causality, or the strength of causal relationships, can be either over-estimated or under-estimated. Furthermore, the evaluation needed to be attentive to other biases such as “courtesy bias” where interviewees might be tempted to say what they think the evaluator wants to hear; a political correctness where a person offers a view deemed to be acceptable; attribution bias where people have a tendency to attribute change to individuals rather than to contextual factors; and evaluator bias where more weight is unconsciously given to the views of people with whom the evaluator more easily identifies.

Actions to mitigate the recognised limitations and the potential biases included:

- ▶ Triangulating the evidence and cross-checking the emerging findings with multiple sources, both documentary and face-to-face
- ▶ Using two evaluators when conducting key informant interviews and cross-checking what had been heard/shared
- ▶ Avoiding the use of leading questions when conducting interviews
- ▶ Drawing upon a wide variety of sources, documentary and personal, including sources that were not directly linked to the specific programmes supported by Irish Aid

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<sup>6</sup> Of the 11 member Irish Aid programme team, six were less than 18 months in their posts and only one had served throughout the entire period covered by the CSP. In addition, one senior management post was vacant.



## 2. Malawi Country Context

Malawi is one of the poorest countries in the world. It is a landlocked country with a predominantly rural population of nearly 16 million. It is one of the most densely populated countries in the region<sup>7</sup> and in Africa, and its average annual population growth rate (2010-2015) of 2.8% is among the highest in the world. Malawi ranks 170 out of 187 countries in the UN's 2013 Human Development Index rankings. The climate is sub-tropical, with a rainy season (November-May), and a dry season (May-November). Parts of the country are prone to flooding, particularly in the southern region, and drought. Deforestation, land degradation, and increased pressure on agricultural land are significant concerns in Malawi.

### Poverty

According to the 2012 Integrated Household Survey (IHS) report, Malawi's poverty level is estimated at 50.7%, a marginal reduction from an estimated 52.4% in 2005. The IHS report also indicates that 25% of the population is ultra-poor in 2011, an increase from 15% in 2005. The Southern region of Malawi has the highest poverty rate at 63%, followed by the Northern region with 60% and then the Central region with 49% of the population being poor. About 17% of the population in urban areas is living in poverty compared to 57% of the rural population. About 49% of the people in male-headed households are poor and 57% of people in female-headed households are poor.

However, despite these low human development indicators, Malawi is likely to meet four of the eight MDGs<sup>8</sup> – a noteworthy achievement in the Sub-Saharan Africa context. Health is being improved by reductions in chronic malnutrition and measles immunization for children less than a year old has surged. The life expectancy increased from 38 in 2005 to 53 in 2012. Unfortunately, the HIV prevalence rate in Malawi is still one of the highest in the world: 10.6% for adults aged 15–49 in 2010 (12.9% for women and 8.1 percent for men), which is slightly down from 11.8% in 2004. Adequate water access has increased from 40% in 1990 to 83% in 2010. Access to adequate sanitation has increased more slowly (from 42 % to 51%, with 8% open defecation). Achievements in education (MDG2) are still poor: although primary education is free, only 55% of boys and 45% of girls finish primary school. Secondary education has a gross enrolment rate of only 17%<sup>9</sup>.

### National political and governance context

Malawi has relatively recently (1994) transitioned towards multi-party democracy. After it achieved independence from the UK in 1964, Ngwazi Dr. Hastings Kamuzu Banda ruled the country for a long period until he was voted out in 1994, following increasing pressure for democratic rule. Since 1994, Malawi has had the following Presidents: Mr. Bakili Muluzi in the period 1994-2004, Ngwazi Professor Bingu wa Mutharika from 2004 until his unexpected death in April 2012, Dr. Joyce Banda (2012-2014), and the current incumbent, Mr. Peter Mutharika. The national legal framework is considered to provide a sound basis for carrying out elections compliant with international and regional standards, but there is limited capacity and resources for implementation<sup>10</sup>.

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<sup>7</sup> Malawi has a density of 134.3 people per square kilometre, compared with 18.7 for Zambia, 31.4 for Mozambique, and 50.4 for Tanzania. <http://data.un.org/CountryProfile.aspx?crName=malawi>

<sup>8</sup> These are the MDGs on reducing child mortality; combating HIV/AIDS, malaria, and other diseases; ensuring environmental sustainability; and developing a global partnership for development.

<sup>9</sup> Source: World Bank (2013), Malawi Country Assistance Strategy 2013-2017

<sup>10</sup> OECD country evaluation, 2011

## CSP Period 2010-2014

Mr. Bingu wa Mutharika was president from 2004 until his death in 2012. He had been a member of former president Mr. Bakili Muluzi's UDF party, before founding his own DPP. One of the major policies early in his first term was provision of subsidized fertilizer to subsistence farmers (FISP). Average growth for the economy in 2005-2009 was good at 7.6%<sup>11</sup>, and progress was also made in relation to MDGs. In his second term, Mutharika's popularity declined and his rule became more autocratic. He cancelled local government elections and enacted several (unconstitutional) controversial laws<sup>12</sup>, including restrictions on media freedoms and anti-LGBT measures. Large-scale public protests resulted in the deaths of 20 civilians. In June 2011, the IMF declared its Malawi programme 'off-track' - the Government having failed to constructively engage on the need to devalue the Malawian kwacha or on public financial management reforms. The IMF decision, the crackdown on civil liberties, and the expulsion of the British High Commissioner led to most development partners suspending direct budget support.

Ms. Joyce Banda's term in office was noted for renewing engagement with development partners and the devaluation of the Malawi Kwacha which made Malawi's exports more attractive, but set inflation racing. The shooting of Malawi's Budget Director in September 2013 began a chain of events and investigations that pointed to endemic corruption and theft within the public service – known as "Cashgate". This led to suspensions of donor support. Corruption investigations implicated a large number of accounting officers within the civil service in general, and the Ministry of Finance in particular – leading to the firing of the Minister himself. Essentially, failure to manage oversight of the Integrated Financial Management System (IFMIS) had been exploited by various Government officials. In conjunction with British experts, Government has investigated the case. An audit report has revealed that about US\$ 32 million was found to have been skimmed from the government payment system in the period March to September 2013. Over seventy people have been arrested and investigations are ongoing.<sup>13</sup> The scandal led the CABS group to freeze their budget support to Malawi (in total around US\$ 150 million) which until now has not been resumed. A US\$ 20 million IMF loan tranche was also kept suspended, though IMF support has recently resumed.

The current President, Professor Arthur Peter Mutharika, was declared elected on May 30<sup>th</sup> 2014. He is a brother of the late Bingu wa Mutharika, and served as a minister in his cabinet. The President was a professor of International and Comparative law at Washington University, Missouri, US, for almost 40 years. The President has stated his intention to investigate Cashgate thoroughly. He has appointed previous finance minister and former Africa Director of IMF, Goodall Gondwe, as finance minister. Along with the presidential elections, parliamentary and local polls also took place in "tripartite" elections on 20<sup>th</sup> May 2014. In breach of Malawi's Constitution, local government elections had not been held between 2000 and 2014. Councillors are now in place, but, after such a gap, stakeholders may take some time to become accustomed to these legislators.

### International Rankings (Governance)

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<sup>11</sup> Africa Confidential, April 2012

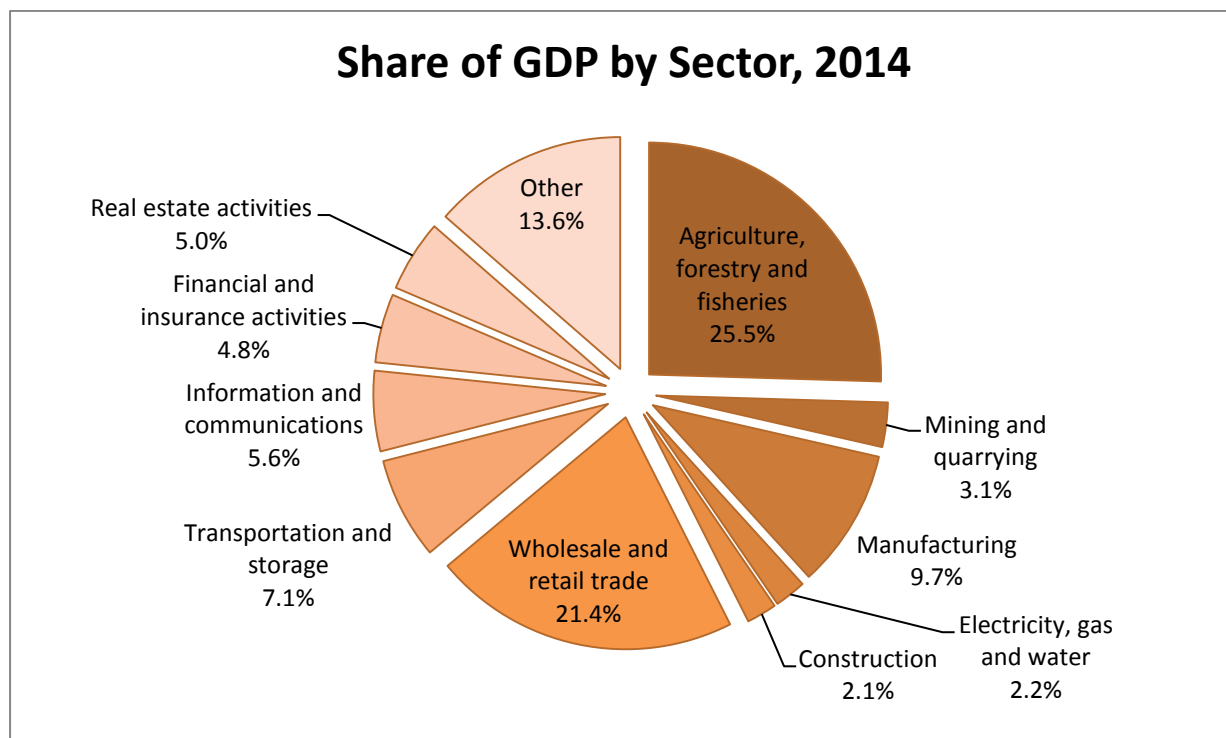
<sup>12</sup> Source: The Economist, Oct 2011

<sup>13</sup> The loophole is reported to have consisted of entering fraudulent payments to businessmen for services that were not rendered. The allegations of massive looting of government money became public after the shooting of the Budget Director within the Ministry of Finance in September 2013. Some days before, a junior civil servant had been found with bales of cash in the boot of his car amounting to US\$ 300,000. And more cash was confiscated the following days from homes and car boots of other civil servants. Sources: <http://www.bbc.com/news/world-africa-25912652> and <http://www.bbc.com/news/world-africa-29530645>

- Freedom House:
  - Political Rights:* **2010** - 3/7 [“Partly Free”]; **2014** - 4/7 [“Partly Free”]
  - Civil Liberties:* **2010** - 4/7 [“Partly Free”]; **2014** - 4/7 [“Partly Free”]
  - Press Freedom:* **2010** - 119th/196 [“Partly Free”] **2014** - 108th/198 [“Partly Free”]
- Mo Ibrahim: Index of African Governance: **2010** - 21<sup>st</sup>/52; **2014** - 16<sup>th</sup>/52
- EIU Democracy Index: **2010** - 85<sup>th</sup>/167 [“Hybrid Regime”]; **2014** - 89<sup>th</sup>/167 [“Hybrid Regime”]
- IEP Global Peace Index: **2010** - 65<sup>th</sup>/148; **2014** - 77<sup>th</sup>/162
- Fragile States Index: **2010** - 28<sup>th</sup>/177 [Very High Warning]; **2014** - 38<sup>th</sup>/178 [Very High Warning]
- Transparency International, Corruption Perception Index: **2010** - 85<sup>th</sup>/178; **2014** - 110<sup>th</sup>/175

## Economy and Development

Agriculture, forestry and fisheries are together the single largest sector of the Malawian economy in terms of GDP and employment, counting for almost 26% of GDP, and almost 80% of the Malawian workforce<sup>14</sup>. Maize is, by far, the dominant crop in terms of the area under cultivation, the number of farmers growing it, and its centrality to the diet of Malawians.



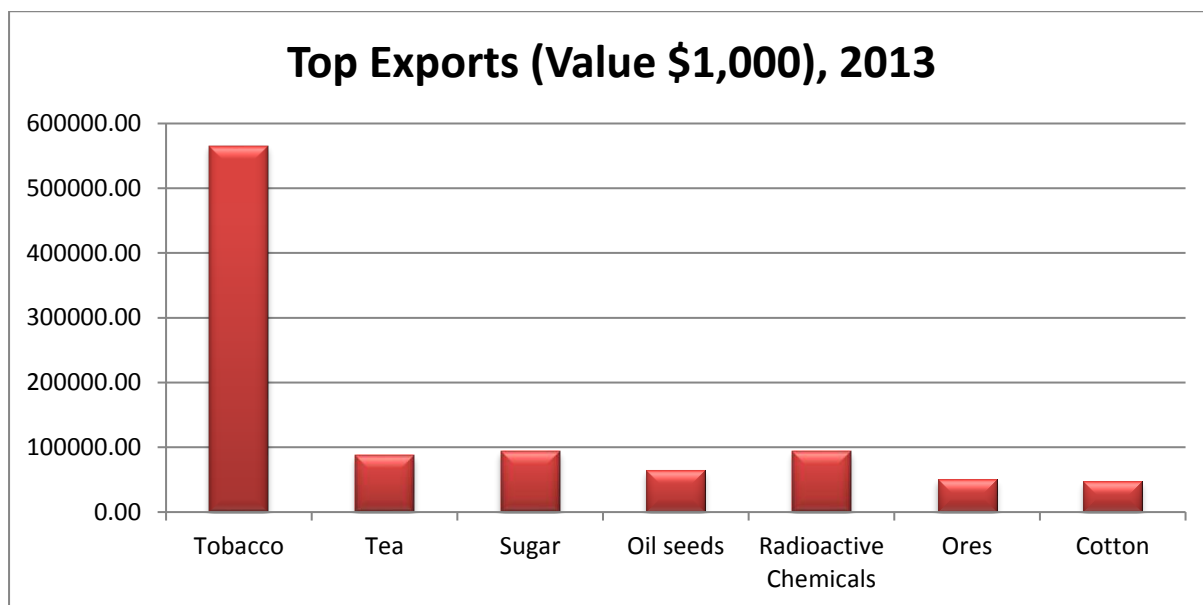
Source: MoFEPD, IMF, and World Bank Staff Calculations

In terms of economic growth, however, it is cash crops, particularly tobacco, which are dominant. Along with diversifying away from this macro-economic dependence on tobacco as the main export commodity<sup>15</sup>, a

<sup>14</sup>FAO, 2014 figures. [http://faostat.fao.org/CountryProfiles/Country\\_Profile/Direct.aspx?lang=en&area=130](http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=130)

<sup>15</sup> Tobacco accounts for about 80% of Malawi’s agricultural export and 60% of the national export value. There is a need to diversify, especially into production of sugar and tea as important alternatives for export-oriented farming by agricultural estates and their smallholder subcontractors. With support from DPs, the government is promoting production of legumes and has introduced a pilot

key economic development challenge for Malawi is the country's infrastructure (roads, energy, agriculture, etc.). Being a landlocked country and reliant on outside sources for fuel, regional integration is important to Malawi's development. Malawi government's long term strategy paper "Vision 2020" (launched in 2000) recognises the need for good governance, sustainable economic growth, infrastructure development, food security, science and technology, and sustainable environmental management<sup>16</sup>.



Source: UNCTAD Data Centre, 2013

Within the *Malawi Growth and Development Strategy, 2006-2011*, (MGDS-1), the five-year plan that ran from 2006 to 2011, a 6% annual GDP growth rate was set as the level at which meaningful poverty reduction could be achieved. Due to good performance in agriculture, construction, mining and services this target was even outperformed with an average 7.1% growth within the five-year period, 2006-2011, before moderating in subsequent years. Inflation also declined during this period, from 10.1% in December 2006 to 6.3% in December 2010.

During Joyce Banda's term, the Malawi Kwacha was devalued by 49% and then allowed to float against the US dollar. Together with the heavy inflation rates in more recent years (average of 20%(2011-2014)) the changes have resulted in steep increases in price levels for basic goods and services. In response to a number of civil service strikes the Government increased civil servants salary levels especially for the lowest-paid workers. Overall the economy has remained very fragile.

The country benefits from a number of bilateral, regional and multilateral agreements. It is a member of the African Caribbean and Pacific (ACP) group, the Common Market for Eastern and Southern Africa (COMESA), and the Southern African Development Community (SADC). Malawi's membership of SADC and COMESA play a key role in its trade, with three of its five key trade partners being South Africa, Egypt and Zambia. Internationally, the main trade partners are the European Union (EU), Canada, United States and China.

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program to promote cotton production. Other potential commercial agricultural products are pepper, coffee, and horticultural crops as well as dairy and poultry production. (Source: World Bank, 2013.)

<sup>16</sup> From: AfDB (2013) [Malawi Country Strategy Paper 2013-2017](#)

## International Rankings (Economics and Trade)

- IMF, GDP per capital (nominal): **2010** - \$322 (180<sup>th</sup>/183); **2014** - \$242 (183<sup>rd</sup>/183)
- IMF, GDP (PPP) per capita: **2010** - \$821 (175<sup>th</sup>/183); **2014** - \$780 (185<sup>th</sup>/187)
- World Bank, Doing Business Index: **2010** - 132<sup>nd</sup>/181; **2015** - 164<sup>th</sup>/189
- World Economic Forum, Global Competitiveness Index: **2010** - 119<sup>th</sup>/133; **2015** - 132<sup>nd</sup>/144
- World Economic Forum, Enabling Trade Index: **2010** - 83<sup>rd</sup>/125; **2014** - 112<sup>nd</sup>/138
- World Bank, Net ODA Received: **2010** - 26<sup>th</sup>/189 (\$1.022bn); **2013** - 30<sup>th</sup>/189 (\$1.125bn)

## Policy and donor context

The *Malawi Growth and Development Strategy, 2011-2016* (MGDS-2) comprises six thematic areas (including one on cross-cutting issues) plus nine key priority areas.

During MGDS-1 implementation, Malawi received considerable international donor support, averaging US\$ 800 million per year<sup>17</sup>. In the course of this period, various donors shifted from Pooled Sector Support to General Budget Support. In 2011 however, the space for political debate and criticism narrowed considerably. An IMF budget support tranche was suspended<sup>18</sup> which led to further suspension of budget support by the EU, World Bank, AfDB, and by Germany, the UK, and Norway. This led to a situation of acute lack of foreign exchange reserves resulting in shortages in imported goods like fuel and medicine. Since May 2012, the Government of Malawi (GoM) has been implementing structural reforms as necessary steps for continuing talks with IMF.

The 2011 Survey on Monitoring the Paris Declaration observed progress in ownership, alignment and mutual accountability but despite the coordination by various Sector Working Groups (SWGs) some challenges in the area of harmonization and managing for results were identified<sup>19</sup>. Between 2010 and 2013 there was little change in the per capita net Official Development Assistance (ODA). In 2010 it was \$68 and in 2013 it was \$69.<sup>20</sup> The top-three donors were the EU, World Bank and DfID. Others like USAID, Norway, the African Development Bank (AfDB), and China and India also provided significant amounts of assistance. A group of donors<sup>21</sup> provided their support to Malawi through the Joint Framework of the Common Approach to Budget Support (CABS)<sup>22</sup> since 2005, although this has since been suspended due in large part to the Cashgate scandal (see above). Malawi receives sector budget support, pooled funding and project support. Most of the aid is concentrated on economic governance, health, agriculture, education and water and sanitation. In a donor mapping exercise undertaken in 2010 it appeared that sector engagement of development partners varied considerably from one sector to fourteen sectors per Development Partner, with an average number

<sup>17</sup> Source: The Economist, October 2011.

<sup>18</sup> The reason for this was that Malawi did not comply with the successful completion of a second review under the three-year US\$ 79.4 million Extended Credit Facility, and Malawi refused to implement the much-needed devaluation of the Malawi Kwacha.

<sup>19</sup> Source: AfDB (2013) *Malawi Country Strategy Paper 2013-2017*

<sup>20</sup> Source: [http://data.worldbank.org/indicator/DY.ODA.ODAT.PC.ZS/countries?order=wbapi\\_data\\_value\\_2013+wbapi\\_data\\_value+wbapi\\_data\\_value-last&sort=desc](http://data.worldbank.org/indicator/DY.ODA.ODAT.PC.ZS/countries?order=wbapi_data_value_2013+wbapi_data_value+wbapi_data_value-last&sort=desc)

<sup>21</sup> AfDB, World Bank, KfW, EU, DfID, and Norway

<sup>22</sup> There also are MDTF-like donor groups around HIV and nutrition (pooled donor funding).

of sectors per DP was 6.24<sup>23</sup>. The new Open Aid Map for Malawi issued in 2014 takes account of 754 projects (70% successfully geocoded) in over 2,500 project locations from 31 donors<sup>24</sup>.

## Financial Governance

The DFAT Evaluation and Audit Unit carried out a review of PFM systems in Malawi in 2012. It was found that there were weaknesses in the systems<sup>25</sup>. This desktop review was based on Public Expenditure and Financial Accountability (PEFA) report produced in 2011.

Improving financial governance was a key strategy as part of the Good Governance thread in the initial MGDS: “Improving public finance management by adhering to the budget and good financial management systems as prescribed in the relevant Acts”. The Cashgate scandal has exposed weaknesses, broadly outlined above, including in the IFMIS system. They are still being investigated. Donors are contributing to audits.

There is a donor-assisted PFM reform programme in place, Public Financial and Economic Management (PFEM) Reform Programme, 2011-2014. Goals were to improve overall fiscal discipline i.e. aggregate and individual fiscal discipline; to allocate resources according to a well presented government strategy; and to provide value for money in terms of effective, efficient and regulated use of resources to achieve service delivery.

## Food Security

In normal years with favourable growing and harvesting conditions Malawi can produce enough food nationally. Surplus production takes place in the northern part of the country while the southern districts usually are in deficit. As highlighted in the analysis of the food security conditions in Malawi in 2012 by GoM and the World Food Programme (WFP)<sup>26</sup>, nearly half of the Malawian population is not able to afford daily meals that provide sufficient energy and variety. The diet is monotonous and mainly depends on maize porridge (*nsima*) combined with cassava and/or potatoes. Consumption of pulses and animal products is very low, especially in rural areas. The lean season when most rural households depend on the market for their staple foods (esp. maize) usually runs from October to April. The National Food Reserve Agency (NFRA) manages the national Strategic Grain Reserve. The Agricultural Development and Marketing Corporation (ADMARC) receives grain from the NFRA which it sells at a subsidised price to people who cannot afford to pay market prices. More importantly in terms of food security is the role of the Department of Disaster Management Affairs (DODMA) and the Multi vulnerability assessment Committee (MVAC), which identifies the number of people who need food support and organises the annual humanitarian response.

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<sup>23</sup> GoM MoF (2010), Towards a Division of Labour in Malawi, March 2010

<sup>24</sup> World Bank (2014), Malawi's Open Aid Map. Accessible at: <http://ccaps.aiddata.org/aid>

<sup>25</sup> The review found the following: Scores on the budgeting system declined relative to a previous (2008) review; Cash management issues: improvements in predictability of flow of cash to sectors from MoF, but there is a backlog of bank reconciliations which is a control risk; Accounting - Integrated Financial Management Information System (IFMIS) roll out was positive, but security implementation not reaching acceptable levels; Procurement – good legal framework, but lack of capacity and record-keeping was poor; Audit – Issues around external audit are limited independence, and lack of capacity. Internal audit quality was found to be variable. The report found that a strategic plan together with an audit manual and charter had been drafted but not approved; PAC – the PAC is supported by the Auditor General's office, and controlling officers are required to attend hearings.

<sup>26</sup> GoM / WFP (2012), Comprehensive Food Security and Vulnerability Analysis (CFSVA) and Nutrition Assessment Malawi, Lilongwe, October 2012.

The difficulty in accessing enough food is most prevalent in the Southern Region while the lack of dietary diversity is highest in the districts in Central Region. The main problems in the South are the climatic shocks caused by the occurrence of prolonged periods with no rain often coupled with destructive flash flooding. In Central Region the main bottlenecks are the lack of access to farm inputs and the predominance of small-size farming parcels that do not allow any economies of scale.

Poverty is the root cause of food insecurity in Malawi. Across the country, among the more food insecure there is also more social vulnerability: female-headed households, households with a high number of dependents, households headed by an elderly person or by children, and households with chronically ill. This is often combined with a situation of more limited household means to generate an income and/or to produce food: low levels of education, high dependence on informal daily labour (*ganyu*), small household plot sizes, and low agricultural productivity with high dependence on rain-fed cultivation, limited access to inputs like fertiliser and improved seeds, also because of lack of farm credit and agricultural training.

## Nutrition

As found by the Malawi Demographic and Health Survey (MDHS) 2010<sup>27</sup>, nutrition indicators have shown a slight positive trend. The key findings on prevalence of stunting (chronic malnutrition, leading to low Height-for-Age), wasting (acute malnutrition, low Weight-for-Height), and underweight (low Weight-for-Age) are summarized in the table below. As can be seen, stunting still was found to be a very serious problem in Malawi, in all three regions<sup>28</sup>. Wasting and underweight on the other hand were found to be at low levels of prevalence.

**Table 1: Nutritional Status of Children 0-60 months of age**

	Height-for-Age		Weight-for-Height		Weight-for-Age	
	< -3 SD <sup>29</sup>	< -2 SD	< -3 SD	< -2 SD	< -3 SD	< -2 SD
Northern Region	18.0 %	44.7 %	0.5 %	2.4 %	1.2 %	10.6 %
Central Region	19.4 %	47.2 %	1.8 %	4.3 %	3.5 %	13.5 %
Southern Region	20.2 %	47.6 %	1.4 %	4.0 %	3.0 %	12.8 %
National	19.6 %	47.1 %	1.5 %	4.0 %	3.0 %	12.8 %

Another key finding of the 2010 MDHS is that anaemia among young children also is a major public health problem, with approximately 40% of the children 6-59 months of age being affected (moderate plus severe). The levels are highest in Central Region. In contrast, the nutritional status among women of childbearing age was found to be relatively good, with 8.8% being thin (Body Mass Index < 18.5), 17% being overweight or obese (Body Mass Index > 25), and 6.4% among non-pregnant women being moderately or severely anaemic<sup>30</sup>.

In the GoM/WFP 2012 comprehensive study of food security conditions in Malawi it was found that stunting (height-for-age below -2 Standard Deviations and for the age group 0-59 months of age) is the core nutrition

<sup>27</sup> National Statistical Office Malawi/ ICF Macro (2011), Malawi Demographic and Health Survey 2010, Zomba, Malawi / Calverton, Maryland, USA.

<sup>28</sup> Stunting is the focus of the international 'First 1,000 Days of Life' Initiative supported by the Scaling Up Nutrition (SUN) Movement which also is very active in Malawi. See: <http://scalingupnutrition.org/sun-countries/malawi>

<sup>29</sup> Standard Deviation (SD)

<sup>30</sup> Anaemia levels usually are somewhat increased among pregnant women due to the physiological changes during pregnancy. In Malawi, 18% of pregnant women were found to be moderately or severely anaemic.



problem affecting Malawi. The problem is most prevalent in Central Region but also affects the Southern Region, and actually is slightly more prevalent among the urban than the rural population.

At national levels, acute malnutrition<sup>31</sup> (wasting) was found to be fairly negligible at 4%. However, in some districts in the South and Central Region the rates are somewhat higher<sup>32</sup>.

## Social Support

With an average Gross Domestic Product (GDP) per person of just US\$ 226.5 in 2013 according to World Bank data, Malawi ranks as the country with the lowest per capita GDP in the world<sup>33</sup>. Poverty is widespread, and nearly two-thirds of the population live below the international poverty line of US\$ 1.25 per person per day<sup>34</sup>.

A thematic area within MGDS II is 'Social Support and Disaster Risk Management'. The first element within this theme focuses on poverty reduction through interventions that enhance productivity and through welfare support to the sections of the population experiencing extreme poverty. In this regard the Farm Inputs Subsidy Programme (FISP) is identified as playing a key role complimenting targeted support for school feeding; public works programmes; Village Savings and Loan schemes; micro-finance programmes; and Social Cash Transfer programmes. In 2012, GoM launched a new Social Support Policy and the associated National Social Support Programme (NSSP).

## Climate Change and Disaster Risk Reduction

Malawi is affected by the impacts of global climate change. In comparison with 1960, the average annual temperature levels have gone up by 0.9°C<sup>35</sup>. The World Bank stresses that over the past twenty years the occurrence of droughts and floods in Malawi has increased in frequency, intensity and magnitude. No significantly discernible trends have been identified in total annual rainfall. But it is projected that heavy rainfall episodes will occur more frequently and that possibly the length of the rainy season will become shorter which could lead to maize crop failure and/or reduced harvests.

In 2006, Malawi produced a National Adaption Plan of Action (NAPA) which proposes 31 climate adaptation options, of which five have been prioritised as urgent adaptation projects. These include a focus on sustaining livelihoods for the most vulnerable communities, forestation on the Upper and Lower Shire Valley catchments (flood-prone areas), improved agricultural production that can face erratic rains and changing climatic conditions, development of disaster preparedness strategies and measures, and improvement of climate monitoring capacities.

Within MGDS II (2011-2016), there are various strategies for strengthening of Disaster Risk Management (DRM) coordination mechanisms. They are presented as the second part of work under the 'Social Support and Disaster Risk Management' theme. The strategies include the elaboration of a clear national policy, launching of a multi-stakeholder forum on Disaster Risk Reduction (DRR), and establishment of an integrated

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<sup>31</sup> Global Acute Malnutrition rating

<sup>32</sup> This includes Lilongwe, Kasungu, Salima, and Dedza in Central Region and Mwanza, Phalombe and Neno in the South.

<sup>33</sup> Source: <http://data.worldbank.org/indicator/NY.GDP.PCAP.CD/countries>

<sup>34</sup> Source: [http://www.unicef.org/infobycountry/malawi\\_statistics.html](http://www.unicef.org/infobycountry/malawi_statistics.html)

<sup>35</sup> Source: [http://sdwebx.worldbank.org/climateportalb/home.cfm?page=country\\_profile&CCode=MWI](http://sdwebx.worldbank.org/climateportalb/home.cfm?page=country_profile&CCode=MWI)



national Early Warning System. Mitigation measures are implemented in disaster-prone areas affected by a combination of climate change, population growth and environmental degradation.<sup>36</sup>

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<sup>36</sup> In February 2015 the Government approved a new National Disaster Risk Management Policy.

### 3. Irish Aid’s Country Strategy Paper (2010-2014) – An Overview

The Irish Aid Malawi CSP, 2010-2014, has a particular focus on helping achieve Millennium Development Goal 1 which aims to eradicate hunger and reduce poverty. In doing this, the CSP sought to align itself with the policy priorities of the Government of Malawi as outlined in the *Malawi Growth and Development Strategy, 2006-2010* (MGDS-I), and with the recommendations of the Irish Government’s 2008 Hunger Task Force report (2008) and the Hunger Envoy report (2009).

The goal of the Malawi CSP, 2010-2014 was:

- *To ensure households are better nourished, food secure and less vulnerable to poverty.*

In the original programme document, three outcomes were identified:

**Outcome 1:** *Increased food productivity and crop diversification adapted to climate change*

**Outcome 2:** *Improved nutrition and social supports to enhance the resilience of households*

**Outcome 3:** *Improved governance and service delivery with a focus on household food security and resilience*

#### Subsequent Adjustments to the CSP

The 2010 CSP identified three high level outcomes (three “Pillars”), each with either two or three objectives (a total of 8). The October 2012 mid-term review of the Malawi CSP subsequently modified the three high level outcomes and some of the objectives while at the same time retaining the original overarching goal of helping ensure that households are better nourished, food secure and less vulnerable to poverty. Modifications were also made to the original Logic Model (See following page for the CSP’s overarching Logic Model and theory of change).

**Table 2: Overall CSP Partner Funding, 2010-2014**

Pillar	2010 (€)	2011 (€)	2012 (€)	2013 (€)	2014 (€)	Totals
<b>Pillar 1a (diversified crop productivity)</b>	4,569,725	6,802,000	4,446,000	6,299,750	6,422,052	<b>29,539,527</b>
<b>Pillar 1b (increased nutrition)</b>	600,000	1,690,694	1,695,615	1,250,000	1,052,904	<b>6,289,213</b>
<b>Pillar 2a (access to social supports)</b>	850,000	409,906	1,503,547	523,491	2,270,481	<b>5,557,425</b>
<b>Pillar 2b (Reduced vulnerability to the effects of climate change)</b>	364,787	1,071,838	1,718,537	2,241,048	1,125,000	<b>6,521,210</b>
<b>Pillar 3 (Strengthened governance of public services)</b>	1,530,000	1,370,518	1,385,000	2,685,000	1,855,000	<b>8,844,175</b>
<b>Totals</b>	<b>7,914,512</b>	<b>11,344,956</b>	<b>11,748,699</b>	<b>12,999,289</b>	<b>12,375,273</b>	<b>56,732,893</b>

Source: Irish Aid’s SUN financial management system

## Malawi CSP 2010-2014 Logic Model (Revised 2012)

Poverty Reduction Through Sustainable Economic Growth and Infrastructure Development					
Goal	<i>Households are better nourished, food secure and less vulnerable to poverty</i>				
Outcome Level ↑	<b>1.</b> Households benefit from better nutrition, increased crop diversity and improved productivity adapted to climate change		<b>2.</b> Households have increased resilience to poverty and to the adverse effects of climate change		<b>3.</b> Improved enabling governance environment promotes accountability and inclusive growth
Objective Level ↑	<b>1A.</b> Smallholder famers sustainably increase productivity of diversified food crops	<b>1B.</b> Mothers and children have increased access to food and adopt nutritious/diversified diets	<b>2A.</b> The poorest households, including those most affected by HIV&Aids, have increased access to social supports	<b>2B.</b> Reduced vulnerability of poorest households to the effects of Climate Change and environmental degradation, in disaster prone districts	<b>3A.</b> Strengthened governance systems improves accountability, the delivery of social supports and public services
Output Level ↑	Increased availability and adoption by smallholder farmers of quality seeds, planting materials and improved farm practices	Increased availability of fortified foods, access to Community Management of Acute Malnutrition, and improved nutrition education and awareness	Effective delivery of Social Supports to increased numbers of ultra poor labour constrained households, most of whom are comprised of women and children	Government and community capacity is strengthened to better plan and coordinate Disaster Risk Reduction at national and district levels	Improved public financial management and accountability systems, increased citizen and private sector participation and improved coordination among development partners and NGOs
Activity Level ↑ ↑ ↑ ↑	<p>a) Support the development of a sustainable, improved and certified seed industry for legumes , irish &amp; sweet potatoes and other planting materials</p> <p>b) Support farmer adoption of diversified crops, integrated soil fertility management, small scale irrigation, Agroforestry, conservation agricultural practices and value chains development</p> <p>c) Support capacity of Ministry of Agriculture and Food Security to strengthen technical oversight and to lead relevant research and donor coordination</p>	<p>a) Support the Government to develop integrated and effective nutrition responses linked to food production</p> <p>b) Support partners to put in place and to implement a national nutrient food fortification programmes</p> <p>c) Support Government and civil society to put in place a national nutrition education programme targeted on the benefits of dietary diversification</p> <p>d) Actively participate in Nutrition coordination groups and platforms</p>	<p>a) Support Government capacity to implement the National Social Support Policy and programme</p> <p>b) Increase the capacity of selected Districts to implement the social support programme</p> <p>c) Support the implementation of the Social Cash Transfers in Balaka using innovative technologies for delivery</p> <p>d) Participate in relevant Social Protection coordination groups</p>	<p>a) Support disaster prone districts in developing and implementing plans for disaster risk reduction</p> <p>b) Support Government, to put in place national policy and structures that improve responses to reduce the effects of disasters, mitigate the effectives of Climate Change and improve coordination</p> <p>c) Support the Government of Malawi to effectively respond to humanitarian crises and food insecurity</p> <p>d) Support the implementation of Climate Change mitigation strategies particularly in agriculture and cookstove programmes</p>	<p>a) Support to strengthen the capacity and effectiveness of accountability institutions and Civil society organisations</p> <p>b) Support to the decentralisation process through strengthened District Assemblies structures and systems</p> <p>c) Support the Public Financial Management systems</p> <p>d) Support improved co-ordination and aid effectiveness through engagement with Government institutions, Irish Aid funded partners and local Civil Society organisations</p>

### 3.1 Components of the evolving CSP and their Key Areas of Support

#### **Outcome 1: Households benefit from better nutrition, increased crop diversity and increased productivity adapted to climate change**

This outcome was grounded in the premise that food production, crop diversification and soil fertility management are fundamental to improving food availability, increasing food security and reducing poverty in Malawi. Accordingly, Irish Aid contributed to the Malawi Government's *Farm Inputs Subsidy Programme* (FISP) which is focused on increasing agricultural productivity up to 1.6 million poor smallholder farmers so as to strengthen national and household food security. In keeping with its strategic aim of enhancing nutrition, Irish Aid's funding to the FISP was ear-marked for advancing the cultivation and seed production of legumes<sup>37</sup>. Since 2013 support for the FISP has been delivered through the World Bank's Multi Donor Trust Fund in support of Malawi's Agricultural Sector Wide Approach (ASWAp).

Complimentary of the food security/nutrition-related objectives underlying Irish Aid's support for the FISP and the ASWAp, Irish Aid has supported Concern Universal for the implementation of a sustainable livelihoods programme, the Local Development Support Programme (2010-2015), primarily in the rural Districts of Dedza and Ntcheu.

Related to the support given to the FISP and to the work of Concern Universal, Irish Aid also supported the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) which focuses on partnerships between farmers, seed traders and Government to improve the availability of, and access to, improved varieties of legume seeds.

Irish Aid supported the International Potato Centre (CIP) to conduct research on high quality potato seeds and to roll out improved varieties of planting seeds for 'Irish' and sweet potatoes. In addition, the support aimed at improving household access to Vitamin A fortified sweet potatoes (Orange Flesh Sweet Potatoes).

Cooperation with the World Agro-Forestry Centre (ICRAF) was aimed at increasing food security, income and livelihood opportunities for rural communities through the planting of fruit tree and fodder tree varieties that enhance soil fertility and promote sustainable land management practices.

Irish Aid supported the National Smallholder Farmers Association of Malawi (NASFAM) in rolling out a national programme to promote the principles and practice of conservation agriculture among smallholder farmers.

Taking account of the negative effects of malnutrition on physical, social and economic development in Malawi, Irish Aid has actively supported the establishment of the Scaling Up Nutrition (SUN) Movement in Malawi which is focused on reducing chronic malnutrition (stunting) through the 1,000 days approach targeted at pregnant and lactating women and young children up to two years of age. Support was also provided to the roll-out of the Nutrition Education and Communication Strategy (NECS) which is focused on the dissemination of essential nutrition messages related to reduction of chronic malnutrition. Support for SUN and the roll-out of NECS was complimented by training provided by Bunda College with Irish Aid funding. In addition, Irish Aid has supported the implementation of the national programme of community therapeutic

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<sup>37</sup> For 2013 and 2014 the funding was channelled to the FISP using the Agriculture Sector Wide Approach (World Bank Trust Fund)

care (Community Managed Acute Malnutrition – CMAM) and the fortification of sugar with Vitamin A. This latter initiative was implemented in a partnership with UNICEF and the Illovo sugar company and with the collaboration of the Ministry of Industry and Trade.

**Table 3: Pillar 1 Partner Funding**

Area of Support ( <i>Lead Partner</i> )	2010 (€)	2011 (€)	2012 (€)	2013 (€)	2014 (€)	Totals
Farm Income Subsidy Programme ( <i>Government of Malawi</i> )	1,500,000	3,600,000	2,036,000			7,136,000
Agriculture Sector SWAp ( <i>World Bank Trust Fund</i> )				3,500,000	3,500,000	7,000,000
Local Development Support Programme ( <i>Concern Universal</i> )	1,200,000	1,200,000	1,200,000	1,200,000	1,200,000	6,000,000
Vitamin A Sugar Fortification ( <i>UNICEF</i> )	450,000	1,000,000	1,000,000	1,000,000		3,450,000
Legume Seed research and Multiplication ( <i>ICRISAT</i> )	350,000	600,000	600,000	0	250,000	1,800,000
Irish Potato research and multiplication ( <i>International Potato Centre</i> )	500,000		400,000	400,000	400,000	1,700,000
Promotion of Conservation Agriculture ( <i>NASFAM</i> )	250,000	342,000	250,000	250,000	261,888	1,353,888
Agro-Forestry promotion ( <i>ICRAF</i> )	750,000	300,000	500,000	500,000	500,000	2,550,000
Community Managed Acute Malnutrition ( <i>World Food Programme</i> )	450,000	250,000	250,000	250,000	250,000	1,000,000
Nutrition Education Communication Strategy roll-out ( <i>Concern Universal</i> )		300,000	300,630		302,776	903,406
Orange Flesh Sweet Potato research and multiplication ( <i>International Potato Centre</i> )		300,000	300,000		250,164	850,164
National nutrition training programme ( <i>Bunda College</i> )	50,000	140,694	120,098		300,128	610,920
Agricultural research ( <i>IFPRI</i> )		200,000	100,000	200,000		500,000
Promoting stakeholder coordination in the legumes' sector ( <i>African Institute for Corporate Citizenship</i> )		60,000	60,000	60,000	60,000	240,000
Promoting civil society engagement on agriculture-related policy issues ( <i>CISANET</i> )		100,000		189,750		289,750
Micronutrient Survey (via <i>UNICEF</i> )					200,000	200,000
Support to Community Managed Acute Malnutrition ( <i>Valid Nutrition</i> )	100,000					100,000
Promoting bio-fortified and leguminous crops ( <i>Farmers Union of Malawi</i> )		60,000				60,000
Promoting Macadamia nut cultivation and marketing ( <i>Equal Exchange</i> )	19,725	40,000				59,725
Vitamin A testing equipment ( <i>Ministry of Industry and Trade</i> )			24,887			24,887
<b>Totals</b>	<b>5,619,725</b>	<b>8,492,694</b>	<b>7,141,615</b>	<b>7,549,750</b>	<b>7,474,956</b>	<b>35,828,740</b>

Source: Irish Aid's SUN financial management system

## Outcome 2: Households have increased resilience to poverty and the adverse effects of Climate Change

Providing the poorest households, including those most affected by HIV and AIDS, with increased access to social supports was a priority of the CSP. Thus, Irish Aid sought to strengthen cooperation between

Government and development partners in the area of social protection. Specifically, support was provided to the Ministry of Gender to help manage the national social cash transfer programme and financial assistance was given for a social cash-transfer programme in Balaka District using a system of electronic cash transfers with First Merchant Bank as the implementing agent.

Irish Aid also worked with DFID, the Norwegian Embassy and the Malawi Government to provide financial assistance for the implementation of a Disaster Risk Reduction programme (the *Enhancing Community Resilience Programme* (ECRP)). Operational in approximately 2,000 villages in 11 Districts, this programme has focused on helping protect poorer households from the negative impacts of climate change and environmental degradation. The main focus of this work has involved the promotion of small-scale irrigation schemes, the promotion of conservation agriculture, the promotion of diversified and drought-resistant seeds, Village Savings and Loans schemes, the use of fuel efficient stoves, improved post-harvest crop management, and community-based Early Warning schemes. Parallel to the support to the ECRP was support to the Evangelical Association of Malawi (EAM) for a resilience programme in Chikwawa District.

From an early stage in the implementation of the CSP, supports have been provided for promoting the use of fuel efficient cookstoves. These supports are focused on mitigating the effects of climate change and environmental degradation. Initial supports for the piloting of the manufacture and use of fuel efficient cookstoves subsequently broadened into support for the National Cookstoves Roadmap that was developed by the National Cookstoves Taskforce (NCT). The NCT is chaired by the Department of Energy and it involves governmental institutions, civil society organisation and private sector entities involved in the promotion of cookstoves. All of these supports are focused on scaling-up the use of cookstoves and include exploiting opportunities to gain access to carbon financing.

In parallel to the piloting and promotion of the manufacture and uptake of fuel efficient cookstoves, support has been provided for research into Thermo Electric Generators that draw energy from the cookstoves. More recently support has been provided for the production and marketing of biomass to meet the fuel needs of cookstoves' in Lilongwe.

In addition to support for increased resilience and mitigating the effects of climate changes, the CSP provided humanitarian funding through the World Food Programme, Save the Children Malawi, and support to the Government's Strategic Grain Reserve.

**Table 4: Pillar 2 Partner Funding**

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals €
Social Protection Programme (UNICEF)	850,000	399,906	599,996	523,491	494,066	2,867,459
Humanitarian Response (UN World Food Programme)		540,000		1,200,000		1,740,000
Social Cash Transfers (Ministry of Gender and Social Supports)		10,000	903,551		776,415	1,689,966
Resilience Programme providing support to CSOs (ECRP) – Delegated Cooperation with DFID and Norway		220,000	470,000	450,000	400,000	1,540,000
Strategic Grain Reserve (Government of Malawi)			1,000,000			1,000,000
Humanitarian Funding – MVAC Emergency cash transfer response (Save the Children and partners)					1,000,000	1,000,000
Strengthening Community Disaster Resilience in Chikwawa (EAM)	141,377	140,000	120,000	271,048	270,000	942,425
Cook Stoves - (Concern Universal - HQ Funding for cookstoves roll-out )				*200,000	*200,000	400,000
Cookstoves - Clioma Limited	73,410	96,922	103,537			273,869
TEG Cookstoves (Trinity College Dublin)				120,000	120,000	240,000
TEG Cookstoves (Trinity College Dublin)	*150,000					150,000
Biomass for Cookstoves (Total LandCare)					100,000	100,000
Malaria Prevention (Concern Universal)		74,916				74,916
Pilot project on solar lighting for fishing communities coordination (Renew 'N' able Malawi)					35,000	35,000
Disaster Prevention and Preparedness (UNDP)			25,000			25,000
<b>Totals</b>	<b>1,214,787</b>	<b>1,481,744</b>	<b>3,222,084</b>	<b>2,764,539</b>	<b>3,395,481</b>	<b>12,078,635</b>

\*From Headquarters budget

Source: Irish Aid's SUN financial management system

### Outcome 3: Improved enabling governance environment promotes accountability and inclusive growth

The CSP identified good governance and support for democracy as critical elements for national development and poverty reduction in Malawi. Accordingly, Irish Aid sought to strengthen systems for improved governance and service delivery with a particular focus on food security and household resilience. This was approached through support for national and District level governance structures and civil society partners.

Following the Presidential and Parliamentary elections in 2009, Irish Aid, together with other Development Partners, provided assistance to the *Malawi Electoral Commission* for the local government elections that were held in mid-2011. As the local elections didn't actually take place, this funding was reallocated to support UNDP trust funds for an *Integrated Rural Development* programme and the Government's *Democratic Governance Strategy*. With a once off grant through a UNDP Trust Fund, Irish Aid subsequently provided support for the 2014 presidential and local elections.

Support for the electoral process was complemented by activities to strengthen the District assemblies and services initially (2010) through financing the *Local Government Service Charter*. Supportive of the Government's decentralisation policy and its associated implementation strategy, from 2011 Irish Aid has provided annual funding to the *Joint Capacity Building Development Programme for Local Government* (JCDPLG). This programme is managed by the Ministry of Local Government with oversight provided by a steering committee made up of representatives from a range of Government institutions including the National Audit Office. With a primary focus on fiscal decentralisation (one of the four components of the Government's decentralisation strategy), this support is complemented by support through a World Bank Trust Fund to improve Public Financial Management nationally.

Identifying the fight against corruption as of very high importance, support was given to the *Anti-Corruption Bureau* to advance the implementation of the Government's Anti-Corruption Strategy. This funding had a particular focus on helping to monitor and identify abuses in the country-wide structures for implementing the FISP, a very large and multifaceted programme which, by its nature, carries much risk for manipulation.

A number of *Malawi Civil Society Organisations* were also supported to advocate for, and support, the strengthening of essential services at district level. From 2011 onwards most of Irish Aid's governance-related supports to Civil Society Organisations was channelled through an organisation, Tilitonse, especially set up for this purpose. Tilitonse is a multi-donor pooled grant making facility set up by DfID, the Royal Norwegian Embassy and Irish Aid with the stated purpose of supporting more accountable, responsive and inclusive governance in Malawi through grants to projects led by civil society and other local organisations. Tilitonse seeks to align itself with the Malawi Growth and Development Strategy and is working with other key partners in the Government's Democratic Governance Sector Working Group.

With similar objectives to that of Tilitonse, since 2012 Irish Aid has supported the *Democratic Consolidation Programme* (DCP) along with NORAD. Led by the Office of the President and Cabinet (OPC), funding to the DCP has been channelled through UNDP which also provides technical assistance to the programme. The activities supported by the DCP focus at the community level, seeking to raise awareness among communities of their rights, aiming to empower the communities to demand services from sub-national level statutory institutions and structures.

Overall, Pillar 3 focuses on strengthening accountability systems, helping empower communities to demand responsive governance, and building capacities to provide social supports and public services. However, the CSP's intended link between "Governance" and helping households to be better nourished, food secure and less vulnerable to poverty isn't very evident notwithstanding a reference to "adequate nutrition" as a right for citizens. In terms of reported accomplishments related to the strengthening of systems and the building of capacities to deliver services, there is an explicit link to social protection programmes and to the FISP in that probity in the delivery of these programmes is embraced by the Pillar 3 aim of helping citizens demand responsive governance and the effective delivery of basic social services.



**Table 5: Pillar 3 Partner Funding**

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals €
Tilitonse (Pooled funding to CSOs)		530,000	400,000	400,000	820,000	2,150,000
Joint Capacity Development Programme for Local Government (Ministry of Local Government)	350,000	700,000	350,000	160,000	250,000	1,810,000
Election Trust Fund (UNDP Contributions)				1,000,000		1,000,000
Anti Corruption Bureau	250,000		250,000	260,000	150,000	910,000
PFM Multi Donor Trust Fund – (World Bank)				500,000	266,000	685,000
Democratic Consolidation Programme (UNDP)			200,000	200,000	200,000	600,000
One UN (UNDP)	50,000	100,000	100,000	100,000	100,000	450,000
Public Service Charter (Danish Institute for Human Rights)	350,000					350,000
Democratic Governance Strategy (UNDP with Ministry of Justice)	170,115				150,000	270,115
Integrated Rural Development Programme (UNDP)	400,000					229,885
Catholic Commission for Justice and Peace (CCJP)	130,000		85,000			215,000
Malawi Human Rights Commission (MHRC)				50,000		50,000
Regional and Africa Strategy (UNDP)					50,000	50,000
Malawi Economic justice Network (MEJN)		40,518				40,518
UN Women				15,000		15,000
<b>Totals</b>	<b>1,530,000</b>	<b>1,370,518</b>	<b>1,385,000</b>	<b>2,685,000</b>	<b>1,855,000</b>	<b>8,825,518</b>

Source: Irish Aid's SUN financial management system

## 3.2 CSP Staffing and Monitoring

The Embassy of Ireland Malawi and its development programme team have had immediate responsibility for managing the implementation of the CSP. In addition, the Malawi team has been supported, technically and otherwise, by development staff and management at HQ. Over the five years of the CSP there were many changes to both the country Malawi team<sup>38</sup> and the supporting staff at HQ. At the end of 2014, of the 11-member programme team (programme managers; sector advisors; development officers) only one programme staff member had served for the entire period of the CSP's implementation, only one predated 2012, and five had joined since mid-2014<sup>39</sup>. In addition, since 2011 there continues to be a senior management vacancy (a Development Specialist) which inevitably has resulted in putting heavy demands on the other senior managers.

<sup>38</sup> See Annex for details

<sup>39</sup> Since the beginning of 2015 two more have left leaving vacancies.

Despite the challenges and strains that can be expected with staff turnover and the management vacancy, the evidence shows that Irish Aid continues to engage proactively at multiple levels in working groups and other fora despite under-staffing and staff turnover. These engagements, for examples, have succeeded in advocating for the inclusion of a legumes component within the FISP, promoting “nutrition” as a national priority, playing a lead role in Malawi’s accession to the SUN movement, and championing the first District-wide Social Cash Transfer programme in Malawi that uses an e-payment system. More recently, Irish Aid has been involved in advocacy for a national resilience approach and how the energy needs of the poorest might be addressed.

In keeping with Irish Aid’s organisation-wide requirements (including the use of standard templates) the 2010 Malawi CSP developed a detailed Results’ Framework (53 pages) that identified 57 baselines and very many indicators at the activity and output levels. The CSP Annual Reports for 2011, 2013 and 2014 reported against broadly common indicators, though drawing relatively little on the original Results’ Framework and reporting against slightly differing numbers of indicators from year to year. The Annual Report for 2012 reported in a very different way to the other three years and used different indicators. Though the annual did report reported against selected results from the original Results’ Framework, overall, it would appear that the original framework served little for the purposes of reporting on progress. It is apparent that there has been extensive monitoring of the programme. This may have been helped by the fact that when planning the CSP, the planners developed a Monitoring and Evaluation Plan. For the most part, the expected evaluations and reviews have been carried out, most of which were commissioned by Irish Aid’s partners themselves. These assessments have provided a valuable body of performance-related information with regard to different programmes supported by the CSP. The assessments have been important sources of evidence for what follows below.

## 4. Key findings

### 4.1 Pillar 1: Outcome 1: Households benefit from better nutrition, increased crop diversity and increased productivity adapted to climate change

The first of the three Pillars of the CSP has focused on increased crop diversity and agricultural productivity (Pillar 1A), and on better household nutrition (Pillar 1B).

#### 4.1.1. Pillar 1A: Increased Crop Diversity and Agricultural productivity

The different interventions supported under Pillar 1A can be grouped around three core themes:

- ▶ support to food security, vulnerability reduction and general agricultural policy engagement;
- ▶ support for new and diversified crop development and promotion (legumes, Irish potatoes, Orange Flesh Sweet Potato, agroforestry) and;
- ▶ Promoting conservation agriculture and supporting learning and coordination

**Table 6:**

#### ***Partner Funding: Food Security, Vulnerability Reduction and Agricultural Policy Engagement***

Area of Support (Lead Partner)	2010 €	2011 (€)	2012 (€)	2013 (€)	2014 (€)	Total 2010/14
Farm Income Subsidy Programme (Government of Malawi/ASWAp)	1,500,000	3,600,000	2,036,000			7,136,000
Agricultural Sector Wide Approach Multi Donor Trust Fund				3,500,000	3,500,000	7,000,000
Local Development Support Programme (Concern Universal)	1,200,000	1,200,000	1,200,000	1,200,000	1,200,000	6,000,000

Source: Irish Aid's SUN financial management system

#### ▶ ***Farm Inputs Subsidy Programme/Agricultural Sector Wide Approach***

- Farm Input Subsidy Programme

Dominating Government agriculture and food security policy for more than 8 years and of high importance politically, the Farm Inputs Subsidy Programme (FISP) is a key Government programme. An agricultural inputs' subsidy programme, the FISP focuses on poorer resource constrained farmers who do not already use certain agricultural inputs. The FISP also supports the development of existing private suppliers of agricultural inputs in order to increase the likelihood that the programme has a sustained impact after its termination.

In financial terms, the Ministry of Agriculture, Irrigation and Water Development (MAIWD) has been Irish Aid's largest partner in the area of agriculture/food security. Over the period 2010-2014, Irish Aid support for the

*Farm Input Subsidy Programme* (FISP) and, latterly, the Agricultural Sector Wide Approach (ASWAp) amounted to more than 41% of expenditure under the CSP's Pillar 1A and 26% of total CSP expenditure.

Irish Aid's strategic approach to engaging with the FISP was shaped by the CSP's overall goal of households being better nourished and food secure. Thus, with a strong focus on "nutrition", Irish Aid successfully advocated and negotiated the inclusion within the FISP of a component on legume seeds, providing support to the FISP so as to help ensure there is funding for the legumes' component<sup>40</sup>. According to officials from the Ministry of Agriculture, Irish Aid's successful advocating for the inclusion in the FISP of a legumes' seeds package has been highly relevant and much welcomed. However, although the advocacy by Irish Aid for the inclusion of legume seeds in the overall FISP package was intended to enhance household consumption of more nutritious foods, it is apparent that legumes (mainly groundnuts<sup>41</sup> and soya beans) are primarily produced as cash crops rather than for household consumption needs. Thus, the extent to which domestic nutrition goals are being served by the legumes' component of the FISP is uncertain notwithstanding the fact that there can have been indirect positive effect from the income obtained from the sale of the legumes, income allowing households to diversify their diets and improve their health status in other ways.

Irish Aid support for the FISP is consistent with the priority given to agricultural productivity and food security by the Government of Malawi (GoM). The *Malawi Growth and Development Strategy, 2006-2011*, (MGDS-I) gave emphasis to, "*enhancing agricultural productivity, promoting food security and agro-processing of key crops*"<sup>42</sup>. The current national development strategy (MGDS-II 2011-2016), explicitly speaks of the FISP as already having "*demonstrated the importance and value of investing in food crops as a step towards sustained economic growth and poverty reduction*"<sup>43</sup>. Emphasising that "*Agriculture is key to food security, economic growth and wealth creation*", the MGDS-II document goes on to identify increased agricultural productivity and diversification, and the assurance of "*sustained availability and accessibility of food to all Malawians at all times at affordable prices*" as priority goals of the Government<sup>44</sup>.

In addition to consistency with GoM priorities in relation to agricultural production and food security, the support to the FISP is very much consistent with the recommendations of the 2008 Hunger Task Force report to the Government of Ireland which included an emphasis on promoting smallholder agriculture and helping maximise access by the poor to critical inputs<sup>45</sup>.

Since its initiation in the 2005/2006 planting season<sup>46</sup>, the FISP<sup>47</sup> has had a major focus on maize production. Aimed at poorer households and using a voucher system, qualifying households receive two coupons one of which can be redeemed for 100kg of fertilizer (two types) and the other for a bag of maize seed (hybrid or Open Pollinated Variety) and a bag of legume seed (variety to be chosen). Based on the information from the 2013/2014 report on FISP implementation<sup>48</sup>, it can be calculated that out of the US\$ 92.2 total costs of the

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<sup>40</sup> From 2013 funding to the FISP was channelled through the ASWAP multi-donor trust fund managed by the World Bank

<sup>41</sup> Groundnuts represented 65% of the legume seeds that were distributed in 2013-14

<sup>42</sup> MGDS-I, p.14

<sup>43</sup> MGDS-II, p.20

<sup>44</sup> Ibid, pp.54/55

<sup>45</sup> Hunger Task Force Report, p. 7

<sup>46</sup> Scaled down in 2004/5, an earlier *Targeted Input Programme* had provided farm inputs ("starter packs") to a limited number of households

<sup>47</sup> Originally called the *Agricultural Inputs' Support Programme*, it was renamed the FISP in 2008/9.

<sup>48</sup> GoM (2014), *Final Report on the Implementation of the Farm Inputs Subsidy Programme (2013-14)*, Logistics Unit, Lilongwe, May 2014.

package per household, the two 50 kg bags of fertiliser comprise, by far, the most expensive element of the programme. Fertiliser represents 82.4% of the total costs (US\$ 36 and US\$ 38 for the two bags of fertiliser plus US \$2 for transport costs of the fertilizer, while the cost of seeds is much less (US\$ 10.5 for the maize seeds and US\$ 5.7 for the legumes).

In terms of results, the evidence indicates that the FISP has been successful in improving food self-sufficiency. There have been improved yields as result of the use of fertiliser and improved seed varieties. In general, there has been an increased uptake of the use fertiliser outside of the FISP. However, there is evidence to suggest that there is a relatively high and quite variable cost-benefit ratio. Cost-benefit measurement improves if account is taken of the positive effects on food prices, increased rural income and other production-related benefits. There is no clear evidence that the FISP reaches the poorest and, as there is no specific data in relation to FISP beneficiaries versus people not benefiting from the FISP, there is no clear evidence that it has contributed to improving the nutritional status of children and women<sup>49</sup>.

Irish Aid is a small contributor to the FISP which, overall, supplies approximately half of all smallholder farmers with sufficient fertilizer and maize seeds to meet the maize consumption needs of an average-sized family<sup>50</sup>. As a broad based programme, the FISP has evidently boosted maize production nationally and led to lower maize prices (which in particular most benefits urban populations). However, it appears that within the FISP there is a growing emphasis on economic production and less emphasis on issues of nutrition and less focus on meeting the needs of the poorest. Greater clarity is needed as to whether the FISP primarily serves to ensure food security and to meet the needs of Malawi's poorer households (a sort of safety net), or whether its real focus should be on a commercially-oriented transformation of agriculture in Malawi. In addition, although the FISP's qualifying criteria give priority to vulnerable households, there is no guarantee of sufficiently reaching out to the poorest<sup>51</sup>.

- Agricultural Sector Wide Approach

In April 2014 Irish Aid was one of six donors who made a formal commitment to supporting the Government's Agricultural Sector Wide Approach (ASWAp) with funding channelled through a World Bank Multi-Donor Trust Fund. Formulated by the Government after extensive consultations with a wide range of stakeholders including government ministries, development partners, private sector, CSOs and farmer organizations, the ASWAp provides a framework for supporting the Government of Malawi's priority activities in the agricultural sector. The objectives of ASWAp are; to increase agricultural productivity; to improve food security; to diversify food production and improve nutrition at household level; and to increase agricultural incomes of the rural poor.

The ASWAp identifies five broad priority focal areas (Pillars):

1. food security and risk management;
2. commercial agriculture, agro-processing business and market development;

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<sup>49</sup> Eight Years of the FISP – Impact and What Next?, symposium proceedings, LUANAR, July 2014

<sup>50</sup> In 2013/2014 more than 1.5million smallholder farmers were supported by the FISP

<sup>51</sup> Verduzco-Gallo I, O Ecker & K Pauw (2014), Changes in Food and Nutrition Security in Malawi; Analysis of recent Survey Evidence, IFPRI Malawi Strategy Support Programme, Working Paper No. 6, June 2014.

*There seems to have been a rise in consumption inequality resulting in more extreme poverty in rural areas but higher incomes among urban non-poor.*

3. sustainable land and water management;
4. technology development and dissemination and;
5. institutional development and capacity building

In addition, it is envisioned that the cross-cutting issues of gender and HIV and AIDS will be mainstreamed across the five Pillars of the ASWAp. The ASWAp programme document includes a clear results' indicator matrix with baselines (2010-2011) and targets.

Improved household food security and nutrition are stated as high level goals alongside the strong emphasis on commercial agriculture and boosting production. Related activities include: food security and risk management; commercial agriculture, agro-processing business and market development; sustainable land and water management; and technology development. The Farm Inputs Subsidy Programme (FISP) is a key element of the ASWAp.

In 2012 a matrix detailing indicative future contributions to the ASWAp from development partner<sup>52</sup> anticipated that Irish Aid's contribution would be applied to financing the FISP. However, though a large proportion of the ASWAp funding may be applied to the FISP and Irish Aid understands itself to be, *inter alia*, supporting the FISP, donor contributions, as such, are not ear-marked for specific programmes or activities covered by ASWAp.

► **Local Development Support Programme**

Concern Universal's *Local Development Support Programme 2009-2014* (LDSP) has had the stated goal of contributing, through local development, to poverty and vulnerability reduction in two Districts<sup>53</sup>. Originally designed with a strong focus on Disaster Risk Reduction, the LDSP sought to reduce household vulnerability and strengthen resilience through:

- Support for improved district-level responses to disasters
- Improving food security and income, including Village Savings and Loans
- Building water, sanitation and hygiene systems
- Responding to malaria and HIV and AIDS
- Responding to gender inequalities
- Promoting family planning

The objectives of the LDSP are very much in keeping with the national development policy (MGDS 1 and 2), national sector policies, Irish Aid policy and the CSP's core objectives. Though having activities related to all three Pillars of the CSP, the programme most relates to the CSP's sub-objective of, "Smallholder farmers sustainably increase productivity of diversified food crops".

The LDSP has many of the characteristics of an area-based integrated rural development programme, though it was not implemented in all areas of the two target Districts. Rather, the programme targeted 12,000 households in the Chafumbwa Extension Planning Area, Dedza District, and 20,000 households in the

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<sup>52</sup> ASWAp Malawi Government Proposal

<sup>53</sup> The LDSP was later to include support for Disaster Risk Reduction activities in Balaka and Phalombe Districts

Makwangala Traditional Authority, Ntcheu District (a combined estimated target population of 135,000<sup>54</sup>). Total expenditure over the five-year period, 2010-2014 amounts to €6million which roughly equates to €37.50 per year per household targeted.

In implementing the LDSP Concern Universal appropriately chose to collaborate closely with communities and District authorities. This way of working was very evident to the evaluation team during the field visits.

When planning the LDSP a detailed performance measurement framework was put in place to cover the programme's seven result areas (though the framework lacked indicators on access to food and dietary diversification). The framework helped serve the end-of-project evaluation that was conducted in 2014. Findings from the evaluation include<sup>55</sup>:

- 25% increase in real income, with crop sales and sales of improved cook stoves important sources of income
- Village Savings and Loans identified as an important factor in helping meet a range of business and domestic needs, including contributing to a reduction in stunting
- Households with under-five children sleeping under insecticide treated bed-nets increased more than threefold to reach 85.6% from a baseline of 27%
- More than 85% of the population with access to safe water (up from 31%) and a more than 7-fold increase in the number of households with access to an improved sanitary facility
- Under-five stunting in both of the Traditional Authorities targeted by the LDSP substantially decreased in comparison to the District-wide stunting rates given in the 2010 Demographic Health Survey (DHS)<sup>56</sup>
- Number of households using improved seed varieties/planting materials exceeding targets
- Post-harvest crop losses reduced by over 10%
- There was a small increase in the number of households owning livestock

It is to be noted that many factors contribute to changes in agricultural production and rural income levels in Malawi and thus the findings in relation to the programme's different result areas and their target groups cannot be attributed, in the strict sense, to the LDSP. Nonetheless, the very positive improvements in the areas supported by the LDSP are clearly indicative of a valuable contribution being made by the programme to reducing household vulnerability and strengthening resilience.

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<sup>54</sup> Based the last available census figures (2008), this represents 8% of the population in Dedza and 18% of the population in Ntcheu; 12% of the combined population.

<sup>55</sup> Mphiripili Consulting (2014), Impact Evaluation Report Local Development Support Programme (LDSP) Balaka, Dedza, Ntcheu and Phalombe, Lilongwe, November 2014.

<sup>56</sup> The LDSP Impact Evaluation Report, 2014, finds that in 2014 stunting rates in the two Traditional Authority (TA) areas covered by the LDSP was 37% and 32% compared to the 2010 DHS District-wide stunting rates for the respective TAs of 51% and 47%.

**Table 7:**

***Partner Funding: New and Diversified Crop Development and Promotion***

<b>Area of Support (Lead Partner)</b>	<b>2010 €</b>	<b>2011 €</b>	<b>2012 €</b>	<b>2013 €</b>	<b>2014 €</b>	<b>Totals</b>
<b>Legume Seed research and Multiplication (ICRISAT)</b>	350,000	600,000	0	500,000	250,000	<b>1,700,000</b>
<b>Irish Potato research and multiplication (International Potato Centre)</b>	500,000	0	400,000	400,000	400,000	<b>1,700,000</b>
<b>Agro-Forestry promotion (ICRAF)</b>	250,000	250,000	250,000	250,000	250,000	<b>1,250,000</b>
<b>Orange Flesh Sweet Potato research and multiplication (International Potato Centre)</b>	0	300,000	300,000	0	250,164	<b>850,164</b>
<b>Totals</b>	<b>1,100,000</b>	<b>1,150,000</b>	<b>950,000</b>	<b>1,150,000</b>	<b>1,150,164</b>	<b>5,500,164</b>

Source: Irish Aid's SUN financial management system

► ***International Crops Research Institute for Semi-Arid Tropics (ICRISAT)***

In view of helping ensure the availability of quality legume seed material, the ICRISAT *Malawi Seed Industry Development Project* (MSIDP) has focused on the strategically important issues of developing the capacity of local seed companies; improving the policy environment for the seed trade, including assuring quality; and strengthening the commercial distribution network for improved seeds, complementary inputs, and resulting crop outputs. The underlying theory of change is clear to the objective level, namely that improved planting materials and strengthened systems will enable the production and commercialisation of quality agricultural products. It is less clear how this might benefit the poorest households.

The ICRISAT programme ran for 5 years (November 2008 – December 2013; total cost € 2.85 million) and managed to scale-up from 235 breeder farmers in the first year to reaching out to 3,672 farmers (of whom 2,372 were members of NASFAM<sup>57</sup>) in year 5. With the exception of chickpeas, seed production targets were substantially met or exceeded year on year<sup>58</sup>.

In order to meet the increased demand for foundation seeds due to the inclusion of legumes in the FISP<sup>59</sup>, half-way through the programme it was decided to also allow participation of producer farmers who were not members of NASFAM. The programme has achieved very positive results with regard to capacity building in relation to the production of foundation and certified legume seed by smallholder clubs, associations, entrepreneurs and local seed companies. Support for alignment with regional standards and certification has helped to increase the potential for developing export markets. The market arrangement with predetermined prices has been a key enabling factor and has helped mitigate the discouraging effects of things such as erratic rainfall, pests and diseases, and late delivery of seed to the farmers as a result of the 2011/12 fuel crisis<sup>60</sup>. The strong private sector involvement in what ICRISAT is producing augurs well for the sustainability of outcomes, with the seed breeders association having been clearly strengthened by the ICRISAT programme.

<sup>57</sup> NASFAM: The National Smallholder Farmers' Association of Malawi

<sup>58</sup> DTRC (2014), *End of Project Evaluation of ICRISAT Malawi Seed Industry Development Programme*, Lilongwe, May 2014.

<sup>59</sup> To be noted that the ICRISAT programme's MASA branded seed comprised 49% of the total FISP legume seeds in 2012/13. Over the years 2009-2013, MASA provided 2,634 MT of groundnut seeds to the FISP.

<sup>60</sup> DTRC (2014), *End of Project Evaluation of ICRISAT Malawi Seed Industry Development Programme*, Lilongwe, May 2014.



▶ **International Potato Centre (CIP)**

The work done by CIP is primarily focused on establishing and supporting breeder groups for improved Irish potato and of nutrient rich sweet potato varieties for distribution to vulnerable households in the more arid parts of the country.

With a focus on improving food security, CIP's approach to working towards a sustainable quality potato seed supply chain is essentially that of a public-private partnership involving CIP, the Department of Agricultural Research Services (DARS), the Department of Agricultural Extension Services (DAES), Universal Industries Ltd (UIL) and Concern Universal. A first phase (2007-2011) assessed the benefits to smallholder farmers of a contract farming model between UIL and groups of small scale potato growers. This first phase showed that the model works, with clear benefit to the growers, providing there is the timely availability of quality seed potato.

Now in a second phase (2012-2016), the project is working to scale-up the availability of quality potato seed, helping potato producers to maximise economic returns through using appropriate production practices. The second phase includes activities to improve potato research and associated technologies. A public-private partnership with UIL benefits the project and the potato farmers in that UIL provides the facilities to produce quality seeds while at the same time facilitating CIP in experimenting to improve potato varieties and to gather agronomic and economic data in relation to the growing and marketing of produce. Whereas the potato growers may choose to consume or sell the produce locally, UIL also provides, on a contract basis, a guaranteed market for the potato growers. UIL benefits in that it creates for itself a steady Malawian source of quality potatoes for its food products, particularly crisped potato. Some of the seed produced at the UIL facility is used for demonstration purposes and training in on-farm seed production and seed quality maintenance. By making available seed for local, small scale seed multiplication, resource poor growers can have access to quality seed with the resultant benefits of increased productivity.

The first 4-year programme on Irish potatoes (2007-2011; total cost € 1.947 million) has reached out to 10,000 households in four districts (Dedza, Ntcheu, Ntchisi, and Mchinji). The 2012 end-of-phase evaluation found that more than 90% of project beneficiaries reported that the project had contributed to improving food security and enhancing their nutritional status. This was evidenced by being food secure throughout the year as a result of potatoes complementing maize consumption; reduced incidences of nutrition-related diseases and a reduction in child malnutrition<sup>61</sup>. Studies showed that if quality seed potato is supplied to farmers who are technically backstopped during the growing season, they can produce higher yields and quality of potato for both home consumption and market, and can make on average US\$4 per day as return on farmer's labour. Overall, the results achieved have been very satisfactory, including the research that led to release of new Irish potato varieties; the introduction of new technologies like the aeroponics system and Diffuse Light Storage for seed potatoes; the breeding of dry area potato varieties; and the establishment of Public Private Partnerships involving CIP, Universal Industries, Concern Universal and the Ministry of Agriculture<sup>62</sup>. According to CIP staff, the future for the expansion of potato farming in Malawi is good. Market development will have to accompany further scaling-up of Irish potato growing.

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<sup>61</sup> CIE (2012), End of Project Evaluation: Revitalizing seed and table Irish potato production in Malawi through capacity strengthening, technology development and Public Private Partnerships, Lilongwe, February 2012.

<sup>62</sup> CIE (2012), End of Project Evaluation: Revitalizing seed and table Irish potato production in Malawi through capacity strengthening, technology development and Public Private Partnerships, Lilongwe, February 2012.

The scaling-up of Irish potato growing in the second phase of the project (2012-2015) has seen in the 2013-2014 Summer season the involvement of 4,860 farmers (2,620 men and 2,240 women) with an overall seed production of nearly 35 tonnes of potatoes. A project-brokered partnership arrangement between growers and Universal Industries realised for the potato farmers more than US\$31,000 (Kwacha equivalent) from more than 104 tonnes supplied to the company<sup>63</sup>

Similar to the work in relation potatoes, CIP has been strategic in its approach to the promotion and production of clean Orange Fleshed Sweet Potato (OFSP) planting material (the 'Zonden' variety plus other varieties that later on were certified by Government), the multiplication of OFSP vines at the community level for subsequent distribution to poorer households, and the promotion of OFSP as a quality food with a number of advantages over the more traditional maize.

The project is well aligned with the Agriculture Sector Wide Approach programme in relation to food security and crop diversification. The work around the development and promotion of OFSP has taken much care to ensure the involvement of communities; of Governmental institutions at central level (Department of Agricultural Research Services) and at local level (District Agricultural Development Offices); and of the private sector (Universal Industries). Overall, there is a clear logic to the approach taken by CIP, especially in relation to maximising quality and yields; options for the development of the value chain; and increasing farmer incomes. The promotion of vitamin A rich OFSP is very much in keeping with the objectives of the Scaling-Up-Nutrition movement.

The Phase I of the Irish Aid supported OFSP programme (October 2009 – April 2014; total cost € 1.235 million) has reached out to over 70,000 farmers in 6 districts (Dedza, Phalombe, Mulanje and Balaka in collaboration with Concern Universal; Zomba with the Millennium Village project; and Chikwawa with CADECOM). The scaling up of OFSP has thus far primarily served domestic nutrition objectives and needs, including its adoption as a recommended food for young children in the roll-out of the national *Nutrition Education and Communication Strategy* (NECS). In Dedza and Balaka Districts there is complementarity in the NECS work of Concern Universal and the work of CIP. In addition, the success of the Irish Aid support for OFSP has attracted the involvement of other donors to fund CIP for the scale-up of OFSP<sup>64</sup>.

As with the case of the legumes seed work of ICRISAT, a strong private sector involvement interest in what has been developed to date and the strengthened capacity of the Department of Agricultural Research Services all augurs well for sustaining and expanding benefits<sup>65</sup> even if OFSP, like Irish potatoes, is not suitable for all parts of Malawi (OFSP is more suitable in the shire area of southern region, whereas Irish potato is more suitable in the central plateau region). Marketing as a cash crop is mainly happening for Irish potato while OFSP is primarily a food subsistence crop. However, this may change in the case of OFSP when sweet potato will be used as an ingredient for biscuits and snacks (Universal Industries). Whatever the case, unlike groundnuts which fetch high prices such that poor households will almost always sell the produce, OFSP will probably remain an affordable crop serving domestic consumption needs and, as a result, the CSP's nutrition-related objectives.

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<sup>63</sup> CIP Annual Report for 2013/2014

<sup>64</sup> DFID's SUSTAIN project in 5 Districts and USAID in 7 Districts as part of its wider VISTA project

<sup>65</sup> It is notable that the success of CIP's work is very much reliant on one person

► **International Centre for Research in Agroforestry (ICRAF)**

Irish Aid's support to the International Centre for Research in Agroforestry (ICRAF) predates the development of the CSP and the ICRAF *Agroforestry Food Security Programme* (AFSP) is now in a second phase. Whilst it would appear that the first phase of the programme may have been slow in establishing linkages with strategic partners, including Government partners, the second phase (2011-2014) has been careful in giving attention to involving and building relationships with major civil society partners (NASFAM, CADECOM<sup>66</sup> and Concern Universal), with central Government departments (Department of Agricultural Extension Services and the Land Resources Conservation Department) and with district authorities (District Assemblies).

Whereas improved food security, nutrition, income and livelihoods of smallholder farmers and environmental resilience are stated as the expected impacts of the AFSP, ICRAF's work seems to be primarily focused on environment-related objectives (less deforestation and enhancing the production and development of tree products whether for fertilizer, fruit, fodder or fuel) and thus, in terms of its theory of change might more logically fit within the CSP's Pillar 2 on "resilience".

However, ICRAF's work does serve to promote agricultural diversification. It is notable that apart from the connection with NASFAM for the inclusion of agroforestry in Conservation Agriculture, the ICRAF programme is not explicitly seeking to establish linkages with other initiatives that are related to the promotion of integrated cropping. Promotion of trees is fully aligned with Government priorities in the MGDS even if "Conservation Agriculture", as such, is not a theme of the MGDS.

The first phase of the ICRAF programme on distribution of agroforestry trees (2007-2010) sought to cover 11 districts (184,463 households were provided with tree seedlings - 92% of the target, though tree survival rates were not always very good<sup>67</sup>). The current phase (2011-2014) is less expansive and thus more manageable with a focus on three districts<sup>68</sup> targeting 30,000 households in total. The ICRAF programme covers localities where NASFAM farmer associations are present, but also has community outreach through collaboration with Concern Universal and CADECOM. Good connections are sought with Department of Agricultural Extension Services. Regular radio programmes on agroforestry are broadcast through local radio stations. The reported good results are mainly formulated at the level of the number of tree seeds and tree seedlings being distributed. However, it is also important to track adoption rates and, after some years, indicators that quantify production whether that be in relation to fuel, fruit, fodder or fertility.

Overall, the Irish Aid funded ICRAF programme could benefit from more explicit definition and a clear prioritization of the goals that are intended to be achieved. Distribution figures mentioned in recent annual reports give the impression that the main focus has been on promotion of fertiliser and, secondly, fuelwood trees. This aligns well with the CSP's focus on conservation agriculture and resilience to climate change (including production of fuelwood for the cookstoves).

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<sup>66</sup> CADECOM: *Catholic Development Commission*

<sup>67</sup> CIE (2011), *Evaluation of ICRAF's Agroforestry Food Security Programme (AFSP) 2007-2011*, Lilongwe, July 2011. *Next to the collection of data in sites in selected districts, the evaluation could build on the information available from the Results-Based Management reporting done by ICRAF. It was found that survival rates for the tree seedlings distributed ranged from 27% for wood trees, 58% for fodder trees, 60% to fertiliser trees and 72% for fruit trees. A number of problems were identified which have affected the success of the programme: a) late arrival of seeds; b) dry spells necessitating extensive watering which did not always happen; c) termites destroying seedling trees; and d) varying levels of interest among farmers as with agroforestry the revenues take a number of years to arrive.*

<sup>68</sup> Dedza was maintained because of the convergence with other Irish Aid financing to and collaboration with Concern Universal. Thyolo and Mzimba North were maintained as the first programme phase had brought limited results in these districts so more work needed to be done to strengthen the Village Natural Resources Management Committees (VNRMCs).

▶ **The Support for CGIAR<sup>69</sup> Institutions (ICRISAT, ICRAF, CIP),**

Outlined above in relation to ICRISAT, ICRAF and CIP, the CSP's strategic decisions to support the development and promotion of new and diversified crops is fully consistent with the CSP's overarching focus on improving nutrition, addressing food insecurity and reducing people's vulnerability to poverty. The support for these programmes shows a clear understanding of a pathway of change, namely:

- agricultural research in collaboration with Government agricultural research stations (improving seed material) moving to;
- the scaling-up of production of improved seeds and planting material also in collaboration with Government agricultural research stations<sup>70</sup> (Irish potato, Orange Flesh Sweet Potato, legume seeds) moving to;
- distribution of seeds and planting material (through the FISP, private sector and NGOs) then moving to;
- extension activities at field level in collaboration with the Ministry of Agriculture and with NGOs and then moving to;
- value chain development (seed breeders supplying legume seeds for the FISP and legumes as an export commodity; through the private sector for Irish potatoes and OFSP):

The CGIAR work that was financed by Irish Aid for enhancing the availability of high quality seeds has been fully geared to promoting the diversification of agricultural production: legumes (groundnuts and pigeon peas by ICRISAT) and tubers (Irish potato and Orange-Fleshed Sweet Potato by CIP). In the case of legume seeds, the FISP has greatly helped distribution to smallholder farmers nationally. However, such a national-scale mechanism is neither available to nor suitable for the CIP products given the agro-ecological conditions that are required for Irish potato (highlands) and OFSP (arid zones like most of Southern Region). Thus, in the case of the Irish Potato and OFSP, the main focus in the past years has been on increasing the production of the improved seeds/planting material. In view of realising the potential of taking this further to scale, Irish Aid has worked to get the institutional setting right through its efforts in helping establish the Root and Tuber Crops Innovation Platform and the Legumes' Development Trust, thereby strengthening the value chain.

ICRISAT, CIP and ICRAF undertake their extension activities with farmers in collaboration with Agricultural Extension Development Officers and with civil society agencies like NASFAM, and through collaboration with the private sector (Universal Industries). The level of investment per farmer household varies considerably between the programmes, from approximately €50 per household for the five-year year period 2012-2016 in case of the ICRAF agroforestry programme to approximately €195 per household for the four-year period 2007-2011 for the CIP Irish Potato programme and to a little under €18 per farmer household<sup>71</sup> for the 4½ year period of Phase I for the CIP OFSP programme<sup>72</sup>. Though the results from the support to the CGIAR institutions

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<sup>69</sup> CGIAR: Consultative Group on International Agricultural Research

<sup>70</sup> Collaboration also with the private sector (Universal Industries) for production of OFSP / Irish potato at Njuli Research station

<sup>71</sup> Calculation is based on the information provided by CIP that the Irish Aid funded programme through Concern Universal, CADECOM and MVP is reaching out to 70,000 farmers. The vines that were produced by CIP/DARS were also provided to an additional number of 113,000 farmers through the WALA (USAID), FUM, Kachele Club, and FICA FAO programmes in a total of 13 additional districts.

<sup>72</sup> In the ICRISAT programme the approach is to work with seed producer farmers who supply the market (and the FISP) through seed companies and seed cooperatives. Over the 5-year programme period, the total investment has amounted to an average of €776 per producer farmer.

have been very positive, the cost per household is somewhat on the high side in the case of promoting Irish potatoes and follow up programmes should consider how greater efficiencies might be achieved.

**Table 8:**

***Partner Funding: Promoting conservation agriculture<sup>73</sup> and supporting learning and coordination***

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals
Promotion of Conservation Agriculture (NASFAM)	250,000	342,000	250,000	250,000	261,888	1,353,888
Agricultural research (IFPRI)		200,000	100,000	200,000		500,000
Promoting coordination in the legumes' sector (African Institute for Corporate Citizenship)		60,000	60,000	60,000	60,000	240,000
Promoting civil society engagement on agriculture-related policy issues (CISANET)		100,000		189,750		289,750
Promoting bio-fortified and leguminous crops (Farmers Union of Malawi)		60,000				60,000
Promoting Macadamia nut cultivation and marketing (Equal Exchange)	19,725	40,000				59,725
<b>Totals</b>	<b>269,725</b>	<b>802,000</b>	<b>410,000</b>	<b>699,750</b>	<b>321,888</b>	<b>2,503,363</b>

Source: Irish Aid's SUN financial management system

► ***National Smallholder Farmers' Association of Malawi (NASFAM)***

Support to NASFAM is focused on promoting Conservation Agriculture, an objective that is in keeping with the overarching strategic goal of the CSP and complementary of other food security/agriculture related supports provided by Irish Aid. The promotion of the principles and practice of Conservation Agriculture in the context of climate change is consistent with the international agenda in relation to climate change and is particularly pertinent in the context of Malawi where environmental degradation increasingly threatens livelihoods and the economy as a whole. In addition, the objective of improving food security through the promotion of Conservation Agriculture is consistent with national development policy and with Irish Aid's policy objectives in relation to addressing hunger and improving nutrition.

Being a long established network of farmer groups representing approximately 4% of all farmers nationally<sup>74</sup>, NASFAM has an extensive outreach capacity and is strategically placed as an implementing partner with established links to government institutions and structures; civil society organisations; and other stakeholders. The primary focus of NASFAM's Conservation Agriculture work is on how to produce maize with limited external inputs. NASFAM farmer associations tend not, however, to include the poorest households with very few means of production (access to land, labour, other farming inputs, etc.). Conservation Agriculture is

<sup>73</sup> Conservation Agriculture (CA) is a concept for resource-saving agricultural crop production that strives to achieve acceptable profits together with high and sustained production levels while concurrently conserving the environment. CA is based on enhancing natural biological processes above and below the ground. Interventions such as mechanical soil tillage are reduced to an absolute minimum, and the use of external inputs such as agrochemicals and nutrients of mineral or organic origin are applied at an optimum level and in a way and quantity that does not interfere with, or disrupt, the biological processes. CA is characterized by three principles which are linked to each other, namely:

1. Continuous minimum mechanical soil disturbance.
2. Permanent organic soil cover.
3. Diversified crop rotations in the case of annual crops or plant associations in case of perennial crops.

<sup>74</sup> The poorest tend not to be members of NASFAM farmer groups.

suitable for households with access to land but who are labour-constrained, or who do not have the means to access fertiliser and other agrochemicals.

Although the knowledge on Conservation Agriculture is widespread, the uptake is quite limited (21% of the farmers practicing it). In addition, the growing of legume crops is not getting much attention thus far, something that could easily be integrated into the Conservation Agriculture related activities and messaging.

The NASFAM experience has been that Conservation Agriculture is very suitable for Malawi and can increase (maize) productivity in circumstances where there is reduced labour and/or no access to fertiliser inputs, but that is only taken up by farmer households when there is a lot of extension support. In addition to raising a question about sustainability, this makes the success of Conservation Agriculture roll-out dependent on organizations like NASFAM because Government extension services can never provide a similar level of support. By and large NASFAM farmer groups seem well-organised and generally successful in relation to targets and key performance indicators<sup>75</sup>, with, in 2014, nearly 40,000 NASFAM members reported as practicing conservation farming; more than 19,000 hectares under organic manure; 11,000 hectares under agroforestry; more than 2.4 million trees planted; more than 4,500 hectares under legume intercropping; and legume production exceeding 4,600 metric tonnes, a very significant increase on 2013. Challenges remain, not least in that livestock and fires continue to destroy mulch and crop rotation is very difficult for those farmers with small landholdings.

▶ **International Food Policy Research Institute (IFPRI)**

The initial Irish Aid funding of IFPRI was in support of activities of the Ministry of Agriculture and Food Security related to the implementation of the Agricultural Sector-Wide Approach (ASWAp) Road Map and the National Conservation Agriculture Task Force (NACTF). These activities included a number of studies in relation to the performance of the FISP.

Subsequent Irish Aid funding focused on supporting ASWAp implementation through providing 1) support to policy analysis; and (2) support to policy research (with associated technical assistance). The first component has involved the provision of broad technical and analytical support to the implementation and monitoring and evaluation (M&E) of the ASWAp in the Ministry of Agriculture, Irrigation and Water Development (MAIWD), while the second component entails two research projects, and the production of a food and nutrition security atlas. Technical assistance is also provided to the Technical Working Group on M&E in view of finalising the M&E Master Plan for the MAIWD. In collaboration with technical assistance from JICA, a list of 27 key priority indicators was finalized. These indicators will facilitate tracking of the performance of the agricultural sector.

▶ **African Institute for Corporate Citizenship (AICC)**

Based upon the premise that experiences and successes in relation to legume cultivation could be scaled-up if coordination among actors was improved, the AICC has been supported to set up a legume platform with the overall objective of strengthening and improving the legumes value chain in Malawi. Closely linked to Irish Aid's promotion of legumes within the FISP and with Irish Aid's investment in the ICRISAT Malawi Seed

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<sup>75</sup> cf. NASFAM Conservation Program annual progress reports

Industry Development Project, specific objectives of the project were: to increase productivity and post-harvest management in the whole legumes value chain; to enable improved access to financial services, inputs and outputs markets in the legumes value-chain; to promote processing and value-addition of legumes among key players; and to enhance Institutional development and capacity building of key actors in the legumes value-chain. With a primary focus on improving coordination, activities have included: establishing a legumes platform; promoting collaboration between key actors in the legumes sub-sector; facilitating smallholders to access inputs and extension services; disseminating IEC materials; and raising awareness among smallholder farmers on the benefits of value-added products.

Reported outputs of the programme include: Identification of 15 seed multipliers; organising 44 demonstration plots across the country to highlight the benefits of Good Agricultural Practices; Training 138 farmers in appropriate storage techniques; Construction of one storage facility; Developing a Chichewa manual on collective marketing; Producing 500 and 1,000 copies of the groundnut production manual in English and Chichewa respectively; Producing 200 copies of demonstration protocols in Chichewa; Training 128 farmers in Agribusiness; Linking 100 farmers to Action Holdings Commodity Exchange (AHCX); Promoting awareness of value added products through trade fairs and field days campaign on 'Eat more Soya'; and registering the Legumes Platform under the trustee's incorporation act as the Legumes Development Trust.

▶ **Civil Society Agricultural Network (CISANET)**

The support to CISANET aims to increase the level of civil society engagement in agricultural policy debate and its contribution to agricultural policy development. CISANET activities are focused on creating space for different actors at all levels in the agricultural sector to engage with one another and also with Government on issues of policy in the agricultural sector. The activities and topics for discussion are wide ranging and include: convening fora on agricultural policy-related issues; policy-related lobbying; awareness-raising among farmers and CSOs; initiating debate on thematic issues such as climate smart agriculture and dairy development; the provision of training; and initiating and supporting policy research and studies.

### Summary Overview: Pillar 1A

The Pillar 1A support for the increasing agricultural productivity, enhancing food security and improving the quality of planting materials and farming practices is fully consistent with Government of Malawi priorities and the emphasis given by Irish Aid to promoting smallholder agriculture and improving access to critical inputs. All of the initiatives supported under this Pillar can be seen to have a shared policy focus on agricultural production and/or enhancing nutritional status.

Irish Aid's approach has shown a readiness to be innovative and to engage in policy dialogue (support for Orange fleshed Sweet Potato; support to for a quality seed industry; support for the inclusion of legumes in the FISP). The choice of partners was, by and large, a good mix of Government partners, specialist agencies, civil society organisations and private sector actors. The choices show a high degree of complementarity both between the various initiatives within this Pillar 1A (product development; delivery systems; research and policy) and with other initiatives supported by the CSP, most notably in relation to improving the nutritional status of poor households and in helping reduce vulnerability to natural disasters and the adverse effects of climate change. In some instances the complementarity has included strategic collaborative working (collaboration with Government agricultural research stations for the production of improved seeds and planting materials and complimented by extension services; value chain development inclusive of civil society organisations and private sector actors).

The different programmes and projects have targeted multiple layers within rural communities, not just the poorest. Changes in agricultural production and practices, and improvements in rural income levels cannot be attributed to any one thing. Nonetheless, there is clear evidence that there have been substantial contributions to objectives even if the degree to which poorest households have benefited is not so clear.



#### 4.1.2 Pillar 1B: Mothers and Children have increased access to food and adopt nutritious/diversified diets

**Table 9: Pillar 1B Partner Funding**

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals
Vitamin A Sugar Fortification (UNICEF)	450,000	1,000,000	1,000,000	1,000,000		3,450,000
Community Managed Acute Malnutrition (World Food Programme)		250,000	250,000	250,000	250,000	1,000,000
Nutrition Education Communication Strategy roll-out (Concern Universal)		300,000	300,630		302,776	903,406
National nutrition training programme (Bunda College)	50,000	140,694	120,098		300,128	610,920
Micronutrient Survey (via UNICEF)					200,000	200,000
Support to Community Managed Acute Malnutrition (Valid Nutrition)	100,000					100,000
Vitamin A testing equipment (Ministry of Industry and Trade)			24,887			24,887
<b>Totals</b>	<b>600,000</b>	<b>1,690,694</b>	<b>1,695,615</b>	<b>1,250,000</b>	<b>1,052,904</b>	<b>6,289,213</b>

Source: Irish Aid's SUN financial management system

##### ► Vitamin A Sugar Fortification

Irish Aid's support for Vitamin A fortification of sugar has a clear and simple logic drawing upon international experiences and the fact that sugar, even if expensive for some, is very widely consumed. The mechanism by which the support was provided is also very clear and logical. Irish Aid funding has been channelled through UNICEF and in collaboration with the Illovo sugar company and the Ministry of Industry and Trade and Commerce (funding of Vitamin A testing equipment). The benefit of what has been supported is likely to be sustained. The vitamin A sugar fortification system is now installed and operational the Illovo sugar company has now undertaken to incorporate any ongoing costs into its own budgets. Legislation has been passed to ensure that all sugar produced for domestic consumption in Malawi is fortified with Vitamin A<sup>76</sup>.

Though the process of institutionalising the Vitamin A fortification of sugar was carefully and successfully negotiated and initiated, it is too early to be able to access the impact of this initiative on the nutrition status of Malawians, especially the poorest<sup>77</sup>. Nonetheless, the establishment of sugar fortification in Malawi has a high potential for a nation-wide impact and it is something for which Irish Aid deserves much credit. In addition, establishing a sustainable mechanism for Vitamin A supplementation is all the more important given the fact that the bi-annual Child Health Days (of which Vitamin A supplementation has been a feature) are no longer a regular event in many Districts. It is notable that the ability of the poorest to access the sugar could be made problematic by the fact that the sugar company packages the sugar in 1kg bags, a quantity that the poorest will not be able to buy. Furthermore, as poorer households tend to buy sugar in small quantities that have been repackaged in transparent plastic bags, it is possible that fortification levels might diminish as a result of this repackaging and exposure to light. However, though the benefit might be less than anticipated there is every indication that this initiative can be and will be sustained, not least in that it is an institutional solution which will last at no further cost to Government or donor partners.

<sup>76</sup> It is to be noted that Malawi is in the process of adoption of a new Nutrition Policy and that a micronutrient strategy is still in draft form awaiting Cabinet approval.

<sup>77</sup> In Zambia it took 10 years to see the nutritional benefit of a similar sugar fortification initiative

▶ **Supporting Community Managed Acute Malnutrition – World Food Programme**

Since 2011 Irish Aid has funded the World Food Programme (WFP) to support the Government of Malawi in the roll-out of Community Management of Acute Malnutrition (CMAM) in two districts (Dedza and Nkhata Bay). In collaboration with the Ministry of Health, the funding provides supplementary feeding to children and some adults (mostly lactating mothers). The programme has already been rolled out to 20 health centres and between three and four thousand individuals benefit annually.

The Irish Aid funding to WFP targets moderately malnourished children and focuses on the treatment of acute malnutrition using a Super Cereal (a blended food for the preparation of porridge). Research published by the American Journal of Clinical Nutrition shows that the newly adopted advanced corn-soya feeding formula (Super Cereal Plus) has a better rate of recovery from acute malnutrition than the fortified foods previously used. A cost benefit analysis found that the increased costs of procuring Super Cereal Plus were almost entirely offset by a reduced treatment period. It is not foreseeable that, in the near future, financial responsibility for the food items on which CMAM is based will be taken over by GoM. Regardless of whether or not this will happen, there is work to be done on a standardisation of how to integrate the promotion of nutritious/diversified diets into the regular CMAM programme.

Notwithstanding the benefits of the supplementary feeding programme and consistency with the CSP's focus on nutrition and reducing vulnerability, the delivery of the CMAM programme in Dedza and Nkhata Bay has little by way of direct linkages to other components of the CSP portfolio. Similar to a pilot being undertaken by WFP in other Districts in Malawi, consideration could be given to establishing further linkages with 'nutrition' work such as SUN/NECS (e.g. using the SUN/NECS materials in teaching sessions with the caretakers of children with acute malnutrition thereby taking the opportunity to use the CMAM work to convey SUN/NECS messages) and with nutrition-sensitive agricultural interventions, amongst others.

▶ **Scaling-Up-Nutrition and Supporting the Rolling Out the Nutrition Education and Communication Strategy**

The Irish Aid support for the *Scaling-Up-Nutrition* (SUN) movement and its support for the associated roll-out of the Government's *Nutrition Education and Communications Strategy* (NECS) have been fully in keeping with the national policy framework on nutrition. In promoting SUN Irish Aid has worked closely with DNHA which has championed the initiative across Government ministries, departments and agencies<sup>78</sup>.

Irish Aid's funding for NECS has been channelled through Concern Universal and undertaken in two Districts (Dedza and Balaka) and in collaboration with Government, both national and local, and with civil society. The Concern Universal activities focus on providing nutrition education complimented by cooking demonstrations within communities across the two Districts. Reported outputs include:

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<sup>78</sup> The recent move of the DNHA from the Office of the President and Cabinet to the Ministry of Health has resulted in the deferment of the next annual nutrition joint review and national SUN NECS learning forum. The move of the DNHA raises questions about where the nutrition agenda lies as a priority for Government.

- Train the Trainers programme: 34 core team members trained
- Frontline worker training for 1,094 people (target was 1,192)
- Training provided to 3,757 Community Leaders for Action on Nutrition (CLAN)
- 161 people given supervisor training
- 50 nurses and clinicians trained on new CMAM guidelines
- Measurement tools distributed: scales, height boards; village registers; booklets and other publicity material

While there is evidence of a drop in the stunting rate in both Dedza and Balaka<sup>79</sup>, it is too early to assess the contribution to reduced stunting of the SUN/NECS programme being implemented by Concern Universal in these Districts. Given the overall trend of a reduction of stunting in Malawi, in order to assess the results of the SUN/NECS programme in terms of behavioural change (feeding habits during the first 1,000 days) it would be very desirable to have representative baseline data which can then be compared with changes in behaviour (exclusive breastfeeding rates, minimum dietary diversity for children under two, attendance at under five clinics, etc.) for Districts which are more or less similar to Dedza and Balaka, but where the SUN/NECS roll-out has not yet taken place.

The decision to fund Concern Universal for the implementation of SUN/NECS in the Districts where Concern Universal already operates the food and nutrition security oriented LDSP was very logical. However, as the LDSP only covers one Extension Planning Area / Traditional Authority in each District and whereas the SUN/NECS is covering the full District, it would be good for Concern Universal to elaborate how the SUN/NECS programme builds on what is already established through the LDSP and how the work in relation to the SUN/NECs programme in the Traditional Authorities that are not covered by the LDSP connects with programmes and projects implemented by other agencies<sup>80</sup>. In addition, aside from the various trainings, the distribution of materials and the teaching of mothers about things such as appropriate child feeding and domestic hygiene, consideration deserves giving as to how to (further) integrate nutrition into sectors like agriculture (including, for example, scaling up the promotion of Orange Fleshed Sweet Potato in relation to tackling Vitamin A deficiency) and social cash transfers.

Complementary to the support for SUN and the NECS roll-out and consistent with the CSP's overarching focus on nutrition, Irish Aid has been instrumental in having a national micro-nutrient survey combined with the next Demographic and Health Survey. Agreement for this was negotiated in collaboration with the DNHA and with UNICEF. A first tranche of the Irish Aid support for the micronutrient survey was provided in 2014 and, depending on how successful and feasible this innovation proves to be, it is hoped that a micronutrient survey might become a component of subsequent Demographic and Health Surveys both in Malawi and more widely (if not in every round, at least every 10 years).

Irish Aid's strategic positioning of itself in relation to nutrition was instrumental in Malawi joining the SUN movement, thereby getting a commitment from Government, civil society, the UN agencies, donors, businesses and scientists to focus on reducing stunting and to act collectively in tackling the immediate and underlying causes of malnutrition. At the outset Irish Aid served as the SUN donor convenor (and again in 2015) and played a lead role in the donor coordination group on nutrition (DoNUTS). Coordination with the

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<sup>79</sup> LDSP Impact Evaluation Report, Mphiripili Consultants, 2014

<sup>80</sup> With indication of how nutrition activities within the LDSP now are framed and how they are linked with the work done under the SUN/NECS programme.

Department of Nutrition and HIV and AIDS (DNHA) and LUANAR College appears to be very good. The important role played by Irish Aid in promoting the nutrition agenda was repeatedly acknowledged by people interviewed as part of this evaluation.

▶ **LUANAR College (Bunda College) – Nutrition Capacity Building Training**

An Irish Aid commissioned study<sup>81</sup> indicated that the success of the roll-out of NECS/SUN would be greatly enhanced if nutrition-related training was provided to a large cohort of Government of Malawi staff country-wide. In response to this study, Irish Aid's decided to fund Bunda College (now called LUANAR) to provide the nutrition-related training for the roll-out of NECS/SUN.

The training provided by LUANAR has taken a multi-sectoral approach involving a wide range of stakeholders and aiming to bring about a shared understanding about how best to address critical nutrition-related issues such as stunting. The content of the trainings provided ranges from a basic introduction to SUN; to community mobilisation; to food production, processing and utilisation; to micronutrient nutrition; to household water and sanitation practices; to women's nutrition before during and after pregnancy; to breastfeeding and complementary feeding; and to management of acute malnutrition. LUANAR reports to Irish Aid show that between 2011 and 2014 more than 400 people have received training. These have come from all 28 Districts and have comprised people from Government, the private sector and NGOs. The selection of people for training was directly related to the roll out of SUN/NECS and included middle managers, the Training of Trainers, National and District SUN Core Teams, and relevant agencies with a nutrition remit, including the National Fortification Alliance, the Ministry of Health and the Consumer Association of Malawi. In relation to the capacity building on SUN/NECS, Irish Aid has been consistent on the issue of using standard training manuals and ensuring the quality of the training provided.

Irish Aid's partnership with LUANAR now focuses on consolidating the support to the Government's NECS capacity building efforts and to national efforts to monitor and advance food fortification. Particular emphasis is being given to the Scaling-Up Nutrition: 1000 Special days movement which aims at reducing under nutrition through the scaling up of high impact nutrition interventions, from pregnancy to 2 years of a child's life.

Due to high staff turn-over and the limited nutrition knowledge among trainees prior to the courses provided there is a need to maintain the structured capacity building efforts, possibly with complementary support from other donors such as the World Bank or the EU, both of which have substantial programmes focused on nutrition.

Overall, the funding of LUNAR has been very strategic, directly supportive in helping realise national policy objectives on nutrition, and very much in keeping with Irish Aid's focus on helping tackle malnutrition and chronic hunger in Malawi.

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<sup>81</sup> *Scaling Up Nutrition in Malawi- Gap Analysis Report* (2011)

## Summary Overview: Pillar 1B

Irish Aid's overall support for enhancing nutrition is strongly in keeping with the national policy framework. In providing its support, Irish Aid has taken a lead role on a number of important developments, not least the championing of the SUN movement and the collaboration with Government, UNICEF and the Illovo sugar company in relation to the Vitamin A sugar fortification, a discrete intervention with a high potential for sustainable nation-wide impact. Support under this sub-Pillar is strongly coherent with support under Pillar 1A.

Irish Aid's overall support for the nutrition agenda shows, for the most part, a strong collaborative character, choosing to work closely with a range of partners and taking a national-level perspective (e.g. support to DHNA in its efforts to champion SUN across Government and support to LUNAR for nutrition capacity building training) whilst also providing district level support (e.g. supporting Concern Universal to roll-out NECS in Dedza and Balaka Districts). However, support for CMAM appears to have little by way of direct linkages to other components of the CSP portfolio.

It is not possible to measure the full impact of Irish Aid's efforts in championing the nutrition agenda in Malawi and it is too early to assess the contribution of certain interventions such as the SUN/NECS programme being implemented by Concern Universal. However, it is clearly the case that Irish Aid was instrumental in Malawi joining the SUN movement, thereby getting a commitment from Government and a range of key actors to focus on reducing stunting and to act collectively in tackling the underlying causes of malnutrition. Irish Aid's policy position on nutrition was an important driver for the inclusion of the legumes' component under the FISP (Pillar 1A).

At a general level, Irish Aid should give consideration as to how nutrition can be firmly integrated/incorporated into the agriculture and resilience programmes supported by the CSP, including, for example, how nutrition-related initiatives might target social safety net beneficiaries.

## 4.2 Pillar 2: Households have increased resilience to poverty and to the adverse effects of climate change

**Table 10: Pillar 2 Partner Funding**

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals €
Social Cash Transfers Programme (UNICEF)	850,000	399,906	599,996	523,491	494,066	2,867,459
Humanitarian Response (UN World Food Programme)		540,000		1,200,000		1,740,000
Social Cash Transfers (Ministry of Gender and Social Supports)		10,000	903,551		776,415	1,689,966
Resilience Programme providing support to CSOs (ECRP) – Delegated Cooperation with DFID and Norway		220,000	470,000	450,000	400,000	1,540,000
Strategic Grain Reserve (Government of Malawi)			1,000,000			1,000,000
Humanitarian Funding – MVAC Emergency cash transfer response (Save the Children and partners)					1,000,000	1,000,000
Strengthening Community Disaster Resilience in Chikwawa (EAM)	141,377	140,000	120,000	271,048	270,000	942,425
Cookstoves - (Concern Universal - HQ Funding for cookstoves roll-out )				*200,000	*200,000	400,000
Cookstoves - Clioma Limited	73,410	96,922	103,537			273,869
TEG Cookstoves (Trinity College Dublin)				120,000	120,000	240,000
TEG Cookstoves (Trinity College Dublin)	*150,000					150,000
Biomass for Cookstoves (Total LandCare)					100,000	100,000
Malaria Prevention (Concern Universal)		74,916				74,916
National Cookstoves' Taskforce coordination (Renew 'N' able Malawi)					35,000	35,000
Disaster Prevention and Preparedness (UNDP)			25,000			25,000
<b>Totals</b>	<b>1,214,787</b>	<b>1,481,744</b>	<b>3,222,084</b>	<b>2,764,539</b>	<b>3,395,481</b>	<b>12,078,635</b>

\*From Headquarters budget

Source: Irish Aid's SUN financial management system

### ► Social Protection

Irish Aid support for Social Protection in Malawi is in line with the MGDS II goal to “improve resilience and quality of life for the poor to move them out of poverty and vulnerability”. Improving and scaling up Social Cash Transfer Programmes is identified as a key strategy of the MGDS II. Support for Social Cash Transfer (SCT) programmes is not a standalone strategy, but forms a key part of Malawi’s National Social Support Programme (NSSP) which also incorporates Public Works programmes, Village Savings and Loans schemes, and other social support instruments. Management responsibility for SCT in Malawi lies with Ministry of Gender, Children, Disability and Social Welfare (MGCDWSW), while Districts are responsible at an operational level.

Malawi's SCT programmes aim to support the poorest 10% of labour-constrained (approx 320,000 households to be in the SCT programme by 2016) and ultra-poor with regular cash transfers. SCT programmes are currently being implemented in nine districts, with seven more Districts expected to begin payments soon and a further two districts before the end of 2015, bringing the total number of districts implementing SCTs to eighteen. The German development assistance programme, KfW, supports social cash transfers in seven districts. The EU through KfW provides support for a further seven districts. The World Bank is supporting the roll-out in two districts and the Government is covering the cost of one district.

Irish Aid, through UNICEF, supports the Government's social protection programmes on two levels:

- Strengthening the supervisory and monitoring mechanism of the NSSP through technical assistance to Ministry of Finance and Economic Planning;
- Strengthening the capacity of the Directorate for Social Protection Services to manage the SCT Programme

Irish Aid support to building capacity at the MGCDWS has included funding, through UNICEF, for finance Technical Assistant (TA) as well as funding for vehicles and equipment. The finance TA provides support to strengthening financial systems in Districts with SCT programmes. This includes interacting with the banking service provider for the Balaka SCT, First Merchant Bank. Support was also provided for recruiting M&E, and ICT technical assistants, but the ministry encountered challenges in hiring suitable candidates. Irish Aid's technical input and level of engagement in relation to national social protection policy was given high praise by people interviewed as part of the evaluation.

In addition to the support provided through UNICEF, Irish Aid has worked closely with the Ministry of Gender (MGCDWS) in the planning for a new SCT programme in Balaka District, a District with a history of recurrent food shortages and one which was selected by Irish Aid in consultation with MGCDWS<sup>82</sup>. Whereas SCT programmes in Malawi have typically used a manual cash delivery mechanism, the Irish Aid-supported Balaka SCT has pioneered a District-wide "e-payment" system that involves collaboration between the communities, local authorities and a private bank<sup>83</sup>. Targeting the poorest households, mobile units of the First Merchant Bank (FMB) travel to a total of 58 pay points, some of which are quite remote, to distribute SCTs in a secure manner using beneficiaries' ATM card and PIN number combinations. The rationale for using an e-payment system is that it is time saving, more cost efficient, less open to human error and abuse, and more secure. To date, 8,533 households have been enrolled (the end of 2014 target was 8,300), and by February 2015 5,569 households had begun receiving payments.

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<sup>82</sup> The technical input from Irish Aid drew upon lessons from other Irish Aid partner countries.

<sup>83</sup> KfW and EU are supporting a pilot research programme implemented by Save the Children in parts of Machinga and Mchinji districts (with control groups) which uses an alternative "e-payment" system

### **Social Cash Transfer Targeting and Payments in Balaka**

Targeting is done both through an analysis of household data and through community-based targeting which results in the compilation of a list of the poorest 10% of labour-constrained households. The list is checked by a “social support committee”, and goes to the District level for validation.

The “e-payment” system involves setting up bank accounts and distributing ATM cards and pin numbers to beneficiaries. Mobile pay points (secure vehicles) arrive in designated villages. Community leaders are informed in advance of the payment date and the word is spread. Beneficiaries arrive with their card and special photo identification, which includes the photograph and details of a proxy who can also claim the SCT on the beneficiary’s behalf (for example, if the head of household is disabled or elderly). They then proceed to claim their SCT from the FMB representative. There is an account opening desk, a registration desk, and a customer service “complaints” desk.

The e-payments system appeared straightforward to use for beneficiaries. Feedback received was that pay points were relatively accessible to them. MGCDWS officials said that the model used under the IA/UNICEF collaboration, saves time, effort, and cuts down (but does not eliminate) risk.

Testimony from beneficiaries indicated that they used the modest amounts of cash to buy food and other basic necessities and to pay school fees. There was evidence that beneficiaries who received more than one month SCT at a time bought assets (livestock). Beneficiaries receiving a one month SCT payment said that they would mostly use it buy food. Many said that they would prefer a larger lump sum less frequently. Almost all beneficiaries reported having some agricultural land.

Evidence from the field on the benefit of the SCT programme appears to be very positive, but it is too early to assess broader impact. An impact evaluation is underway, the report of which is due in June 2015<sup>84</sup>.

Although poor households clearly benefit from the SCT programme, the actual payments seem to be quite small. The amounts paid are currently under review.

<b>Household size</b>	<b>Current amount in Kwacha per Month (EURO equivalent)</b>
One members	1,000 (€ 2.15)
Two members	1,500 (€ 3.23)
Three members	1,950 (€ 4.20)
Four members and above	2,400 (€ 5.16)
School bonus - Primary per child	300 (€0.65)
School bonus - Secondary per child	600 (€ 1.30)

<sup>84</sup> Led by the University of North Carolina in collaboration with the Centre for Social Research of the University of Malawi, according to UNICEF’s report: Institutionalisation of the Malawi National Social Support Policy and Programme and Support to Scale up of SCTP in Balaka district, September 2014.



The optimal periodicity of payments is not definitive. Respondents who were receiving more than one month's payment reported treating it as a *de facto* savings scheme, using the lump sum to buy productive assets. By contrast, respondents receiving one month at a time reported buying food or household consumables such as soap.

Overall, the support for Malawi's National Social Support Programme is clearly consistent with the CSP Pillar 2 objective of increased access to social supports for the poorest households. Furthermore, the Irish Aid supported SCT in Balaka should generate important evidence, as well as increased interest, in respect of developing and scaling up "e-payment" systems in other Districts.

There is potential for further linkages between the support for social cash transfers and other components of the CSP which share the objective of reduced vulnerability, and also with interventions linked to improving nutrition. Continuing national level engagement in relation to social supports, combined with its commitments to other resilience-related components of the CSP such as the Enhancing Community Resilience Programme (see below), puts Irish Aid in a good position to engage in dialogue in relation to a future national resilience approaches/programmes.

#### ► **Enhancing Community Resilience Programme**

The *Enhancing Community Resilience Programme* (ECRP) has the overarching aim of contributing to the reduction of extreme poverty and hunger in Malawi. In view of this objective the programme focuses on building household and community "resilience" and addressing vulnerabilities resulting from climate change by supporting a range of interventions in selected Traditional Authorities in 11 disaster prone Districts. The overall programme is implemented by two NGO consortia, one led by Concern Universal and the other led by Christian Aid. Additional ECRP support is provided to the Malawi Vulnerability Assessment Committee.

First conceived in 2010, the ECRP is jointly funded by DFID, Irish Aid and the Norwegian Embassy and is overseen by a Joint Resilience Team comprising representatives of the three funding partners. A technical agency leads the implementation of a Monitoring and Evaluation plan for the ECRP. Irish Aid's contributions to the programme are small relative to DFID and the Royal Norwegian Embassy, and are disbursed through DFID which, *de facto*, acts as the lead partner.

The range of interventions that have been supported by the ECRP include; the introduction of drought tolerant crops; promoting Village Savings and Loans schemes; promoting Conservation Agriculture; afforestation/agroforestry; the introduction of fuel efficient stoves; enhancing post-harvest crop management; irrigation and livestock; developing community-level early warning systems.

A 2014 mid-term evaluation of the first three years of the programme found that the overall design of the programme and its understanding of the local context remain valid and relevant, though the strength of the assumptions underlying the different interventions supported is variable<sup>85</sup>. All of the 11 target Districts regularly experience climate-related hazards such as drought, erratic rainfall and flooding with consequent negative impacts on food security and wellbeing.

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<sup>85</sup> *Enhancing Community Resilience Programme – Mid-Term Evaluation*, LTS International, UK, 2014

The programme has been operational in up to 2,100 villages in the target Districts. In aggregate terms, the reported achievements are extensive. The evidence from the mid-term evaluation shows a range of achievements, including:

- By the end of March 2014, more than 69,000 households had been reached. This represents a little over 73% of the target number of households for end of June 2014 and almost 100% of the targeted number beneficiaries.
- Village Savings and Loans (VSL) schemes (86% participation) and Conservation Agriculture (41% participation) are popular in that households derive a lot from them. The VSL schemes have a high uptake and a very good benefit-to-cost ratio enabling participants to purchase farm inputs and assets, finance enterprises, or to meet household needs.
- Targets for increases in real household income and in increases in the value of assets were exceeded by 30% and 92% respectively, though it is unlikely that achievements can be attributed solely to the ECRP programme.
- Whereas the adoption of climate smart farming practices was in line with, or above, targets, the use of low-carbon strategies such as cookstoves was 60% below target.
- Overall gender balance is good with women participants slightly exceeding that of men

Whereas many plans and procedures have been developed for responding to disasters at the Group Village Head and District levels, the evaluation found that implementation of Disaster Risk Reduction measures has been “variable”. In addition, the evaluation found that there is scope to strengthen linkages between the Malawi Vulnerability Assessment Committee and the ECRP supported activities in relation to Early Warning Systems and Disaster Risk reduction, more specifically, how the capacity building of Civil Protection Committees and of local authorities with responsibility for disaster risk management might contribute to the work of the MVAC<sup>86</sup>.

In terms of efficiency, the mid-term evaluation concludes, based on an economic analysis, that there was reasonable value-for-money taking account of the fact that variations in unit costs can be expected to occur depending on things such as timing and location. In terms of sustainability, the mid-term evaluation identified potential challenges for maintaining long-term seed supply, the capacity of Government to provide associated training and extension services, and the role of the private sector in relation to the supply of low carbon emissions’ technologies.

► **Evangelical Association of Malawi**

Irish Aid has supported the Evangelical Association of Malawi (EAM)<sup>87</sup> to implement the *Strengthening Community Disaster Resilience* (SCDR) project, 2011-2015<sup>88</sup>. Operational in selected areas of Chikwawa District, the SCDR project’s purpose is to increase resilience of 3,000 households in 60 villages to the impact of natural disasters and effects of climate change living in disaster prone areas by reducing household poverty and food insecurity.

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<sup>86</sup> *Enhancing Community Resilience Programme – Mid-Term Evaluation*, LTS International, UK, 2014, p 13

<sup>87</sup> An umbrella organization for evangelical churches, Christian organizations and individuals in Malawi

<sup>88</sup> Previous Irish Aid funding had been provided for a similar EAM project, 2010/2011

The SCDR implementation has involved supporting activities in relation to food security, livelihood diversification and integration of Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) strategies into local developmental planning. The project gave emphasis to improving the District and community level structures to prepare, respond and mitigate the effects of disasters while ensuring the mainstreaming of crosscutting issues of gender and HIV & AIDS. The five result areas for the project are:

1. Increased and diversified agricultural production through sustainable production leading to diversified diets
2. Increased community capacity to sustainably manage natural resources and mitigate the impacts of climate change
3. Increased capacity of districts, sub districts and communities to prepare to and respond to disasters
4. Improved coordination and increased coordination and learning amongst stakeholders at national, district and community level on climate change adaptation and disaster risk reduction
5. Diversified economic base of targeted households

In 2014 a midterm review (MTR) was conducted of the SCDR. Though frankly highlighting a number of weaknesses, the MTR concluded that the programme is on track to achieving the intended impact. Based upon a sample of 400 households, reported achievements include<sup>89</sup>:

- Number of households with adequate food during the entire critical months increased from 7.2% at baseline (2011) to 26% at MTR representing a 180% increase.
- 31% reported that their food now lasts between seven to nine months as compared to 27% at baseline.
- Increase in the annual income of the targeted households from Mk24,529 at baseline to Mk41,298 at MTR, an increase of 68%
- 71% are involved in village saving and loans groups

The MTR results also showed a clear improvement in the food security status of the targeted households with a significant reduction on the number of food insecure households. 42.8% of the households reported that their food lasts six months after harvest compared to only 22.7% at baseline.

In terms of agricultural practices, 30% are involved in Conservation Agriculture, 14% in agro-forestry, 29% on soil and water conservation practices (Contour ridging and vetiver hedge rows), 36% in Irrigation farming (28% through use of a treadle pump), 49% in livestock farming. However the MTR expressed the concern that despite the positive progress having been made, the area under Conservation Agriculture is on the low side and there is a need for the project to move away from demonstration plots. The MTR further observes that agricultural practice adoption rates and coverage is on the lower side for the programme to make an effective impact.

Shortcomings were identified in relation to: the livestock component; non-functioning seed banks and the associated implications for sustainability; weaknesses in the targeting of beneficiaries; and a weak M&E system.

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<sup>89</sup> Cf. *Mid-Term Evaluation of EAM SCDR Programme*, G&M Management Associates, Mzuzu, 2014

Similar to the ECRP, the SCDR design, purpose and strategy is very relevant given the fact that Chikwawa District is very susceptible to climate-related crises. The project targets 3,000 households in selected areas of Chikwawa. Based upon project reports the number of people reported to be benefiting appears to be quite modest. The overall 4-year programme budget is given as €450,000. In the 3 years, 2012-2014, Irish Aid funding amounted to more than €660,000. Based from the same offices in Chikwawa, but focusing on different sections of communities, EAM implements an ECRP funded project undertaking similar activities and having common objectives.

► **Support for Fuel Efficient Cookstoves**

**Table 11: Cookstoves Partner Funding**

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals €
Cookstoves - (Concern Universal /National Cookstoves' Taskforce - HQ Funding for cookstoves roll-out )				*200,000	*200,000	400,000
Cookstoves - Clioma Limited	73,410	96,922	103,537			273,869
TEG Cookstoves (Trinity College Dublin)				120,000	120,000	240,000
TEG Cookstoves (Trinity College Dublin)	*150,000					150,000
Biomass for Cookstoves (Total LandCare)					100,000	100,000
National Cookstoves' Taskforce coordination (Renew 'N' able Malawi)					35,000	35,000
<b>Totals</b>	<b>223,410</b>	<b>96,922</b>	<b>103,537</b>	<b>320,000</b>	<b>455,000</b>	<b>1,198,869</b>

\*From Headquarters budget

Source: Irish Aid's SUN financial management system

Though not mentioned in the original CSP and only briefly referred to in the 2012 mid-term review, over the life of the CSP Irish Aid gave increasing support (inclusive of HQ funding) for the promotion of fuel efficient cookstoves. This support was provided in view of helping reduce the vulnerability of the poorest households to the effects of climate change and environmental degradation. In addition to funding for specific cookstoves-related projects, support for cookstoves was provided within the Irish Aid funding given to Concern Universal's LDSP, the ECRP and the EAM.

○ *The  $\mu$ Power Stove Generator*

Between late 2010 and mid 2013 Trinity College Dublin (TCD) and Concern Universal collaborated in a project to develop a thermoelectric generator (TEG) stove which converts a small portion of heat from a particular type of fuel efficient stove (the Chitetezo MBAULA stove) to provide energy for things such as lighting and phone charging. Funding for this research project was provided by Irish Aid Headquarters (from the then, *Thematic Sectors and Special Programmes* section). However, given the existing stove partnership between Irish Aid and Concern Universal, the Malawi country programme served as a channel for the HQ funding. The TCD and Concern Universal teams report that the TEG-Stove system provides adequate electrical service for low power applications such as mobile phone charging and low-power LED lighting. It is also reported that the

TEG is valued by the field trial participants in the sense that it does not seem to cross any unforeseen cultural lines, is simple to use and was in fact used for the intended design purpose and provides highly desirable electrical energy services that villagers have either no access to or are expensive to access.

- *Improved Resilience through Improved Cooking Practices Project*

In parallel to the funding provided for the TEG project, Irish Aid Malawi funded the *Improved Resilience through Improved Cooking Practices Project* (IRTICP) implemented by Clioma Limited in close collaboration with Concern Universal. The IRTICP was implemented over a period of three years from December 2010 to October 2013 in the two Traditional Authorities (TAs) where the Local Development Support Programme (LDSP) is being implemented by Concern Universal (also with funding from the Irish Aid). The project promoted production and adoption of the Chitetezo MBAULA cookstove (CM), including the generation of revenue from verified emissions' reductions. An end-of-project evaluation found that in the surveyed population there was high awareness of the CM stove, though the adoption rate was a little over 50% of the target of 20,000 cookstoves. Reasons for adoption included fuel wood saving and less smoke; reasons for not adopting included lack of money to buy the stoves. 57% of respondents reported problems with the quality and durability of the stoves produced. Managing both the production and marketing aspects of the stove value chain was a big challenge for the stove production groups. The total programme budget was €273,870 and a little over 10,000 stoves were adopted. This translates into nearly €27 per stove excluding costs borne by LDSP funding<sup>90</sup>.

- *Development of TEG- Stoves in Rural Off the Grid Malawi*

The reported success of the original thermo electric generator project which ended in 2013 was immediately followed by a new project with the stated objective of contributing to the eradication of energy poverty of poor rural people in Malawi by improving access to stoves fitted with thermo-electric generators. To run between August 2013 and January 2016 in selected villages in Thyolo District, the overarching objective of this research is to develop a thermoelectric generator system that can be retrofitted onto the CM cookstove and generate enough electricity for evening lighting and daily phone charging if necessary. Specifically, the new project will involve up to 100 households and train four local entrepreneurs in the assembly and maintenance of the TEGs and other small scale electronics. In addition, the project will assess the viability of a large scale roll-out of the generator stoves as commercially available products. Unlike the initial TEG project this new TEG project is being funded by Irish Aid from the Malawi country programme budget, reflective of the recent policy related work by Irish Aid in relation to a role for the wider energy sector in contributing to building resilience. Whereas it is too early to assess the TEG project's achievements, the work to develop the TEG is clearly useful in highlighting the potentials of the next generation of stoves to meet certain household energy needs, especially the energy needs of poorer households and the 80 percent of households countrywide who are going to remain off the national grid for a long time to come.

- *Support to the National Cookstove Taskforce*

In 2012 the National Cookstoves Taskforce (NCT) was set up to coordinate efforts to promote fuel efficient clean cookstoves and to advance a national objective of having cookstoves adopted by 2 million households by the year 2020. In support of the objectives of the NCT the *Accelerated Uptake of Improved Cookstoves Programme* (AUICP) ran from January 2013 to September 2014. Implementation was contracted to Concern

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<sup>90</sup> WES Management, evaluation of the IRTISP, 2013

Universal and funded by Irish Aid (funds provided from HQ and managed by Irish Aid Malawi). Overseen by the NCT, this national programme focused on:

1. The development and enforcement of stove standards and the strengthening of the policy framework and of Government capacity to drive delivery of the 2020 commitment of 2 million stoves
2. Enhancing networking in relation to improved clean cookstoves through strengthening a national fuel efficient clean cookstove network named MBAULA (RENAMA<sup>91</sup> hosted the Secretariat)
3. Increasing adoption of clean and improved cookstoves through a series of innovative pilot projects with the potential for scale-up

Key outputs/achievements of the AUICP include:

- Development of a *National Cookstoves Adoption Roadmap to 2020*
- Training of 298 Government and civil society partner staff in relation to cookstove production and marketing
- Ongoing development of stove standards (ISO 285)
- Development of the MBAULA network, enabling it to facilitate and drive the overall development of the cookstove sector in Malawi down to the community level
- Support to six pilot projects for the production, marketing and dissemination of cookstoves (15,446 stoves produced and 15,019 disseminated as against the target of 18,000)
- *Enhancing the Scale-up of Improved Cookstoves and Accessibility to Carbon Financing*

By way of a direct follow on to the AUICP, Irish Aid has undertaken to fund a new project to help advance the NCT's target of having 2 million cookstoves adopted in Malawi by 2020. Developed by Concern Universal and implemented by Concern Universal in partnership with the NCT, this project includes actions in relation to securing carbon financing (seeking to generate revenue from verified emissions' reductions) and through the Irish Aid funded Social Cash Transfer programme in Balaka District. The work in Balaka will link the most vulnerable people in the District to a voucher system that gives them access to a fuel efficient cookstove. In addition to benefiting the poorest households in Balaka, it is expected that this will act as a pilot marketing intervention for cookstove production and distribution. Concern Universal's *Sustainable Energy Management Unit* will provide technical support to the project and to local and national stakeholders involved in sustainable energy projects and those wishing to benefit from carbon credits. The agreement to fund the project was made between Concern Universal and Irish Aid Malawi, though the initial funding of €200,000 came from Irish Aid HQ.

- *Pilot Assessment to Develop a Sustainable Village Model for Producing, Transporting and Marketing Biomass for Lilongwe City*

Commencing in 2015, Irish Aid has provided the initial funding (€100,000) for a project to pilot the production of sustainable biomass to meet the fuel wood needs of Lilongwe. The project will include promotion of the use of the high efficiency stoves, especially the TR stove (the TLC Rocket Stove). It is anticipated that the project will succeed in expanding the adoption of fuel efficient stoves; retard the escalating demands for firewood and charcoal; establish sustainable supplies of firewood; reduce carbon emissions; and provide an opportunity to

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<sup>91</sup> Renew 'N' able Malawi (RENAMA)

benefit from carbon credits. The project has been developed by a member of the private sector organisation *Total LandCare* which is a member of the MBAULA national cookstoves' network.

Overall, support for cookstoves has grown organically and involving a range of actors – multiple Government ministries and departments, International NGOs, National NGOs, Civil Society Organisations, other donors, the private sector and academia in Ireland. In the case of the latter, it is not clear how this might contribute to the overall thrust of Irish Aid's support to the National Cookstoves Taskforce and its 2020 targets.

▶ **Crisis Response**

The CSP has included a measure of flexibility that allows Irish Aid respond to crisis related needs. Such responses have been informed by the annual Malawi Vulnerability Assessment Committee (MVAC) report and coordinated by the Department of Disaster Management Affairs (DoDMA) and have included contributions (2012) for the replenishment of Malawi's Strategic Grain Reserve (SGR) managed by the National Food Reserve Agency. Government officials observed positively that Irish Aid contributions to the SGR went beyond writing a cheque to dialogue on issues such; as moving away from an annual humanitarian response to a national resilience programme; the procurement of grain; and the transparency around decision-making in the use of the grain and subsequent reporting. Complimentary of the support to the SGR, there were contributions (2011 and 2013) to the World Food Programme (WFP) in its responses to food crises and a contribution (2014) to a consortium of International NGOs to help provide emergency cash transfers to vulnerable families experiencing acute food shortages.

## Summary Overview: Pillar 2

The supports provided under this Pillar have a very clear pro-poor focus and are complementary of each other and of supports provided under Pillar 1. Social Cash Transfer programmes are a key strategy arising from the MGDS II and are part of Malawi's National Social Support Programme. Building household resilience is very relevant given high levels of poverty and the fact that certain Districts are particularly susceptible to suffering the adverse effects of climate change.

The Irish Aid support for SCTs has been undertaken in a collaborative way and involving the Ministry of Gender, UNICEF and local authorities. In addition to benefiting the poorest households, the innovative approach of the Balaka SCT programme has influenced others to use an e-payment system which offers efficiency, security and ease of use.

The *Enhancing Community Resilience Programme* (ECRP) and EAM's *Strengthening Community Disaster Resilience* (SCDR) project essentially share the same overarching objective of contributing to the reduction of extreme poverty and hunger in Malawi. Recent evaluations of both programmes are, by and large, very positive about progress being made. The ECRP offers a single coordinated mechanism through which a range of organisations can be supported.

Irish Aid's support for the promotion of fuel efficient clean cookstoves is multifaceted and has evolved over the life of the CSP with funding from Headquarters as well as from the country programme itself. An overview of all of Irish Aid's supports for cookstoves gives a somewhat complex picture involving a wide range of actors. In view of helping ensure that there is a connectedness to the various strands of Irish Aid's support associated with the promotion of cookstoves it would benefit future Irish Aid decision-making if it had an overarching position paper or sub-strategy for this area of support (or, more broadly, a sub-strategy for the energy sector).

Across the various supports provided under Pillar 2 Irish Aid has evidently been much involved in relevant coordination mechanisms, supporting Government-led policy making in relation to fuel efficient cookstoves, and advocating for greater cohesion nationally in relation to resilience programming, including issues in relation to the procurement for the Strategic Grain Reserve and transparency around decision-making in the use of the grain.

Though the different components of the Pillar 2 are mutually complimentary, the way they might add value to each other is not as evident as in the case of Pillar 1. The direct support to the work of the EAM in Chikwawa District appears to run in parallel with the support provided through the ECRP. Added value can be seen in the work related to the promotion of cookstoves and the different objectives of the Social Cash Transfer programme in Balaka and the resilience building work of the ECRP and EAM. However, to date, the adding of value in the case of cookstoves might have been more opportunistic rather than pre-planned. In addition, the resilience-related work of Pillar 2B appears to have little direct relationship with the resilience-related work of Pillar 1A (the agroforestry work through ICRAF and the conservation agriculture work through NASFAM).



### 4.3 Pillar 3: Expected Outcome: Improved enabling governance environment promotes accountability and inclusive growth

**Table 12: Pillar 3 Partner Funding**

Area of Support (Lead Partner)	2010 €	2011 €	2012 €	2013 €	2014 €	Totals €
Tilitonse (Pooled funding to CSOs)		530,000	400,000	400,000	820,000	2,150,000
Joint Capacity Development Programme for Local Government (Ministry of Local Government)	350,000	700,000	350,000	160,000	250,000	1,810,000
Election Trust Fund (UNDP Contributions)				1,000,000	250,000	1,250,000
Anti Corruption Bureau	250,000		250,000	260,000	150,000	910,000
PFM Multi Donor Trust Fund – (World Bank)				500,000	185,000	685,000
Democratic Consolidation Programme (UNDP)			200,000	200,000	200,000	600,000
One UN (UNDP)	50,000	100,000	100,000	100,000	100,000	450,000
Public Service Charter (Danish Institute for Human Rights)	350,000					350,000
Democratic Governance Strategy (UNDP with Ministry of Justice)	170,115				100,000	270,115
Integrated Rural Development Programme (UNDP)	229,885					229,885
Catholic Commission for Justice and Peace (CCJP)	130,000		85,000			215,000
Malawi Human Rights Commission (MHRC)				50,000		50,000
Regional and Africa Strategy (UNDP)					50,000	50,000
Malawi Economic justice Network (MEJN)		40,518				40,518
UN Women				15,000		15,000
<b>Totals</b>	<b>1,530,000</b>	<b>1,370,518</b>	<b>1,385,000</b>	<b>2,685,000</b>	<b>1,855,000</b>	<b>8,825,518</b>

Source: Irish Aid's SUN financial management system

#### ► Tilitonse

Tilitonse is a multi-donor pooled grant making programme set up by DFID, the Royal Norwegian Embassy and Irish Aid with the stated purpose of supporting more accountable, responsive and inclusive governance in Malawi through grants to projects led by civil society and other local organisations. The fund was initiated in November 2011 and is due to run until October 2015.

At the time of Tilitonse's establishment, there was a widely held view that restrictions on civil society and media were increasing. International rankings on governance and press freedom reflect this, showing evidence of a clear need for improved governance in Malawi. The Norwegian Embassy had an additional motivation in funding Tilitonse, in their wish to experiment with moving away from "North-based" models.

The expected impact of the Tilitonse programme as laid out in its theory of change<sup>92</sup> is: “Governance in Malawi is increasingly inclusive, accountable and responsive to citizens”. This is aligned with Irish Aid’s intended outcome of the CSP’s governance pillar. Insofar as governance is a cross-cutting theme which affects other pillars of the CSP, connections can be made between the work of the Tilitonse Fund and other elements of the CSP. There are strong similarities between the objectives of Tilitonse and the Government led Democratic Consolidation Programme, another programme co-funded by both Irish Aid and the Norwegian Embassy through UNDP.

Tilitonse is run by a UK-based management agent, with a Lilongwe-based secretariat which carries out operations. The programme is overseen by a Board that comprises representatives of the three bilateral donors (EU were initially also involved but withdrew in 2013) and four Malawian members<sup>93</sup>. There are three sub-committees (Grants; Research and M & E; and Audit). There was significant investment in terms of time in establishing these structures and related due diligence. There are economies of scale made possible through joint funding. The structure, while creating a distance between Irish Aid and activity on the ground, provides efficiencies in that there is a single reporting mechanism to multiple donors, as well as involving local stakeholders in the decision making and oversight process.

Tilitonse is, as of February 2015, funding 73 grantees involving approvals of nearly £7.8million<sup>94</sup>. In 2014 Tilitonse began funding Community Based Organisations with grants of between £10,000 and £20,000. The Tilitonse mid-term review (MTR) reports that while performance of individual grantees varies, it does demonstrate solid achievements at the following aggregate output levels<sup>95</sup>, for examples, increased capability of CSOs to enable citizens, particularly poor and excluded groups, to claim rights; improved access to information on rights, entitlements and responsibilities particularly for poor and excluded citizens; strengthened monitoring by Malawian organisations of policy and budget commitments, service delivery and public resource management; and improved engagement of Malawian organisations in influencing policies, strategies and resource allocations at local and national levels.

Given the challenges that can be involved in measuring the impact of governance-related interventions it is too early in the programme to see evidence of significant impact of the programme. The Tilitonse secretariat reported that the independent evaluation agent, ITAD, participates in the Monitoring and Evaluation sub-committee and that efforts are underway to develop and use shared indicators to help enable a systematic approach to the assessment of performance.

There are ongoing discussions with regard to the future structure of Tilitonse and its sustainability, and there is evidence that the first phase of the programme cycle, which comes to an end in October 2015, is generating lessons learned on both the structure and processes of Tilitonse which will be valuable to both current and potential donors.

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<sup>92</sup> <http://tilitonsfund.org/wp-content/uploads/2013/03/TILITONSE-THEORY-OF-CHANGE.pdf>

<sup>93</sup> The Malawian board members, two men and two women, are distinguished senior figures from law, academia and civil society. <http://tilitonsfund.org/tilitonse-structure/board-members/>

<sup>94</sup> Tilitonse annual reports and Tilitonse website

<sup>95</sup> Tilitonse Civil Society Governance Fund – Malawi *Mid – Term Review, March and April 2014*, p.39

► **Joint Capacity Development Programme for Local Governance (JCDPLG)**

Irish Aid's support for a first phase of the Joint Capacity Development Programme for Local Governance (JCDPLG) commenced in 2010. Up until that time the programme was being funded by GIZ (German bilateral cooperation). A second phase of the programme started in October 2011 and is due to run until August 2015 with a total budget of €1,750,000. This follow-on phase is being funded by Irish Aid, with GIZ having discontinued its support. Irish Aid's decision to support the programme was partly informed by the 2009 Concern Universal research paper on 'vulnerabilities' in Malawi which looked at their changing nature and appropriate responses, and identified roles for NGOs and Local Government, and a need to strengthen their functioning.

The overall objective of the JCDPLG is to strengthen financial management in Local Authorities. Activities have primarily focused on the areas of; Recruitment and deployment of Financial Analysts to local authorities; Training of the Financial Analysts and some existing staff from the finance directorate of the local governments; Procurement of equipment for use by Councils; and Monitoring and Evaluation.

Aligned with the Governance thematic area of the MGDS-2, the JCDPLG is complimentary of national level Public Financial Management reform, and is consistent with Government policy, not least the 1998 decentralisation policy whose implementation has gained little traction thus far. The JCDPLG is also consistent with the priority given by Irish Aid to enhancing the quality of governance and is consistent with Irish Aid's policy in relation to local development. The programme covers all 30 local governments of the country and is implemented by the Ministry of Local Government and Rural Development. Oversight of the programme is through a steering committee which includes representatives from the National Local Government Finance Committee (NLGFC), the Department of Human Resource Management and Development (DHRMD), the National Audit Office, the Accountant General and the Local Governments themselves.

In terms of outputs to date, 30 financial analysts were recruited and deployed, one to each district in 2010/11, with Irish Aid funding covering initial costs. Over time, and as agreed with Government, their costs were absorbed into the public service payroll and by 2012 were fully integrated into the local government system by 2012. At the time of the evaluation there were twenty eight analysts still employed and promoted using public service grading to Chief Accountant level.

Since 2008 the IFMIS software in use at Local Government level in Malawi is Serenic Navigator. The JCDPLG programme has facilitated the purchase of equipment and further training for staff in the use of this IFMIS system.

Based upon progress reports reviewed and on meetings with different stakeholders during the evaluation, the programme appears to have facilitated significant improvements in relation to the use of the IFMIS, particularly in relation to the quality of financial reporting<sup>96</sup>. Strengthened financial management (staffing and systems) has contributed to a reduction in the backlog of external audit work at district level as financial statements are more up to date and provide a trail on income and expenditure which allows for audits to be carried out. Progress reports also draw attention to a need for orientation and training of Councillors at Local Government level particularly on financial management and their roles more generally. The strengthening of

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<sup>96</sup> JCDPLG Progress report September 2012 to August 2013

financial management systems and reporting can be expected to contribute to the better delivery of social supports and public services, though this cannot be demonstrated in an absolute sense.

The overall benefit of the programme is very much dependent on external factors, such as public sector reform, political will, and decentralisation, the pace of which is disappointing when compared to the progress that has been made by the JCDPLG in strengthening financial management structures at the District level. There is a risk to the sustainability of what has been achieved if continued support, including training and monitoring, is not maintained. Though the JCDPLG has been effective in strengthening local government capacities and systems, the longer term sustainability of the work to strengthen Public Financial Management (PFM) at local level very much depends on the implementation of national PFM reform and local governance reforms and the associated strategies.

► **Anti Corruption Bureau - ACB**

In an effort to improve service delivery to the beneficiaries of the FISP programmes Irish Aid partnered with the ACB in 2009 to reduce incidences of corruption and abuse in the delivery of farm inputs across the country. This is fully aligned with the Anti Corruption Bureau Strategy and the MGDS. Funding continued throughout the period of the CSP and included funding for awareness-raising through training and workshops to increase levels of awareness on corruption and thereby improve reporting of cases. Funding also covered the implementation of monitoring and surveillance activities, and latterly (2013/14) funding supported the prosecution component of ACB's work. Irish Aid funding in 2013/14 was directed towards the costs involved in working to reduce the backlog of prosecutions<sup>97</sup>

ACB progress reports indicate that many trainings and workshops took place as per work plans, and that the monitoring of the FISP was ongoing. A 2011 evaluation of the programme organised and managed by the ACB and conducted by Salephera Consulting Ltd concludes that the programme reached out to many people through rallies, meetings and media campaigns. However, it points out that the sustainability of these efforts is heavily dependent on donor support. The surveillance work within FISP was said in the report to have resulted in a revision of processes and practices with regard to distribution aimed at streamlining operations, and the programme provided for training in this area. Another success mentioned in the report of ACB's FISP-related work was the identification of individuals misappropriating coupons and their subsequent arrest and prosecution. The evaluation reported that this had a deterring effect even if corruption remains a key challenge for implementation. However, the numbers of successful prosecutions remains very low.

Given that Irish Aid's support to FISP is now channelled through the ASWAp, it can be anticipated that support for the monitoring and policing of the FISP would be provided through the ASWAp mechanism. Irish Aid would then need to consider whether they want to continue to provide support to the ACB in keeping with its mandate to address corruption within Government programmes (FISP or otherwise), notwithstanding the continuing value in having another state institution contributing to the monitoring of the FISP's implementation.

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<sup>97</sup> ACP progress report 2013/14

▶ **Multi Donor Trust Fund - Public Finance and Economic Management reform Program - MDTF-PFM**

A number of reforms related to public financial management (PFM) were brought together under a unified Public Financial and Economic Management Reform Program (PFEMRP) since 2011. The PFEMRP is aimed at improving the Government of Malawi's financial reporting and oversight. Led by the Government of Malawi the implementation of this broad based reform programme is being funded by Development Partners (DPs) some of which through a Multi Donor Trust Fund and administered by the World Bank<sup>98</sup> (Irish Aid signed the MDTF in 2013). The program components supported by the MDTF focus on thematic areas in relation to PFM. The first project which commenced in 2013 is focused on financial reporting and internal and external oversight.

Support for improved public financial management is consistent with the economic governance sub-theme of the MGDS. Irish Aid's support for the PFM programme is complimentary of the support to the Joint Capacity Development Programme for Local Government and, overall, is strongly consistent with the stated objective of the CSP's Governance Pillar. In addition, as Irish Aid uses some aspects of Malawi's PFM systems, such as internal and external oversight, progress in strengthening these areas is of high importance.

Programme progress on strengthening Internal Audit is noted as satisfactory and on external audit as moderately satisfactory<sup>99</sup>. 100 internal audit staff were trained and four pilot internal audits were conducted under consultants' supervision. There was a recommendation that supervision be extended to more staff in view of ensuring long term sustainability. Plans are in place for training in IT audit and the piloting of internal audits on IFMIS. This is timely given the recent breach in the security of the Government's IFMIS (the so-called "Cashgate scandal"). In relation to external audit, some areas of training have included performance auditing and training with the Public Accounts Committee members on the analysis of accounts.

Progress on accounting and financial management was rated as moderately satisfactory as there have been ongoing discussions since Cashgate regarding the use of IFMIS (EPICOR). Subsequent to the evaluation field visit the Government decided to acquire a new platform for IFMIS to replace EPICOR.

A new Irish Aid CSP needs to consider the project management of this programme and the political will to take important matters forward. It is an important programme and the success of the Joint Capacity Development Programme for Local Government depends on this from the national systems perspective. It would appear to need better project management (jointly from donors and Government).

▶ **Democratic Consolidation Programme**

The current Democratic Consolidation Programme (DCP) that is being co-funded by Irish Aid is a fourth phase (2012-2016) of a Government-led programme that dates back to 1997. Through training, capacity building and awareness-raising, the programme is focused on providing communities with knowledge and skills to demand from duty bearers, governmental and non-governmental alike, compliance with governance and human rights principles. Though the origins of the DCP pre-date the MGDS, the objectives of the DCP are very relevant to at

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<sup>98</sup> European Union (EU), United Kingdom's Department for International Development, Norwegian Government, Irish Aid and German Development Agency

<sup>99</sup> MDTF progress report as of September 30, 2014 - PFEMRP

least two of the six thematic areas of the MGDS-2<sup>100</sup> and very relevant to the CSP's focus on reducing vulnerability.

The DCP's training and awareness raising activities use customised training manuals. Training topics include: good governance; the right to development; fair trade; and labour and consumer rights. The trainings provided by the DCP use a participatory adult learning methodology that has similarities with the well established and effective, Training for Transformation<sup>101</sup>. In addition to the provision of training and support to community-based advocacy groups (Community Rights' Committees), the DCP supports media projects (radio and print) and provides some free paralegal services at district level. These paralegal services are reported as targeting the most vulnerable, women and children<sup>102</sup>. Planned to operate in all Districts, the programme is currently operating in 19 Districts. The current DCP phase 4 has four output areas (unchanged from DCP-III):

1. At least 70% of Group Villages in 28 districts effectively demanding progressive accessibility and acceptability of basic social service, basic services, and good governance, especially for women, children, and people with disabilities
2. At least 70% of Group Villages in 28 districts demanding fair labour practices, especially for women and the youth, and markets and consumer protection
3. Community members facilitating voter education for the right to development and good governance, particularly for progressing the potential of women and children
4. Effective and efficient management, partnership, and evaluation and monitoring of the programme

The programme is managed by a Programme Management Office in the Office of the President and Cabinet and overseen by a Programme Steering Committee (PSC) with additional support provided by UNDP through which the programme's bilateral donor funding is channelled. Implementation of the programme at community level is undertaken by 15 sub-contracted civil society organisations. Up until 2011, the Royal Norwegian Embassy was the core donor funder of the DCP.

An evaluation of Phase 3 of the DCP was conducted in 2011 and was broadly very positive in its conclusions. It found that most activities under outputs 1, 2 and 4 were implemented as planned, though activities under output 3 were found to be least effective. The evaluation went on to note a strong gender dimension to the programme, with gender equality emerging as an issue high on the agenda of many of the participating communities, and with women featuring prominently in the organisation of Village Rights' Committees/Community Rights' Committees.

Progress reports for 2012-2014 give much detail about numbers of trainings, activities undertaken and different types of rights-related issues pursued, issues such as: demanding labour rights and challenging exploitative trade practices; Demanding transparency and accountability in administration of safety nets programmes; Demanding the provision of much needed infrastructure such as school sanitation facilities, especially for vulnerable groups like the girl child; and Ensuring the inclusion of vulnerable groups to benefit from various social safety net programmes. Performance is self assessed against indicators and targets. Nearly

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<sup>100</sup> Social support and governance

<sup>101</sup> Training for Transformation, Hope, A. and Timmel, S., 1984

<sup>102</sup> DCP progress report, 2014

all of the indicators are at the output level and the reported performance against targets (numbers of activities/actions) is quite positive overall.

▶ **Democratic Governance Sector Strategy**

Democratic Governance Sector Strategy (DGSS) seeks to facilitate a coordinated approach to the implementation of governance-related interventions in Malawi. This coordination focuses on 19 institutions of State and some non-state actors such as the Malawi Law Society.

Led by the Ministry of Justice and Constitutional Affairs (MJCA) the work on developing the DGSS was undertaken between 2008 and 2011. After several delays, the strategy was eventually approved in December 2013. Irish Aid contributed to the strategy development process with funds<sup>103</sup> that had originally been intended to support the local elections of 2011, elections which didn't take place. Though the mid-term review in 2012 indicated an intention to cease support for the DGSS by 2014, in 2014 Irish Aid provided further support for the implementation of the strategy whose implementation continues to be led by MJCA and funded through UNDP.

Under a 4-year UNDP project<sup>104</sup>, support for taking forward the implementation of the DGSS is only now getting underway. The programme is described in very broad terms and it is very ambitious in seeking to coordinate a very diverse range of institutions whose activities may have few inter-linkages, and in seeking to do this in a sector that doesn't easily permit the measuring of performance.

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<sup>103</sup> Disbursed to a UNDP elections' trust fund

<sup>104</sup> "Support to Democratic Governance Sector, 2013-2016", June 2013

### Summary Overview: Pillar 3

The strengthening of governance structures features in various ways across the whole of the CSP (strongly seen in resilience work of Pillar 2). Under Pillar 3 empowering citizens has primarily been approached through the supports provided by Tilitonse and the Democratic Consolidation Programme (DCP), whereas the strengthening of Government systems for improved delivery of public services and improved accountability has primarily been approached through support for the Joint Capacity Development Programme for Local Governance (JCDPLG) and the multi-donor trust fund for strengthening public financial management (PFM). Support for better governance is fully in keeping with Government of Malawi and Irish Aid policies and is very relevant in that good governance will be critical for sustainable national development and poverty reduction in Malawi.

The overarching objectives of Tilitonse and the DCP are very similar in that both have a focus on citizens demanding that governance in Malawi be more inclusive, accountable and responsive. However, they notably differ in their approach and ways of working. Tilitonse grant-funds civil society organisations whereas DCP focuses on empowerment and capacity building through the delivery of structured trainings and continued mentoring. Evaluations and reviews are quite positive about the progress being made by both of these programmes. In the case of Tilitonse it is early in the programme to see evidence of significant impact of the programme irrespective of the challenges that can be involved in measuring the impact of governance-related interventions in general.

Support for the JCDPLG is complimentary of national Public Financial Management reform and is consistent with Government policies, not least the 1998 decentralisation policy. The JCDPLG is also consistent with the priority given by Irish Aid to enhancing the quality of governance. Support for the training and placement of a financial analyst (Chief Accountant level) in every District was a strategic choice by Irish Aid and it appears to have facilitated significant improvements in relation to the use of the IFMIS, particularly in relation to the quality of financial reporting. Sustaining the benefit of the JCDPLG is very much dependent on factors such as wider public sector reform and political will.

The multi-donor trust fund for the strengthening public financial management (PFM) is a coordinated approach to supporting the Government's unified public financial and economic management reform programme. Irish Aid's support for the PFM compliments the support to the JCDPLG. Though relatively new, to date progress in relation to the strengthening Internal Audit is reported as satisfactory and as moderately satisfactory in relation to external audit. A very recent decision by Government to replace the current IFMIS may raise new issues for programme implementation, issues a new Irish Aid CSP may need to consider.

Alongside the supports for the empowerment of citizens and the strengthening of Government systems, the FISP-related work of the Ant-Corruption Bureau (ACB) is reported as deterring abuses even if corruption remains a key challenge for FISP implementation. It is notable that the numbers of successful prosecutions remains very low.

Recently Irish Aid renewed financial support for the broadly described Democratic Governance Sector Strategy (DGSS). Aside the programme's ambition and challenges associated in seeking to coordinate a diverse range of institutions, Irish Aid needs to be very clear about how its support for the DGSS contributes to the CSP's objectives, taking account of available resources.



## 5. Conclusions

### 5.1 Relevance

The CSP's overarching strategy and its different areas of support were, overall, a relevant response to the needs of Malawians and to the evolving context in Malawi. The CSP's focus on helping improve food security; promoting better nutrition and dietary diversification; supporting social protection measures; building resilience to the adverse effects of climate change; and promoting responsive and accountable governance was appropriate and coherent with the Government of Malawi's policies and programmes. All of the CSP's focus areas are key themes of the Malawi Growth and Development Strategy. The CSP's choices are also consistent with the vulnerability analysis that was a core document informing the CSP's choices and consistent with the recommendations of the Irish Government's 2008 Hunger Task Force report which gives emphasis to reducing hunger and to improving nutrition status, and to building resilience to the adverse effects of climate change.

The CSP's focus on nutrition and addressing micronutrient deficiencies is very relevant given the very high levels of stunting in Malawi. As a bilateral donor, it was also relevant that Irish Aid chose to support major Government initiatives such as the FISP; the roll-out nationally of the Nutrition Education and Communications Strategy (NECS); and the national social cash transfers programme.

Between 2010 and 2015 the CSP maintained an overarching focus on reducing vulnerability to poverty, yet was flexible enough to be able to respond to emerging initiatives such as the joint donor funded mechanisms of the Enhancing Comprehensive Resilience Programme, Tilitonse and the ASWAp. The promotion of conservation agriculture and the building of resilience are consistent with international initiatives in relation to climate change and its negative effects.

It was appropriate that the CSP included a flexibility to allow Irish Aid to respond to crises. Support to the Strategic Grain Reserve, for example, helped meet needs for food assistance as identified by the assessments of the Malawi Vulnerability Assessment Committee (MVAC) and also provided an entry point for dialogue with Government agencies and for demonstrating a willingness to partner with Government.

In terms of Irish Aid's cross-cutting priorities, a commitment to governance is explicitly seen in the Governance pillar and a commitment to the environment is explicitly reflected both in the support for building resilience and in the supports for smallholder productivity (conservation farming). A commitment to strengthening responses to HIV and AIDS and gender equality was envisioned to be a key element of the support to the LDSP and central to co-operation with Civil Society partners. Attentiveness to HIV and AIDS and to gender-related issues is also to be seen in the support to the FISP; to the social cash transfers' programme in Balaka; and to the Democratic Consolidation Programme. In addition, HIV and AIDS and/or gender are stated result areas in 11 of the programmes funded by Tilitonse grant-making mechanism. Overall, the CSP's approach to advancing these cross-cutting priorities is appropriate given the programme's focus and structure.

As stated in the CSP document, the programme specifically sought to address the needs of the poorest. The targeting of the poorest is most evident in the Social Cash Transfer programme in Balaka District. Other programmes that are supported by Irish Aid like the FISP, the LDSP and the resilience-related work of Pillar 2

also include targeting of the poorer and labour constrained households. However, CSP supported programmes and projects, such as the FISP, the LDSP and the initiatives being implemented by the CGIAR partners, target multiple layers within rural communities, not just the poorest. Overall, whereas there is a very strong focus on the poorest throughout the CSP, the actual targeting of the poorest appears not to be as strong as might be expected given this focus.

The CSP's Logic Model (see page 15) clearly illustrates the overarching theory of change even if the CSP document itself and the Mid-Term Review (MTR) report say very little about key underlying assumptions. On the other hand, the CSP and the MTR were very attentive to the management of risks, including risks in relation to the quality of governance, weaknesses in the capacities of institutions, the fragility of livelihoods in Malawi, fiduciary risks and the extent to which shocks (internal and external) could be anticipated or avoided. Programme documents of partners show a clear (sometimes implicit) underlying logic for what they were aiming to do even though the connection with the CSP's underlying theory of change however is not always evident. Overall, there was a good mix of partners, enabling Irish Aid to gain insight and maintain relationships at a variety of levels and in a variety of ways. However, this was at the cost of heavy demands on Irish Aid management, demands that need careful monitoring.

## 5.2 Coherence and Complementarity

There are some strong connections between different areas of support within the CSP. This is particularly the case for Pillar 1 where all of the initiatives supported can be seen to have a shared policy focus on agricultural and/or improving nutrition. Support for supply-side initiatives such as the work in relation to Orange Fleshed Sweet Potato (OFSP) multiplication; certified legumes seeds; sugar fortification; the tailored training provided by LUANAR (Bunda College); and establishing a legumes' platform (AICC) all serve demand-side initiatives such as SUN/NECS and also elements within the LDSP. The move of "Nutrition" from Pillar 2 to Pillar 1 following the CSP's mid-term review was appropriate in that the nutrition agenda in Malawi was initially (early 2000s) framed as an issue related to emergencies (acute malnutrition) whereas, envisioned by the SUN movement and appropriate given the Malawi context, it is now framed in relation to stunting reduction through dietary diversification/improved quality of diet which directly links with food security and agricultural production (Pillar 1 in the CSP's revised Logic Model).

In Pillars 2 and 3 the inter-connections are not as strong as is the case for Pillar 1. In Pillar 2A the Social Cash Transfer programme in Balaka District has a very specific focus and strategic value. It does have the potential to complement other resilience-focused projects. It also has links to Pillar 1 in that, if the amounts that are transferred are increased, it could be a good means to provide increased nutrition and food security to poor households, most particularly the poorest, and/or to purchase farm inputs and thus enhance food security.

The Pillar 2B components in relation to building resilience and sustaining livelihoods have a shared focus. However, the way they might be adding value to each other is not as evident as in the case for Pillar 1, or as could be expected. The direct Irish Aid support to the EAM, for example, appears to run in parallel with the support the EAM receives through the ECRP, with a potential for duplication and inefficiencies (including increasing the management burden). In addition, the resilience-related work of Pillar 2B appears to have little direct relationship with the resilience-related work of Pillar 1A (the agroforestry work through ICRAF and the conservation agriculture work through NASFAM). Added value can be seen in the work related to the

promotion of cookstoves and the different objectives of the Social Cash Transfer programme in Balaka; the ECRP; the EAM; and biomass production. However, to date, the adding of value in the case of cookstoves might have been more opportunistic rather than pre-planned. In general, the CSP portfolio in relation to “resilience” is split over two pillars with, for example, ICRAF and NASFAM funding under Pillar 1A and the ECRP and EAM funding and the cook stoves programme under Pillar 2B. As a result, the resilience-related focus of the CSP was not as cohesive as one might expect, with standalone initiatives and limited geographic convergence. Irish Aid’s advocacy and support for a national resilience programme can serve to enhance cohesion.

In Pillar 3 the supports for the Government led programmes such as the Joint Capacity Development Programme for Local Government (JCDPLG), the MDTF-PFM and the Democratic Governance Strategy, and the supports to civil society through Tilitonse and the Democratic Consolidation Programme (DCP) all have shared high level objectives<sup>105</sup>. Though complementary of each other and contributing to common objectives, these programmes do not, as such, have direct connections with each other. The key issue in relation to complementarity within this Pillar most relates to how the overall support for good and accountable governance helps realise the objectives of initiatives under the other Pillars.

Within the CSP, complementarities are to be seen between Pillars and not just within individual Pillars. For example, support for building resilience under Pillar 2 has complementarities with food security and agriculture-related supports provided by Irish Aid under Pillar 1, and the work of the LDSP touches upon the objectives of all three Pillars. In addition, a complementarity can be seen between the CSP’s support for the work of the Anti-Corruption Bureau (ACB) and the support provided to the FISP, with the ACB supported work serving, in principle, to help ensure the effective implementation of the FISP.

Concern Universal’s Local Development Support Programme (LDSP) has provided Irish Aid with a readymade entry point at sub-national level for partnership working on a variety of issues – SUN/NECS, food security, crop diversification, sustainable livelihoods, building resilience, disaster risk reduction, social cash transfers (Balaka), cookstoves and building capacities in a variety of ways. By providing a multifaceted package which cuts across the various pillars within the CSP, the LDSP effectively offers the potential for in-built complementarity and the establishment of linkages between different initiatives and sectors. However, in order to help maximise synergies it might be preferable to have one overarching partnership programme into which the different elements are embedded or accommodated from the outset and into which new components can be added as and when opportunity presents itself, thereby helping avoid the risk of things being added in a piecemeal way.

In principle, the support to CGIAR institutes and their partner agencies provides a very good framework for the promotion of nutrition-sensitive agriculture in that the collaboration with CGIAR institutes is relevant from the perspectives of both agricultural and nutrition. However, in practice the production focus has prevailed and it is only in the promotion of Orange Fleshed Sweet Potato (OFSP) that there have been explicit nutrition objectives. The focus on nutrition has remained very limited in the support for the other crops. It seems that thus far limited efforts have been made to link the CGIAR work to the rolling out of SUN/NECS, although the

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<sup>105</sup> The supports to Tilitonse and to the DCP have very similar objectives, though differing in their ways of working. DCP does not provide project funding, concentrating on empowerment and capacity building through the delivery of structured training and continued mentoring.

engagement on the production side would provide a good entry point into the community for spreading nutrition messages.

### 5.3 Effectiveness

- *The CSP's progress towards meeting objectives*

Even though, overall, poverty in Malawi remains very high, nationally there is evidence of progress in relation to the CSP's overarching objective of reducing poverty. Specifically, the most recent Integrated Household Panel Survey (November 2014) estimates that rural poverty has dropped from 44.0% in 2010 to 40.9% in 2013, with "ultra poverty" dropping from 17.1% in 2010 to 12.3% in 2013. Aside from national trends which cannot be attributed to any one thing, the evidence from the documentation consulted (independent evaluations; reviews; reports; statistical data, etc), and from interviews and site visits, indicates that most of the CSP's components have made progress towards the intended objectives as stated in the respective partner programme documents. For example, the expected results under Pillar 1A are that smallholder farmers have sustainably increased the production of diversified food crops. This is clearly the case for the CIP and ICRISAT programmes, for the LDSP programme operated by Concern Universal, and also for the FISP (although with less emphasis on crop diversification).

In terms of the effectiveness of the CSP as whole, the evaluation notes that there is substantial quantitative data at the output level but less so at the CSP objectives level. Overall, it is possible to infer from the available information a positive assessment of effectiveness at the outcome level. However, the performance related information is not sufficient for an assessment of the degree of contribution the CSP may have made to particular results; or to the realisation of the intended CSP's outcomes; or to the high level goal of households being "better nourished, food secure and less vulnerable to poverty". As might be expected with any multi-stakeholder endeavour involving multiple variables, the achievement of high level outcomes cannot be strictly attributed to any one actor or action.

- *Contributions to Policy Advocacy and Coordination*

In addition to the output/outcome information in relation to the performance of individual programmes and projects, the evidence shows that Irish Aid's country team has been much engaged alongside Government and other development partners in promoting a coordinated and consistent response to issues. This has included; the chairing of working groups such as the Donor Committee on Agriculture and Food Security; support for programme development such as the Agricultural Sector Wide Approach; and, overall, advocating on key strategic objectives and providing ongoing technical support.

It is particularly clear to the evaluation team that from the time of the CSP's development Irish Aid played a major role in helping promote the food security and nutrition agenda in Malawi. With "Nutrition" at the centre of the CSP, Irish Aid played a key role in advancing the adoption by Malawi of the Scaling-Up-Nutrition (SUN) movement and integration of SUN in Malawi with the roll-out of NECS and the efforts to reduce stunting rates. The work to advance the nutrition agenda was undertaken in close collaboration with the Department of Nutrition and HIV and AIDS. Irish Aid was also instrumental in having a legumes component integrated within the framework of the FISP even if legumes are primarily produced as cash crops rather than for

household consumption. Separately, Irish Aid's engagement with the International Potato Centre's (CIP) work on OFSP and the ICRISAT work on legumes' seeds has had a clear focus on improving nutrition status.

Helping to advance Malawi's National Social Support Programme (NSSP) is another area where Irish Aid's policy advocacy was particularly effective. Specifically, the evidence highlights the important role played by Irish Aid in the introduction in Balaka District of a Social Cash Transfers (SCT) programme using an e-payments system rather than a manual cash delivery system. This is the first District-wide SCT programme to date in Malawi that uses an e-payment system (other development partners are piloting alternative e-payment systems).

Overall, Irish Aid has played a catalytic role in the development of some innovative programmes, a number of which have attracted other contributions for their scaling-up thereby increasing the value-for-money of Irish Aid's funding. Examples of this are the Irish Aid supported programmes of CIP (OFSP), ICRISAT (Legumes seeds) and ICRAF (agroforestry); the engagement with Illovo Sugar Company for sugar fortification; support to DNHA (and Government of Malawi in general) for the adoption/launching of SUN; the Social Cash Transfers' programme in Balaka; the support for cookstoves nationally; and joint support for the MVAC cash response

## 5.4 Efficiency

For the most part the CSP has not used Government financial management systems. The primary financial instruments have been direct granting of a partner and the use of pooled funding mechanisms such as the ECRP, or trust funds such as the World Bank's Multi-Donor Trust Fund in relation to the Agriculture Sector-Wide Approach and the Trust Fund for Public Financial Management support. Though these funds have incurred charges, the costs have been typical for mechanisms such as these. Overall, however, there was little data available with respect to cost efficiencies and data that was available showed variations in unit costs, variations related to location or the time of the year.

Choosing to join with other development partners in multiple donor partnership arrangements is potentially mutually beneficial in terms of efficiencies as well as effectiveness. The provision of funding through pooled-funding arrangements provides efficiencies for the implementing partners in that there is, *inter alia*, a single reporting mechanism to multiple stakeholders. On the other hand for the donor partners these arrangements sometimes can be very time-consuming and may not necessarily reduce transaction costs. Some people interviewed during the evaluation observed that the start up phase for some of the partnerships that Irish Aid engaged in as part of the CSP has involved high transaction costs.

Choosing to partner with the CGIAR institutions (ICRISAT, ICRAF and CIP) was appropriate in terms of trying to maximise efficiencies and not just in terms of the expertise they can bring to bear. Each of the CGIAR institutions has had different approaches for bringing research results to the level of individual farmers. ICRISAT's programme has benefitted from the inclusion of legumes in the FISP package so that the agency could concentrate on the improvement of various legume varieties and the establishment of a seed industry. CIP's work on improved Irish potatoes has realised operational efficiencies in reaching out to farmer households through collaboration with Concern Universal and Universal Industries Ltd., while for OFSP the connection with rural communities was established through a three-step seed multiplication approach and with the involvement of a number of NGOs each taking responsibility for one or more Districts. ICRAF has

organized its reach-out through engagement with NASFAM and also with some NGOs thereby helping maximise effectiveness and efficiency.

Somewhat similar to the benefits of partnering with the CGIAR institutions, Concern Universal's Local Development Support Programme (LDSP) has provided Irish Aid with a ready entry point at sub-national level for partnership working on a variety of issues – SUN/NECS, food security, crop diversification, sustainable livelihoods, building resilience, disaster risk reduction, social cash transfers (Balaka), cookstoves (locally and nationally) and building capacities in a variety of ways.

Over the life of the CSP Irish Aid has provided funding to nearly 50 partners and programmes with little change in the number of partnerships in any given year (up to 29 partnerships and not including the additional demands of engagement with coordination mechanisms and policy dialogue). A 2012 decision to reduce the large number of partnerships to 17 by the end of 2014 did not materialise. Mitigating the risks to efficiency (and effectiveness) that might be expected from having to maintain multiple partnerships was probably helped where geographic convergence has occurred (programmes supported in Dedza, Ntcheu, and Balaka Districts) and where different partners have related objectives (Concern Universal and Bunda College in relation to the roll-out of SUN/NECS). However, whilst sharing a common theme, some CSP funded activities appear to have little by way of inter-linkages and, overall, there remain risks to efficiency and effectiveness posed by the high number of partnerships.

Though the large number of changes in the Irish Aid programme team between 2010 and 2014 might be expected to have had adverse effects upon the efficiency with which CSP implementation was managed, the evaluation team did not see any indication that this indeed has been the case. The programme appears to have been well managed with a high level of engagement in stakeholder coordination mechanisms and continuing contributions to policy dialogue despite the staff changes and vacancies (most notably a Development Specialist and a Monitoring and Evaluation officer). The successful management of the CSP would appear to owe much to the high level of commitment from the embassy team. However, the effective management of the programme should not be solely reliant upon high individual staff commitment and the continuing Development Specialist vacancy does remain a significant risk to efficiency (and effectiveness) and thus needs to be filled if Irish Aid is to maintain its level of engagement to date.

## 5.5 Sustainability

Though Irish Aid did not for the most part channel its funding through Government systems, it is clear to the evaluation team that Irish Aid at all times sought to work with Government or, when collaborating with other partners, has aligned with Government priorities and needs. In addition, most of the programmes and projects supported by the CSP have had specific components focused on building capacities of people and institutions. The fact that the programmes supported by the CSP have been well aligned with national institutions and policies, and has been attentive to building capacities, increases the likelihood that the benefits of the reported achievements might be sustained in greater or lesser degree.

The chances that programmes will continue are greatest when, after some initial investments, further responsibility is taken up by the recipient households and communities, or by other actors at higher levels.

Viewed from this perspective, the work undertaken by ICRISAT and CIP which has involved establishing links with the private sector augurs well for sustainability.

Unlike similar input subsidy programmes in other countries, the FISP has no clear project timeframe with an exit strategy. In addition to helping control the costs of the programme, a time-limited support helps avoid a situation developing in which stakeholders expect the support to continue indefinitely and thus are less likely to prepare for self-sustained use of inputs on market terms.

## 6. Going Forward – Some Issues for Consideration

### Food Security/Agriculture

The FISP has been and continues to be a very significant aspect of the Government's investment plan for the agricultural sector and it is very important politically. A substantial percentage of Irish Aid's investment in relation to Agriculture/Food Security has been in support of this programme either directly or, more recently, indirectly within the framework of the ASWAp. Though clearly contributing to enhancing food security a core objective for Irish Aid, the FISP's increasing emphasis on production and commercial objectives is in certain respects a moving away from Irish Aid's other core objectives of enhanced nutrition; a focus on the poorest; and the promotion of climate-smart agriculture. This raises a question for Irish Aid as to whether it should continue to allocate a relatively large proportion of its budget which substantially supports the FISP, or whether, whilst maintaining a level of support to ASWAp, it should increase its contributions to alternative investments on agricultural diversification such as building on the successes of CIP and ICRISAT. These might bring greater value in relation to Irish Aid's objectives.

### Nutrition

The support to CGIAR institutes and their partner agencies provides a good framework for the promotion of nutrition-sensitive agriculture given the fact that the collaboration with CGIAR institutes is relevant not only from the agricultural and nutritional perspectives, but also resilience. However, in practice there is a strong focus on production and only in the promotion of OFSP have there been explicit nutrition objectives. Because the production focused work can provide good entry points into the communities for spreading nutrition-related messages, the next CSP might examine how the support to the CGIAR institutions can best further nutrition goals, in particular the reduction of stunting.

Because coordination and capacity-building intensive approaches like the SUN/NECS are highly dependent on continuing external support to Malawi, Irish Aid should give consideration as to (1) how the key 'SUN/NECS' components might be incorporated into larger on-going programmes like the FISP, LDSP and ECRP; (2) how Irish Aid's key NGO-partners can integrate the SUN/NECS approach into their portfolio of work (multi-sectoral mainstreaming of nutrition); and (3) how the Concern Universal implemented SUN/NECS programme can build upon what is already being done through the LDSP in order to help ensure that SUN/NECS messages might reach communities throughout the Districts in which Concern Universal is working (i.e. to consider a two-pronged approach for SUN/NECS activities that builds on the LDSP in the Traditional Authorities covered by this programme, and that also builds on community development programmes of other agencies that are being implemented in the Traditional Authorities not covered by the LDSP).

Similarly, at a more general level, Irish Aid should give consideration as to how nutrition can be firmly integrated/incorporated into the agriculture and resilience programmes supported by the CSP, including, for example, how nutrition-related initiatives might target social safety net beneficiaries.



## Resilience

To date, Irish Aid's support for the promotion of fuel efficient clean cookstoves is multifaceted and has evolved over the life of the CSP. An overview of Irish Aid's supports for cookstoves gives a somewhat complex picture involving partnering arrangements with a wide range of actors – Government ministries and departments, International NGOs, National NGOs, Civil Society Organisations, other donors, the private sector and academia in Ireland. In view of helping ensure that there is a connectedness to the various strands of Irish Aid's support to the promotion of cookstoves and associated initiatives such as biomass production, an overarching position paper or sub-strategy for this area of the CSP's support (or, more broadly, a sub-strategy for the energy sector) would benefit future Irish Aid decision-making.

Support to helping vulnerable communities build resilience to natural disasters and the negative impacts of climate change is very important. The Enhancing Comprehensive Resilience Programme offers a mechanism to support resilience initiatives in a coordinated and efficient way. Given the fact that Irish Aid's direct support to the EAM project in Chikwawa District is implemented in parallel with an EAM project funded by the ECRP (part financed by Irish Aid), Irish Aid should set out the rationale and added value for providing funding to EAM using two different funding arrangements for very similar resilience projects being implemented in close proximity to each other and managed from the same offices.

## Governance

The *Multi Donor Trust Fund - Public Finance and Economic Management Reform Programme* (MDTF-PFM) is an important programme from a national systems perspective. Now that Government has decided to replace the EPICOR IFMIS, the new CSP will need to consider carefully the direction the Government is planning to go with this reform programme, including timelines, and then articulate the strategic value of continuing Irish Aid support.

The Tilitonse initiative and the Democratic Consolidation Programme (DCP) have very similar objectives yet clear differences in terms of targeting and ways of working. It could be of benefit to Irish Aid if it was to set out clearly its understanding of the strategic value of partnering with both Tilitonse and DCP and how these partnerships are contributing to the CSP's governance-related objectives and, more widely, how they might be helping meet the objectives of different sub-components of the CSP.

Following the 2012 mid-term review, and partially in view of reducing the large number of partners, a decision was made to wind down support for the implementation of the Democratic Governance Sector Strategy. Given the ambition of the DGSS and the challenges associated with seeking to coordinate a diverse range of institutions, in the planning of the next CSP Irish Aid should review its rationale for continuing its support for the implementation of the DGSS, including reviewing the degree to which Irish Aid is prepared to engage with the overall process and how this support serves to compliment its other governance-related supports.

## Partnerships

Though the Government of Malawi is a key partner for Irish Aid most CSP funding has been delivered by way of the direct granting of non-governmental partners or through pooled-funding mechanisms such as Trust Funds. Given the fact that the Government of Malawi will continue to be a key partner for Irish Aid and cognisant of a Busan<sup>106</sup> commitment in relation to the using of country public financial management systems, the planning of a new CSP would be a good opportunity to give consideration to what might constitute the conditions under which Irish Aid could move towards a greater use of Government financial management systems in Malawi, including possibilities for the direct granting of District authorities.

Concern Universal is a major and important partner for Irish Aid contributing in some degree to all of the CSP's core objectives. Between 2010 and 2014 Concern Universal received more than €7.3million which represents approximately 13% of total CSP expenditure. In addition, Concern Universal indirectly received Irish Aid funding through the Enhancing Comprehensive Resilience Programme and Trinity College Dublin's Thermo-Electric Generator projects. Given the importance of Concern Universal as a partner of Irish Aid and given the different areas of engagement, Irish Aid, in dialogue with Concern Universal, should consider developing a Memorandum of Understanding that describes the totality of the partnership and how it is monitored/reviewed as a whole rather than on the basis of its component parts (the various contracts under each sub-pillar in the CSP).

At a more general level it is noted that some of the partnerships have been running for quite a long time. Thus, it would now be appropriate to undertake new organisational assessments of those partners.

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<sup>106</sup> Busan Partnership for Effective Development Cooperation

## Appendix 1: Evaluation Approach Paper

### 1. The Malawi CSP

Developed throughout 2009 and approved in 2010, Irish Aid Malawi’s first CSP identifies its overarching goal as:

**“To ensure households are better nourished, food secure and less vulnerable to poverty”**

The CSP identified three high level outcomes (three “Pillars”), each with either two or three objectives (a total of 8). The October 2012 mid-term review of the Malawi CSP subsequently modified the three high level outcomes and some of the objectives while at the same time retaining the original overarching goal. Modifications were also made to the original Logic Model. The 2012 review led to some changes to the original strategy. Though not considered to adversely affect the general ‘evaluability’ of the CSP, these changes will nonetheless need to be taken into considered. These changes are outlined in the table below:

<b>Table 1: Comparison between original and new CSP Objectives as agreed at the MTR</b>		
<b>Original CSP Objective</b>	<b>New CSP objective agreed at the MTR</b>	<b>Rationale for change</b>
<b>OUTCOME:</b> <i>Households benefit from improved crop productivity and diversification adapted to climate change</i>	<b>OUTCOME:</b> <i>Households benefit from better nutrition, increased crop diversity and improved productivity adapted to climate change</i>	
<b>Objective 1A:</b> Increased food crop productivity and diversification amongst smallholder farmers <b>Objective 1B:</b> Soil conservation and fertility management improved and scaled up among smallholder farmers	<b>Objective 1A:</b> Smallholder famers sustainably increase productivity of diversified food crops	The original two objectives have been combined into one, since the second objective also contributes to crop productivity.
<b>Objective 2A:</b> Mothers and children have increased access to nutrient supplementation and have adopted diversified diets	<b>Objective 1B:</b> Mothers and children have increased access to food and adopt nutritious and diversified diets	The original objective modified to link it to the intervention related to agriculture especially food crop diversity.
<b>OUTCOME:</b> <i>Improved nutrition and social supports enhance the resilience of households</i>	<b>OUTCOME:</b> <i>Households have increased resilience to poverty and the adverse effects of Climate Change</i>	
<b>Objective 2B:</b> The poorest households, including those most affected by HIV&AIDS, have increased access to social supports	<b>Objective 2A:</b> Poorest households, including those most affected by HIV&AIDS, have increased access to social supports	Original objective has been maintained since it is still relevant and maintained under outcome 2.
<b>Objective 2C:</b> Reduced vulnerability of poorest households to the effects of climate change and environmental degradation, in disaster prone districts	<b>Objective 2B:</b> Reduced vulnerability of poorest households to the effects of Climate Change and environmental degradation, in disaster prone districts	Original objective has been maintained since it is still relevant and maintained under outcome 2.
<b>OUTCOME:</b> <i>Strengthen systems for improved governance and service delivery with a particular focus on food security and household resilience</i>	<b>OUTCOME:</b> <i>Improved enabling governance environment promotes accountability and inclusive growth</i>	
<b>Objective 3A:</b> Strengthened participation and democratic decision making <b>Objective 3B:</b> Improved responsiveness of local governance structures to the service needs of households most vulnerable to poverty and food insecurity <b>Objective 3C:</b> Improved coordination and effective management of resources by Development stakeholders	<b>Objective 3:</b> Strengthened governance systems improves accountability, the delivery of social supports and public services	The original three objectives have been condensed into one to better reflect that the governance activities are interrelated and mutually reinforcing and avoid fragmentation of governance outcomes

## 2. Guiding Principles for the Evaluation

**Independence and Impartiality:** The evaluation process must be transparent and free from bias insofar as this is ever 100% possible.

**Utility:** Evaluations should meet the needs of users and help improve decision-making.

**Credibility:** Evaluations need to be credible. Clear connections need to be established between evidence and findings. Results need to be widely available and failures reported as well as successes.

**Validity:** Evaluations should generate reliable evidence and reach credible conclusions. Attention should be paid to the appropriateness of the approach and methodology, the robustness of the evidence, the rigour of analysis, the capacity of the evaluation team, and the extent to which the report fairly reflects the findings.

**Transparency:** The planning and conduct of evaluations and the dissemination of findings should be undertaken in a manner that is open and accessible to all stakeholders.

## 3. Evaluation Criteria and Quality Standards

As with the evaluation principles, Irish Aid evaluation policy states that use should be made of the OECD-DAC internationally accepted evaluation criteria of Relevance, Efficiency, Effectiveness, Sustainability and Impact. However, it is not always necessary to include all five criteria when planning an evaluation. In addition, as needs might require, other criteria can be considered. To help give credibility to an evaluation, especially a CSP evaluation, the work should be in keeping with the evaluation quality standards of the OECD, as well as the processes and standards set out in the Department's *Evaluation Operations Manual*.

**Relevance:** Was the intervention and its associated implementation strategies appropriate in the circumstances?

**Effectiveness:** Did the intervention achieve what it set out to do? Can any observed changes be attributed to the intervention or are they due to other external/contextual influences?

**Efficiency:** Was the intervention cost-effective in delivering the results? Were there alternative ways of delivering better-value results?

**Impact:** What is the long-term change as a result of the intervention? If there is not an evident long-term change yet, has there been progress towards achieving it?

**Sustainability:** Is the intervention and/or its benefits likely to continue without external support?

## 4. Rationale and Purpose of the Evaluation

Originally planned to conclude at the end of 2014, but now expected to conclude at the end of 2015, a first step in planning for a future CSP is to evaluate the current CSP. An evaluation of the CSP will serve to inform the design of a new strategy and will also fulfil accountability obligations towards the governments and peoples of Ireland and Malawi.

At a workshop on the 3<sup>rd</sup> of December 2013, the Irish Aid team in Malawi considered the purpose of the evaluation and there was a consensus around the following two-fold purpose:

- ▶ To provide Irish Aid management with an independent, evidenced-based assessment of the performance of the Irish Aid Malawi Country Strategy 2010-2014.
- ▶ To provide accountability to the Governments and peoples of Ireland and Malawi for the funds expended during the period and to identify lessons learned that will help inform future strategic decision-making for Irish Aid programming in Malawi.

## 5 Scope of the Evaluation

The December 2013 workshop also considered what might be the scope of the evaluation. Broadly, the evaluation will examine the performance of the Malawi CSP, the different implementing partnership arrangements and identify measures and lessons that will enhance the effectiveness of future programming activities in reducing vulnerability to poverty and to threats from climate change. In doing this the evaluation will use DAC evaluation criteria, examining performance of the Malawi CSP from the perspectives of:

### ➤ **The CSP strategy itself** (Programme Strategy)

This perspective will focus on the quality of Irish Aid’s analyses and understanding of the context, and the underlying logic and appropriateness of Irish Aid’s strategic choices. It will include consideration of complementarity between the programme components and how the different elements may have served to reinforce each other. In considering the strategy, account will be taken of the policies of both the Government of Malawi and Irish Aid.

### ➤ **Achievements of the CSP** (Programme Achievements)

This perspective will consider the results to which the CSP contributed, demonstrating, as the case may be, causal links between intended and actual results at objective and outcome levels of the programme logic model. It will review progress made against indicators set out in the Results Framework and the Performance Measurement Framework.

### ➤ **Implementation processes** (Programme Processes)

This perspective will examine the effectiveness and efficiencies of the modalities used and will look at Irish Aid’s partnership working. It will also look at how decisions were made with regard to changes to the strategy during implementation.

### ➤ **CSP Management** (Programme Management)

This perspective will look at the effectiveness of the Irish Aid Malawi programme implementation management systems. It will also consider how Irish Aid performed bilaterally and with other donors in promoting alignment with Government strategies.

Although all four perspectives will be considered, greater emphasis will be given to examining the **strategy itself** and the **achievements of the CSP**.

Agreed at the workshop in December 2013, the overarching question for the evaluation is:

**To what extent did the Irish Aid Country Strategy contribute to ensuring households in Malawi are better nourished, food secure and less vulnerable to poverty?**

To enable a response to this question, the following core questions have been identified:

<b>Programme Area</b>	<b>Core Evaluation Questions</b>	<b>Evaluation Criteria</b>
<b>The Strategy itself</b>	<ol style="list-style-type: none"> <li>1. To what extent was the design and strategic choices of the CSP based on good contextual, political economy, poverty and vulnerability analyses?</li> <li>2. To what extent was the Theory of Change (implicit and/or explicit) underpinning the strategy relevant, valid and understood by Irish Aid and its partners?</li> <li>3. To what extent was there complementarity between the programme components and did the different elements serve to reinforce each other</li> </ol>	<i>Relevance</i>  <i>Relevance</i>  <i>Multiple</i>
<b>Achievements of the CSP (Results)</b>	<ol style="list-style-type: none"> <li>4. To what extent did the Irish Aid CSP contribute to the strategy's stated objectives of improved nutrition, greater food security and reduced vulnerability to poverty?</li> <li>5. Was the dialogue and support to partners effective in helping improve policies and outcomes in relation to nutrition, agriculture, SCT and environment?</li> <li>6. To what extent are the results and achievements to date likely to endure in the longer term?</li> </ol>	<i>Effectiveness</i>  <i>Effectiveness</i>  <i>Sustainability</i>
<b>Implementation Processes</b>	<ol style="list-style-type: none"> <li>7. How effective and efficient was the mix and range of aid modalities chosen by the CSP?</li> <li>8. How appropriate and effective was the choice and mix of partners and the approach to partnership adopted in the CSP?</li> <li>9. Approached from the perspective of reducing vulnerability, to what extent were Irish Aid's the cross cutting policy priorities effectively and appropriately mainstreamed across the programme?</li> </ol>	<i>Effectiveness,</i> <i>Efficiency</i> <i>Relevance,</i> <i>Effectiveness</i> <i>Relevance,</i> <i>Effectiveness</i>
<b>CSP Management</b>	<ol style="list-style-type: none"> <li>10. How useful was the Irish Aid corporate approach to Results Based Management with regard to Irish Aid Malawi and its partners?</li> </ol>	<i>Relevance,</i> <i>Effectiveness</i>

## **6. Methodology**

In making its assessment the evaluation will need to be very cognisant of both the overall programme logic (the original logic and the reformulated logic), and, ideally, cognisant of the underlying logics (theories of change) of the different components supported by the CSP – the programme logics of Irish Aid's partners (if such programme logics exist).

As with most complex programmes with multiple factors at play, it is unrealistic to expect that outcomes can be solely attributed to Irish Aid. The evaluation will thus explore the contributions made by Irish Aid and its partners. This would require a systematic analysis of information to establish, or not, evidence to credibly support a conclusion that a substantive contribution was made as result of Irish Aid's support.

It is envisaged that the evaluation will involve five broad phases:

Phase 1: Preliminary review of documentation (Evaluation Team)

Phase 2: Preliminary Results' Workshops (Evaluation team, Country Programme members, implementing partners in Malawi, HQ staff, and peer staff from other Country Programmes)

Conduct three participatory exercises in order to bring together the available evidence in relation to the performance of the CSP. The three exercises will each focus on the objectives and outcomes of the respective pillars of the CSP (each workshop will consider only one pillar). Each workshop will involve the relevant Irish Aid Malawi team members and the respective implementing partners (if available). Each workshop will include:

- Mapping the existing evidence of performance in relation to the initiatives supported under the relevant pillar
- Giving consideration to the quality and credibility of the evidence
- Relating the evidence to the underlying theory of change (explicit or implicit) for the interventions concerned
- specifying the policy priorities to which the interventions are responding/contributing
- Identifying any evidence of how one intervention may have contributed to enhancing the effectiveness of other interventions (directly or indirectly: intended or not intended)
- Identifying other interventions that may have contributed to the results that have been identified
- Identifying any significant deviations from original targets
- Highlighting assumptions underlying the expected outcomes and the extent to which these assumptions remained valid

Phase 3: Further Documentation Review, key informant interviews and analysis (Evaluation team)

This phase will involve analyses of the evidence identified in the preliminary Results' Workshops and a review and analyses of additional secondary data sources, including the evaluative work and evidence gathering that was carried out over the period the CSP (the work specified in the CSP's monitoring and evaluation plan), and evidence from other sources of information. This phase will include key informant interviews

Phase 4: Field Visit (Evaluation team)

A fourth stage will comprise field visits which will involve qualitative evidence gathering to complement the evidence gathered from phases 2 and 3. The visit will validate, or otherwise, the evidence arising from the documentation review and the initial analyses, and may identify new evidence or issues. A debriefing prior to departure will be held with key stakeholders outlining initial findings and conclusions.

Phase 5: Report writing (Evaluation Team)

## 7. Outputs of the evaluation

Following the preliminary workshops an inception report will be prepared. This will include a summary of key results and a refinement of the key evaluation questions. The inception report will serve to direct the remainder of the exercise.

A final evaluation report will be produced. Through responding to the key questions, this report will, essentially, provide answers to the following:



In addition to a final report, consideration will be given to preparing Lesson Learning Notes/Papers on themes of particular importance or interest. A decision on this will be made after the preliminary workshops.

## 8. **The evaluation Team**

The evaluation will be undertaken by a small team comprised of staff from the Evaluation and Audit Unit, supported and advised by an external evaluation specialist.

## 9. **Management of the Evaluation**

The evaluation will be managed by the Evaluation & Audit Unit who will maintain close communications at all times with the Irish Aid team in Malawi and with Irish Aid HQ.

A small Reference Group will advise on issues as they may arise. Cognisant of the evaluation principle of “Independence”, the Reference Group will exercise an advisory role only.

## 10. **Timing**

Phase 1: Preliminary review of documentation (Evaluation Team)

**October/early November**

Phase 2: Preliminary Results’ Workshops (Evaluation team, Country Programme members, implementing partners in Malawi, HQ staff, and peer staff from other Country Programmes)

**Week starting Monday the 1<sup>st</sup> December 2014**

Phase 3: Further Documentation Review, key informant interviews and analysis (Evaluation team)

**December 2014 – January 2015**



Phase 4: Field Visit (Evaluation team)

**Early February 2015**

Phase 5: Report writing (Evaluation Team)

**February/ March 20**

## Appendix 2: Evaluation Matrix

Key Questions/sub-questions	Elements/Components of Analysis	Sources of Information
<b>Area of Inquiry: The Strategy Itself</b>		
<b>Relevance</b>		
<p>(A1)</p> <p>To what extent was the choice of objectives, strategies, thematic areas and partners in the CSP consistent with the priorities and needs of the target groups in Malawi?</p> <ul style="list-style-type: none"> <li>- Agriculture and Food Security</li> <li>- Nutrition</li> <li>- Social support</li> <li>- Climate Change and Disaster Risk Reduction</li> <li>- Governance</li> </ul>	<ul style="list-style-type: none"> <li>• Evidence that CSP choices are a clear response to the needs of Malawians, the evolving context in Malawi and with GoM policies and programmes (MGDS etc.)</li> </ul> <ol style="list-style-type: none"> <li>1) Overall choice of sectors and interlinkages</li> <li>2) Choice of activities within each sector (added value of IA support alongside other support)</li> <li>3) Geographical targeting (national, local, HH levels)</li> <li>4) Beneficiary targeting (HHs/ind)</li> <li>5) Institution building (national/district/local)</li> <li>6) In-built flexibility within CSP (to adapt to change)</li> <li>7) How the CSP complements the work done by others</li> <li>8) Coherence of the CSP with GoM Policy Framework / contribution to policy dialogue</li> <li>9) How the ultra poor are targeted</li> </ol> <ul style="list-style-type: none"> <li>• Whether at national or local levels, the degree to which the CSP's choices focused on the most vulnerable</li> </ul>	<ul style="list-style-type: none"> <li>• CSP design documentation</li> <li>• Contextual analyses - political economy, vulnerability, poverty, research analyses, etc.</li> <li>• National plans</li> <li>• Documentation of other main DP programmes</li> <li>• Key informant interviews</li> </ul>
<p>(A2)</p> <p>To what extent were the Theories of Change (implicit and/or explicit) underpinning the strategy clear, cogent and understood by Irish Aid and its partners?</p> <ul style="list-style-type: none"> <li>- Agriculture and Food Security</li> <li>- Nutrition</li> <li>- Social support</li> <li>- Climate Change and Disaster Risk Reduction</li> <li>- Governance</li> </ul>	<ol style="list-style-type: none"> <li>1) Consistency of the CSP's overall ToC with the findings from the contextual analysis that helped inform the CSP's choices</li> <li>2) Consistency between the ToCs for sub-components of the CSP and/or partners' interventions (if existing) with the CSP's overall ToC for the CSP</li> <li>3) Clarity of the internal logic of the CSP's Logic Model</li> <li>4) Strengths of key assumptions (for the overall CSP and for component choices)</li> <li>5) Degree of attentiveness to risks and risk management</li> </ol>	<ul style="list-style-type: none"> <li>• Key informant interviews, including group interviews for discussion on ToCs</li> <li>• Analysis of documentation</li> <li>• Reconstructed ToCs for different elements of the CSP</li> </ul>

Key Questions/sub-questions	Elements/Components of Analysis	Sources of Information
<b>Internal Coherence and Complementarity</b>		
<p>(B1) Viewed from the perspective of reducing vulnerability, to what extent were Irish Aid's cross-cutting policy priorities effectively and appropriately mainstreamed across the programme?</p> <ul style="list-style-type: none"> <li>- Agriculture and Food Security</li> <li>- Nutrition</li> <li>- Social support</li> <li>- Climate Change and Disaster Risk Reduction</li> <li>- Governance</li> </ul>	<ol style="list-style-type: none"> <li>1) Evidence of the strategic consideration and appropriate inclusion of cross-cutting priorities across the programme</li> <li>2) Evidence of how the inclusion of cross-cutting priorities in different programme components served to complement each other and reinforce the advancement of the cross-cutting priority</li> </ol>	<ul style="list-style-type: none"> <li>• Programme component documents</li> <li>• Annual plans (Irish Aid and partners)</li> <li>• Annual reports (Irish Aid and partners)</li> <li>• Evaluation reports</li> <li>• Stakeholder interviews and perceptions</li> <li>• Field work</li> </ul>
<p>(B2) To what extent were programme components coherent with and complementary of other components, and with a reasonable and logical potential to reinforce each other?</p> <ul style="list-style-type: none"> <li>- Agriculture and Food Security</li> <li>- Nutrition</li> <li>- Social support</li> <li>- Climate Change and Disaster Risk Reduction</li> <li>- Governance</li> </ul>	<ol style="list-style-type: none"> <li>1) Expected outcomes and objectives of components having a shared policy focus</li> <li>2) Component activities having related/complementary outputs and/or target groups</li> <li>3) Evidence complementary components were implemented in a coordinated/synchronised fashion. If so, did anticipated synergies materialise: <ul style="list-style-type: none"> <li>• specific examples of positive synergy and complementarity</li> <li>• specific examples of incoherence or missed opportunities for synergy</li> </ul> </li> </ol>	<ul style="list-style-type: none"> <li>• Programme component documents</li> <li>• Annual plans (Irish Aid and partners)</li> <li>• Project and programme reports</li> <li>• Stakeholder interviews</li> <li>• Field work</li> </ul>
<b>External Coherence and Complementarity</b>		
<p>(C1) Alignment of the CSP components with GoM priorities</p> <ul style="list-style-type: none"> <li>- Agriculture and Food Security</li> <li>- Nutrition</li> <li>- Social support</li> <li>- Climate Change and Disaster Risk Reduction</li> <li>- Governance</li> </ul>	<ol style="list-style-type: none"> <li>1) Coherent with MGDS I and II</li> <li>2) Coherent with GoM sectoral policies, strategies and programmes</li> <li>3) Mechanisms for coordination with the GoM bodies that are relevant for the sectors covered by the CSP</li> </ol>	<ul style="list-style-type: none"> <li>• Programme component documents</li> <li>• Annual plans (Irish Aid and partners)</li> <li>• Annual reports (Irish Aid and partners)</li> <li>• Evaluation reports</li> <li>• Stakeholder interviews and perceptions</li> <li>• Field work</li> </ul>

Key Questions/sub-questions	Elements/Components of Analysis	Sources of Information
<p>(C2) To what extent were the CSP components complementary to other interventions in Malawi (reasonable and logical potential to reinforce each other)? (Agriculture and Food Security; Nutrition; Social Protection; Climate Change and DRR; Governance)</p>	<ol style="list-style-type: none"> <li>1) Evidence of engagement with development partners (DPs) coordination mechanisms relevant to the CSP's sector engagements</li> <li>2) Evidence of in-built coherence and complementarity within the CSP with the efforts of other development partners (DPs)</li> </ol>	<ul style="list-style-type: none"> <li>• Programme component documents</li> <li>• Stakeholder interviews and perceptions</li> <li>• Field work</li> </ul>
<b>Area of Inquiry: Achievements of the CSP</b>		
<b>Effectiveness/Impact</b>		
<p>(D1) What results did the CSP achieve since the start of the programme in 2010? - Agriculture and Food Security - Nutrition - Social support - Climate Change and DRR - Governance</p>	<ol style="list-style-type: none"> <li>1) CSP Results' Framework indicators on activities and results</li> <li>2) The extent to which annual plans and objectives have been realised (per sector)</li> </ol>	<ul style="list-style-type: none"> <li>• Programme component documents</li> <li>• Annual plans (Irish Aid and partners)</li> <li>• Annual reports (Irish Aid and partners)</li> <li>• Evaluation reports</li> <li>• Stakeholder interviews and perceptions</li> <li>• Field work</li> </ul>
<p>(D2) To what extent did the CSP contribute to achieving the planned outcomes in terms of: - Improved nutrition, greater crop diversity and improved productivity - Increased resilience to poverty and the adverse effects of climate change - Improved enabling governance environment</p>	<ol style="list-style-type: none"> <li>1) Comparing and contrasting of expected results (at output, outcome and, to the extent possible, at impact level) with actual results using the key indicators for each of the component areas</li> <li>2) Compare achieved results with the counterfactual (situation without the intervention at stake)</li> <li>3) Progress of the country as a whole on key development indicators and against other international commitments (e.g. MDGs)</li> </ol>	<ul style="list-style-type: none"> <li>• National statistics on poverty and vulnerability</li> <li>• Stakeholder interviews</li> <li>• Project and programme reporting, including reporting by other donors</li> <li>• Field work</li> </ul>

Key Questions/sub-questions	Elements/Components of Analysis	Sources of Information
<p>(D3) Was the dialogue and support to partners effective in helping improve policies and outcomes in relation to the sectors supported by the CSP?</p> <ul style="list-style-type: none"> <li>- Nutrition coordination</li> <li>- Role as SUN convener and in relation to the SUN initiative in general and to NECS</li> <li>- Legumes, seeds and the FISP</li> <li>- Helping give prominence to food fortification</li> <li>- Influence on promoting Conservation Agriculture</li> <li>- Contribution to National agriculture policy development</li> <li>- Inclusion of micronutrient-related inquiry in next DHS?</li> <li>- SCT approach</li> <li>- “Resilience” – a single national approach/programme</li> <li>- Cookstoves</li> <li>- DRR platform (DoDMA)</li> </ul>	<ol style="list-style-type: none"> <li>1) Evidence of contribution to policy dialogue and of helping advance key strategy objectives</li> <li>2) Evidence of influence in the design of partner programmes (UNICEF scaling up on SCT in 9 Districts)</li> <li>3) Evidence of value added in relevant development partner fora and/or sector working groups</li> </ol>	<ul style="list-style-type: none"> <li>• Stakeholder interviews</li> <li>• Project and programme reporting, including reporting by other donors</li> <li>• Field work</li> </ul>
<b>Sustainability</b>		
<p>(D4) To what extent are the results and achievements to date likely to endure in the longer term?</p>	<ol style="list-style-type: none"> <li>1) Indications (prospects) that the benefits arising (outputs; outcomes; results levels) will remain after the CSP and its areas of support have come to an end</li> </ol>	<ul style="list-style-type: none"> <li>• Analysis of the evidence emerging from the earlier considerations of the Strategy Itself and the CSP’s achievements</li> <li>• CSP documents</li> <li>• Implementing partner documents</li> </ul>
<b>Area of Enquiry: Implementation Processes</b>		
<b>Efficiency</b>		
<p>(E1) Have the different inputs, activities and outputs adequately reflected the CSP’s goals, priorities and strategies</p>	<p>For each of the component areas, and sub-components, consider whether and to what degree:</p> <ol style="list-style-type: none"> <li>1) <u>Intended inputs</u> (financial resources, technical support, etc.) have been delivered</li> <li>2) <u>Intended activities</u> were undertaken</li> <li>3) The internal management and staffing arrangements enabled an efficient delivery of the programme</li> <li>4) The systems and management arrangements of implementing partners enabled the efficient delivery of what they planned to do and achieve</li> </ol>	<ul style="list-style-type: none"> <li>• CSP documents</li> <li>• Progress reports</li> <li>• Other documentation</li> </ul>

Key Questions/sub-questions	Elements/Components of Analysis	Sources of Information
<p>(E2) To what extent did the mix and range of aid modalities within the CSP, including the mix of partners and partnerships, contribute to smooth and efficient implementation processes?</p>	<ol style="list-style-type: none"> <li>1) Evidence that Irish Aid's chosen partners had the vision, strategic orientation and capacity to advance the strategic objectives for which they were being supported</li> <li>2) Evidence that the financial instruments delivered the anticipated results in terms of processes, outputs and outcomes</li> <li>3) Evidence of financial instruments/aid modalities providing more/better value for money than alternative channels of support (e.g. in terms of policy influence), taking account of administrative and transaction costs</li> <li>4) Cost efficiency of using management agents (Tilitonse, FMB, etc.)</li> </ol>	<ul style="list-style-type: none"> <li>• Secondary data and published studies on aid modalities in Malawi</li> <li>• Stakeholder interviews and perceptions</li> <li>• Field work</li> </ul>
<b>Area of Enquiry: CSP Management</b>		
<p>(E3) How useful and effective was the Irish Aid corporate approach to Results' Based Management with regard to Irish Aid Malawi and its partners?</p>	<ol style="list-style-type: none"> <li>1) Evidence of the results' framework and the performance measurement framework being used to inform decision-making</li> <li>2) Whether M&amp;E demands and approaches (in terms of data, staff time, etc) were appropriate and focused on the key priorities</li> <li>3) Evidence of reporting against the results' framework</li> <li>4) Evidence of evaluations being conducted as planned and of findings being used to make decisions on changes in focus, priorities, resource allocations, etc.</li> <li>5) Consistence of the findings of evaluations and reviews (including any evaluative work of partners working in the same areas) with decision-making</li> <li>6) Impact of high programme staff turnover</li> </ol>	<ul style="list-style-type: none"> <li>• Monitoring reports and framework(s) (internal and external i.e. by partners)</li> <li>• Annual reports (Irish Aid and partners)</li> <li>• Evaluation reports</li> <li>• Stakeholder interviews and perceptions</li> <li>• Analysis of internal IA documentation</li> <li>• Key interviews (HQ and field).</li> <li>• Field work</li> </ul>

## Appendix III: Staffing at the Irish Embassy, 2010-2014

Title of Post	Name of Officer	2010	2011	2012	2013	2014
Ambassador	Liam MacGabhann	In Nov 2007	Out Summer			
Ambassador	Liz Higgins		In Summer			Out August 2014
<b>Ambassador</b>	<b>Aine Hearn</b>					In Sept 2014
Head of Development	Vincent O'Neill	In Nov 2007	Out Summer			
Development Specialist (later Head of Development)	Adrian Fitzgerald	In 2009			Out Summer	
<b>Head of Development</b>	<b>Aidan Fitzpatrick</b>				In Summer	
Second Secretary	Brian O'Brien	In Nov 2007 Out				
<b>Second Secretary</b>	<b>James Sherry</b>	In July 2010				
Programme Manager	Agnes Kiromera			In March 2012		
<b>Programme Manager</b>	<b>Finn Petersen</b>					In May 2014
Head Accountant	Monica Chakwera	In March 2008				
Accounts Officer	Lynnwood Madona				In December 2013	
Audit and Risk Advisor	Noel Kabambe	In July 2010			Out Oct 2013	
<b>Audit and Risk Advisor</b>	<b>Mercy Chanika</b>					In January 2014
M&E Advisor	Lawrence Munthali		In May 2011			Out July 2014
Governance Advisor	Janet Kayuni Liabunya	In August 2010		Out July 2012		
<b>Governance Advisor</b>	<b>Joseph Mpinganjira</b>			In October 2012		
<b>Local Development Advisor</b>	<b>Phaniso Kalua</b>					In June 2014
Agricultural Economist	Anne Conroy	In Feb 2008			Out May 2013	
Agriculture Advisor	Blessings Botha	In June 2009			Out September 2013	
Agriculture Advisor	Henry Khonyongwa				In September 2013	Out July 2014
<b>Agriculture Advisor</b>	<b>Louis Kawenda</b>					In May 2014
<b>Agriculture Advisor</b>	<b>Gracewell Kumwembe</b>					In July 2014
Vulnerability Advisor	Padraiq Quigley	In Nov 2009	Out Feb 2011			
<b>Vulnerability Advisor</b>	<b>Lovely Chizimba</b>		In April 2011			
Nutrition Advisor	Ruth Butao		In May 2011	Out April 2012		
<b>Nutrition Advisor</b>	<b>Mpumulo Jawati</b>			In October 2012		
<b>Development Officer</b>	<b>Phina Rebello</b>	In April 2008				
Development Officer	Vera Kamtukule		In May 2011		Out September 2013	
<b>Development Officer</b>	<b>Yohane Soko</b>				In October 2013	
JPI	Almha O'Keefe			In Spring 2012 and		
JPI	Laura Lalor	In 2010		Out 2012		
JPI	Martin Kenny			In Late 2012		Out Summer 2014
Head of Administration	Angeline Kelly	In June 2008				
<b>Front Office Secretary</b>	<b>Barbara Munthali</b>	In Nov 2007				
<b>HoM Personal Assistant</b>	<b>Chifundo Ntonya</b>	In March 2010				
Driver	Edwin Kafulatira	In Dec 2009				
Driver	Tionge Nyondo	In Nov 2007			Out 2013	
<b>Driver</b>	<b>Kondwani Nyondo</b>			In February 2012		
<b>Driver</b>	<b>Lawrence Msonkho</b>				In December 2013	

## Appendix IV: Documents Consulted

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CIP, (2012). *Rooting out Hunger in Malawi with Nutritious Orange-Fleshed Sweetpotato: Year 4 Project Proposal*.

CIP, (2013). *Improving Food Security through Enhanced Potato Productivity, Technology Development and Supply Chain in Malawi: Year 1 (2012-2013): Annual Report of Potato Project Phase II*.

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