

United Nations Development  
Assistance Framework in Malawi

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UNDAF Malawi  
2008 - 2011



United Nations Development Assistance Framework 2008 - 2011  
*UNDAF Malawi*

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**UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK**  
**UNDAF MALAWI**  
**2008 - 2011**



Tiamike Thembo (7 yrs) at Consol Homes © S Muguro '06

*United Nations collective objective is to support Malawi achieve the Millennium Development Goals and contribute to equitable economic growth and poverty reduction by strengthening systems of accountability and the delivery of quality social services to every woman, man and child.*

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## ACRONYMS AND ABBREVIATIONS

<b>AIDS</b>	Acquired Immune Deficiency Syndrome	<b>MoWCA</b>	Ministry of Women and Children Development
<b>CONGOMA</b>	Council for Non Governmental Organisations in Malawi	<b>MGDS</b>	Malawi Growth and Development Strategy
<b>CHAM</b>	Christian Health Association of Malawi	<b>MDGs</b>	Millennium Development Goals
<b>CIDA</b>	Canadian International Development Agency	<b>MHDS</b>	Malawi Household and Demographic Survey
<b>CSO</b>	Civil Society Organisations	<b>NAC</b>	National AIDS Commission
<b>DAS</b>	Development Assistance Strategy	<b>NGOs</b>	Non-Governmental Organisations
<b>DFID</b>	Department for International Development (UK)	<b>NORAD</b>	Norwegian Agency for Development Cooperation
<b>DoPDM</b>	Department of Poverty and Disaster Management	<b>OPC</b>	Office of the President and Cabinet
<b>ODPP</b>	Office of the Department of Public Procurement	<b>OHCHR</b>	Office of the High Commissioner for Human Rights
<b>EPA</b>	Economic Planning Areas	<b>OVC</b>	Orphans and Vulnerable Children
<b>EU</b>	European Union	<b>PLHA</b>	People Living with HIV and AIDS
<b>EHP</b>	Essential Health Package	<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>FAO</b>	Food and Agricultural Organisation	<b>RC</b>	Resident Coordinator
<b>GTZ</b>	German Agency for Technical Cooperation	<b>RCO</b>	Resident Coordinator's Office
<b>HIPC</b>	Highly Indebted Poor Countries	<b>SADC</b>	Southern Africa Development Community
<b>HIV</b>	Human Immuno Deficiency Virus	<b>SWAP</b>	Sector Wide Approach
<b>ILO</b>	International Labour Organisation	<b>TWG</b>	Technical Work Group
<b>JICA</b>	Japanese International Cooperation Agency	<b>UNAIDS</b>	Joint UN Programme on HIV/AIDS
<b>JTG</b>	Joint Theme Group	<b>UNCT</b>	UN Country Team
<b>JUSC</b>	Joint UNDAF Steering Committee	<b>UNDAF</b>	UN Development Assistance Framework
<b>MASAF</b>	Malawi Social Action Fund	<b>UNDP</b>	UN Development Programme
<b>M&amp;E</b>	Monitoring & Evaluation	<b>UNEP</b>	UN Environment Programme
<b>MoAFS</b>	Ministry of Agriculture and Food Security	<b>UNESCO</b>	UN Educational, Scientific and Cultural Organisation
<b>MoD</b>	Ministry of Defence	<b>UNHCR</b>	UN High Commissioner for Refugees
<b>MoE</b>	Ministry of Education	<b>UNICEF</b>	UN Children's Fund
<b>MoEPD</b>	Ministry of Economic Planning and Development	<b>UNIDO</b>	UN Industrial Development Organisation
<b>MoEMNR</b>	Ministry of Energy, Mines and Natural Resources	<b>UNFPA</b>	UN Population Fund
<b>MoF</b>	Ministry of Finance	<b>UNODC</b>	UN Office of Drug Control
<b>MoH</b>	Ministry of Health & Population	<b>USAID</b>	United States Agency for International Development
<b>MoIWD</b>	Ministry of Irrigation and Water Development	<b>WB</b>	World Bank
<b>MoJ</b>	Ministry of Justice and Constitutional Affairs	<b>WFP</b>	World Food Programme
		<b>WHO</b>	World Health Organisation

## FOREWORD

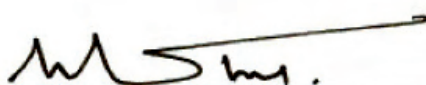
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The United Nations has been present in Malawi since independence in 1964. Since then, Malawi has benefited from the support of many other development actors that have established a presence. But the UN's primary role remains as pertinent as ever - to provide Government with policy and technical advice as well as practical support to help us achieve our development objectives: economic growth, poverty reduction and the wellbeing of every citizen.

UNDAF preparation has taken place at a pivotal moment in Malawi's history. Our common challenge is to ensure that commitments at the global level regarding the volume and nature of aid flows, and progress at the national level in restoring fiscal discipline and reaching HIPC completion point, are effectively translated into activities which generate economic growth and improve the quality of peoples' lives.

To succeed, Malawi needs national strategies and plans as well as a business environment favourable to private and public investors and to local entrepreneurs. It also needs robust management, implementation and accountability systems, effective and inclusive coordination mechanisms, and a means to measure our progress; the Millennium Development Goals provide the critical benchmark.

These are all areas where the UN can assist. In preparing this UNDAF, the Government and the UN system have worked together to define the ways and specific areas in which the UN is best placed, and best equipped, to contribute to our objectives. I am delighted that the UN is defining its role in terms of supporting Government fulfil the expectations and hopes generated by the Rome and Paris Declarations, and that the UNDAF is fully aligned with the Malawi Growth and Development Strategy. This provides a strong basis for strengthening the long and deep partnership between the Government and the UN system.



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**Goodall Gondwe**  
**Minister of Finance**  
**Republic of Malawi**

## EXECUTIVE SUMMARY

The United Nations has a special contribution to make to the achievement of Malawi's growth and development objectives. This contribution is not primarily financial. It is as standard setter, policy adviser, capacity builder, implementation supporter, coordination specialist, and catalyst – including of new approaches at the grass roots level that can lead to systemic and national change. The MDGs provides the basis of our strategic positioning and support for national development plans.

Economic growth is the central objective of Government as a means to reduce poverty. The UN will contribute to this objective by supporting investment in Malawi's primary asset, her people, and by strengthening the management and accountability systems that are needed to ensure that growth benefits every citizen, including women, children, the very poor and the most vulnerable. Sustained human development requires democratic participation, human rights and other forms of empowerment. Without these, economic growth will result in growing inequality.

The UN is learning from the experience of the last UNDAF period. Capacity gaps in Government have compromised both delivery of basic services and the integrity of accountability systems. National plans such as the now expired Malawi Poverty Reduction Strategy (MPRS) lacked traction, were been insufficiently focused on results, and ownership of these plans has been too narrow. Government capacity to manage aid resources and to coordinate development partners has been weak. Basic population and other data for policies and plans is lacking.

The variety and range of UN actors and activities, many working in the same field, has complicated the picture. The UN has not been swift enough in responding to the opportunities and risks emerging in a changing aid environment characterised by the Paris Declaration norms and by a shift towards budgetary support. Yet we have the credentials and knowledge to support national ownership, coordination and alignment of assistance behind the Malawi Growth and Development Strategy (MGDS), strengthening and greater use of national systems and processes such as procurement, monitoring and evaluation, as well to support results based management – whose success must be measured by progress in improving the wellbeing of every Malawian.

The Government of Malawi's subscription to the Paris Declaration and the prospect of and increased levels of aid make it imperative that Malawi's capacity to manage development assistance be strengthened, and that it has strong accountability systems in place to that end. The UNDAF sets out how the UN will assist this process, particularly in priority areas where it has extensive experience. These include social services such as health and education, HIV and AIDS, food and nutrition security, emergencies, and critical aspects of governance including elections and access to justice.

### How will the UN be different in the future?

First, in addition to the UNDAF's full alignment with the MGDS, we will use national management and accountability systems. Where we cannot for practical or policy reasons, we will work with Government and partners to strengthen them, or be clear on why we cannot use them.

Second, we will not spread ourselves too thin. Theme 4 of the MGDS is infrastructure; other development partners are better placed to support Government. In each of the other MGDS's five Themes, we believe the UN has a role – but only in specific sub-themes. For example, our role under Theme 1, Sustainable Economic Growth, will not be in tourism, mining, garments and cotton but in agriculture and aspects of private sector led growth.

Simultaneously with this, as this UNDAF underscores, and in the spirit of the Government's Development Assistance Strategy, we will actively seek partnerships to refine where we are best placed to focus our efforts. For example, under MGDS Theme 5, while political governance is a core competency of the UN, others may be better equipped to support anti-corruption efforts while the UN focuses on elections and access to justice. In public financial management, the UN can contribute to strengthen procurement and M&E systems while others focus on tax reform and pensions.

We will adopt a cluster lead approach to the delivery of the outcomes identified in this UNDAF. One agency head will take the lead on policy matters in discussions with Government and other partners. This will provide the basis for development of stronger and more joint programming, of 'one UN' teams and clear leadership based upon accountability for the delivery of programmatic outcomes.

This approach is in keeping with the UN Country Team's move, set out in our Position Paper (June 2006) towards 'one programme, one team, one leader' and towards simplified resource mobilisation and financial reporting arrangements. The Resident Coordinator will hold agency heads accountable for the achievement of UNDAF programme outcomes and in turn be answerable to the Government and its partners for the overall role and performance of the UN system.

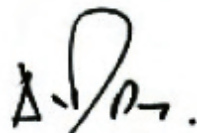
Another change from 2007 will be the simplification and consolidation of non-core resource mobilisation, reporting and administrative systems, common services and preparation of a move to common premises. While many of these changes are consistent with the recommendations in the Secretary General's High Level Panel report on strengthening the UN system (November 2006), moving ahead in these areas will not necessarily be easy; the support of Government, donors and our own regional directors and HQs will be critical.

## PREFACE

Malawi faces daunting development challenges. Our collective objective is to support Malawi to achieve the Millennium Development Goals. We will contribute to equitable economic growth and poverty reduction by strengthening systems of accountability and the delivery of quality social services to every woman, man and child.

This UNDAF sets out the specific outcomes that the United Nations and Government of Malawi will together aim to achieve by 2011. We will ensure that the United Nations' collective human, technical and financial resources are marshalled and deployed in the most effective and efficient manner to maximise our value as a partner in achieving measurable results.

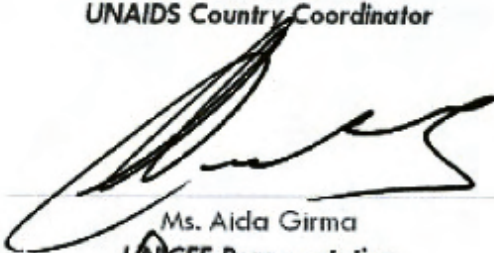
We, as members of the United Nations Country Team in Malawi, commit ourselves to working with Government and its partners in the development community to achieving these outcomes.



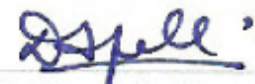
Dr. Desmond Johns  
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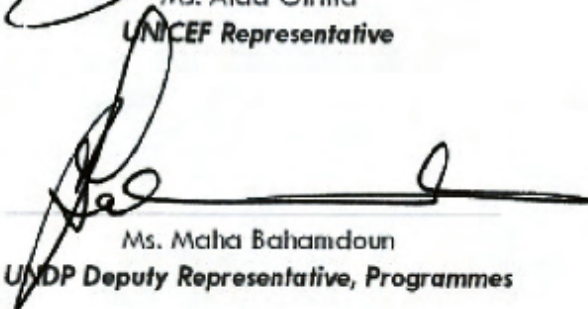
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UNICEF Representative



Mr. Domenico Scalpelli  
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Ms. Maha Bahamdoun  
UNDP Deputy Representative, Programmes



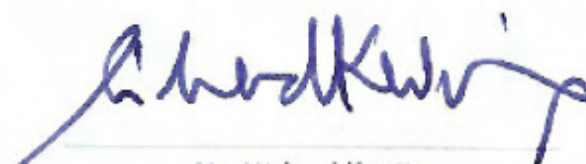
Mr. Abdulkadir Haji Jama  
UNHCR Representative



Mr. Mazlan Jusoh  
FAO Representative



Dr. Matshidiso Moeti  
WHO Representative



Mr. Michael Keating  
United Nations Resident Coordinator



# SECTION 1: INTRODUCTION



## 1.1 BACKGROUND

Malawi is an underdeveloped country facing many disadvantages. It is landlocked, resource poor, rain dependant, and overwhelmingly rural with high population growth rates and limited arable land. 44% of children under five are chronically malnourished, and almost every family is affected by disease, most notably malaria and HIV and AIDS. Over half the population lives below the poverty line and more than 20% are unable to meet their minimum food requirements. Malawi is susceptible to external shocks, both economic and natural, which further reinforces endemic poverty.

Malawi is a young democracy with a strong constitution which enshrines human rights, the separation of powers, and the rule of law. Over the last decade, institutional arrangements have been put in place to enable all Malawians to participate in the political process, to hold their leaders accountable, and to enable access to information, justice and social services. Nevertheless, systems of democratic accountability at both the national and district levels remain fragile and the capacity and independence of constitutional bodies cannot be taken for granted. Moreover, too many Malawians do not have recourse to justice, either because they are unaware of their rights, unable to gain access to it or because institutional and other capacities are weak.

Malawi has recently achieved the Highly Indebted Poor Country (HIPC) completion point<sup>1</sup>. This achievement highlights Government's success in restoring fiscal discipline, improving economic management, and addressing corruption. The way forward towards wider prosperity and greater human development has been charted by the Government of Malawi in the MGDS.

The challenge now facing Malawi is whether it can leverage improvements in fiscal discipline and the promise of the MGDS to promote equitable economic growth as the primary engine of poverty reduction while strengthening democracy and expanding the enjoyment of basic rights by all citizens. Central to this agenda must be realisation of gender equality in the face of negative socio-cultural practices and traditions that limit women's achievement of basic social, economic and political rights, access to basic social services.

## 1.2 MGDS AND THE UNDAF

The UNDAF is the programmatic response of the United Nations system to the development needs and priorities of Malawi. The central purpose of the UNDAF is to help Malawi achieve the Millennium Development Goals as locally articulated through the MGDS. Thus, in full compliance with the Paris Declaration on Aid Effectiveness, this UNDAF is directly based on the MGDS.

The Government of Malawi wants to promote economic growth as a means to reduce poverty, aid dependency and to achieve the Millennium Development Goals (MDGs). The MGDS represents a nationally owned, results-oriented, medium term framework for doing this. The MGDS is inspired by Vision 2020, and informed by the practical lessons learned in the implementation of the Poverty Reduction Strategy Paper, which expired in 2005.

The MGDS draws upon the sector strategies, policies and plans that have been developed over the last few years, many with the support of the UN. It was drafted by Government on the basis of consultation with actors whose engagement is critical to the country's future. These included politicians and Government officials, civil society and development partners including the UN system.

<sup>1</sup> Malawi reached HIPC completion in September 2006

The MGDS outlines a national policy framework consisting of five themes, designed to further the long-term development aspirations of Malawians. These MGDS themes are Sustainable Economic Growth, Social Protection, Social Development, Infrastructure, and Good Governance.

We will fulfil our normative role in helping Malawi realise its international commitments. In addition to conventions relating to human rights and social services, Malawi is signatory to a number of other international conventions – for example relating to refugees, crime, narcotics and landmines. We will continue to support Government to report on and fulfil their obligations.

### 1.3 THE UNDAF APPROACH

The UNDAF is also a means through which we can further UN reform. Aligning the various UN agencies behind a single strategy will facilitate joint programming as well as improving efficiency through unified country level funding and joint monitoring and evaluation framework. The UNDAF not only aligns the UN behind national priorities, but will make the UN more effective as a development agency. This is in accordance with the “three ones” principal: “one programme, one team, one leader.”

The drafting of this UNDAF was overseen by the Joint UNDAF Steering Committee, co-chaired by the Ministry of Finance and the UN Resident Coordinator. This committee will coordinate and monitor the implementation of the UNDAF.

Working from the national priorities outlined in the MGDS, we as the United Nations Country Team (UNCT) assembled several “building blocks” from which the UNDAF was generated. Our approach was to evaluate the UN’s past and current performance and assess Malawi’s national strategy from a human rights and gender perspective. These resulting components were as follows:

- Building Block 1: Position Paper on the Role of the UN in Malawi
- Building Block 2: Situation Analysis from a Human Rights and Gender perspective
- Building Block 3: Gap analysis of the MGDS from a Human Rights and Gender perspective
- Building Block 4: Capacity needs assessment of the MGDS from a MDG perspective
- UNDAF Retreat involving development partners
- Building Block 5: UN Business Plan, including UN skills and competency assessment
- Building block 6: Integrated UNDAF Resource Mobilisation Plan

In order to ensure the MGDS and the UNDAF are complementary, two out of the five building blocks focus on an assessment of the MDGS to identify areas in which we can support Government. These two analyses include the Gap Analysis of the MGDS from human rights and gender perspective (building block 3) and a jointly executed MGDS capacity assessment (building block 4). The results of these two assessments, together with the other building blocks, provided focus for priority interventions. The following figure illustrates this building block approach.

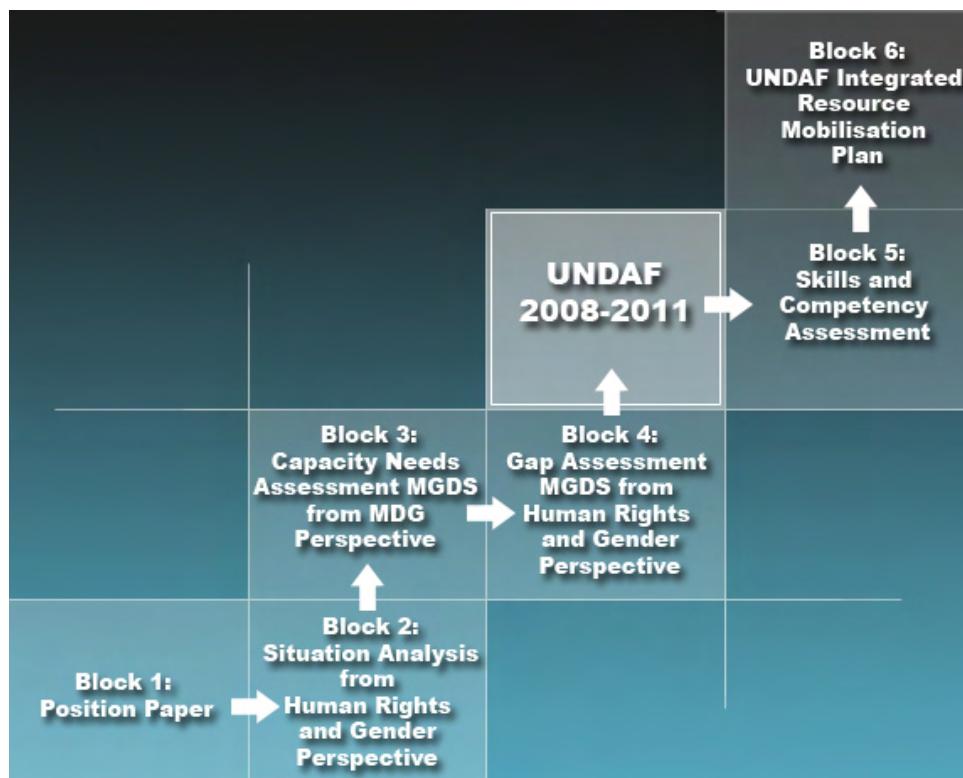


Figure 1.1: UNDAF Building Blocks

The first four of these building blocks provided the background information for the UNDAF prioritisation retreat (Fig. 1.1). To ensure that all stakeholders had input, the retreat was widely consultative with a broad list of attendees. These included the various resident and non-resident agencies of the UN system in Malawi. The Government of Malawi was represented by the principal secretaries from eight ministries. Civil society was represented through representatives of the Public Affairs Committee, The Council for Non Governmental Organisations in Malawi (CONGOMA) and other civil society bodies. All major donors were also represented.

During the UNDAF Retreat, four of the five MGDS Themes were adopted as the five core UNDAF Outcomes (MGDS Theme 4 on Infrastructure was not). Reversal of HIV and AIDS was identified as discrete UNDAF Outcome. The five UNDAF Outcomes are therefore:

1. Equitable economic growth and the achievement of food and nutrition security;
2. Care and protection for the ultra poor and reduction in the impact of economic shocks and disasters on the most vulnerable;
3. Increased equitable access and use of basic social services;
4. Scale up in the national response to HIV and AIDS; and
5. Good governance, gender equity and a human rights based approach to development.

The five UNDAF outcomes are areas in which the UN has a unique contribution to make as a development partner, both in terms of its technical expertise and of the role it can play in a changing aid environment. The UNDAF also identifies the areas where we do not have a comparative advantage in Malawi. The MGDS is necessarily broad; we have been careful to identify not only which MGDS Themes but also which of its sub-themes can be usefully prioritised by the UN system, taking into account other development partners strengths in Malawi.

The UNDAF also highlights four cross cutting areas – human rights, gender, disaster risk reduction and capacity development for implementation – where we will consolidate and strengthen our partnership with Government (ref section 1.5)

The indicators for each UNDAF outcome are specific, measurable and realistic, are drawn wherever possible from the MGDS itself, and provide a basis for Government and the UN together to monitor progress in the coming years.

The UNDAF is also integral to the UN Business Plan. The UN Business Plan includes programmatic items (UNDAF 2008-2011 and joint programme planning) but also includes the UNCT's plans in the field of UN Reform (UN common services, UN common premises, harmonisation, and alignment activities).

## 1.4 PRINCIPLES OF IMPLEMENTATION

Implementation of the UNDAF is guided by the following principles:

- **Alignment:** The UNDAF is closely aligned to the MGDS. Recognizing that the MGDS is a “living document”, we will use regular MGDS and UNDAF assessments to realign the UNDAF with the MGDS, based upon changing priorities as expressed through the Development Assistance Strategy (DAS).
- **Timeliness:** We will respond in a timely manner to national priorities. Swift responses should not be limited to humanitarian needs.
- **Cost Effectiveness:** We will provide services and programme implementation in a cost effective way. Achieving greater cost effectiveness is an integral part of the UN Business Plan.
- **Focus:** We will work with Government in areas where we have a clear advantage relative to other actors (ref section 1.7) and where Government and its partners have greatest need, as per the Paris Declaration.
- **Sustainability:** Interventions will be designed to ensure sustainable solutions and focused on long term viability.

## 1.5 UNDAF CROSS CUTTING THEMES

Relevant to each of the five UNDAF outcomes are four cross cutting issues: 1) Gender equality, 2) Human rights, 3) Disaster risk reduction, and 4) Capacity development for implementation. Each of these cross cutting issues has been mainstreamed in the five UNDAF theme areas, and are reflected in the UNDAF outcomes. Each provides a focus for UN policy and advocacy work, a basis for monitoring and evaluating the impact of our work in Malawi. Responsibility for mainstreaming and achieving outcomes for cross cutting issues rests in the relevant cluster - i.e. Gender, capacity development and Human Rights under UNDAF cluster 5 (Good Governance) and Disaster Risk Reduction under UNDAF cluster 2 (Social Protection and Disaster Risk Reduction). The RC Office will support mainstreaming efforts. Table 1.1 provides an illustration of how cross cutting themes affect UNDAF outcomes.

Sustainable economic growth and poverty reduction cannot be achieved in Malawi by 2011 unless gender equality is explicitly made an integral part of the design, implementation, monitoring and evaluation, and unless the needs and perspectives of women and girls are addressed. The UN uses a gender-based approach to development that explicitly incorporates the goal of gender equality into the UNDAF thematic areas so these will be mainstreamed in all UN programmes. Additionally, the UN can assist the Government in incorporating gender into Government activities so that Government conforms to the standards of equality enshrined in the Malawi Constitution and the international human rights instruments<sup>1</sup> that Malawi is party to. We will ensure that gender is mainstreamed in all programme interventions in each UNDAF outcome. We will work towards the empowerment of women through gender sensitive recruitment policies and an enabling office environment for the advancement of disadvantaged

<sup>1</sup> These include the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC)

	UNDAF Outcome 1	UNDAF Outcome 2	UNDAF Outcome 3	UNDAF Outcome 4	UNDAF Outcome 5
Gender	Enhance women's access to property and productive resources	Ensure gender sensitive interventions in times of disasters	Advocate for sexual and reproductive rights of women  Enhance Girls school enrolment and retention	Support gender-differentiated approaches to policy development	Stimulate women's participation in leadership and decision making
Human Rights	Ensure that economic growth benefits the poorest and most vulnerable  Ensure that economic growth is free from human exploitation	Mainstream social protection as a legal duty  Focus on the people who are worst off and empower them to reduce their vulnerability	Economic, social and cultural rights enforced and realised  Promote non-discriminatory access to all social services	Eliminate discrimination against those infected with and affected by HIV and AIDS  Enforce of the right to treatment, care and support services	Promote awareness among Malawians of their rights  Strengthen capacities to provide basic services including to the marginalised
Disaster Risk Reduction	Conservation of natural resource base	Reinforced institutional and legislative framework for disaster reduction	Enhanced epidemic preparedness and response	Enhance social protection in disaster situations	Strengthen systems for disaster reduction and emergency response
Capacity Development	Strengthened national capacity to generate, analyze, and disseminate gender disaggregated data for policy formulation  Strengthened capacity to manage and implement plans and programmes, including at the local and district levels: project management and coordination, procurement, human resource management, ICT, monitoring and evaluation, reporting and communication.				

Table 1: Cross cutting themes and the UNDAF

The Constitution of Malawi is a powerful expression of the country's commitment to ensuring that human rights are enjoyed by all. Enjoyment of these rights depends upon rights holders being aware of and exercising their entitlements, and duty bearers being willing and able to fulfil their responsibilities. This is particularly important in the UNDAF Outcomes which address issues fundamental to the lives of every Malawian – for example the right to food and food security, to assistance and protection in crises, access to basic social services including education, health care and life saving treatment including for HIV and AIDS, and access to information and to justice. The UN uses a human rights-based approach to development that focuses on the realization of the rights of the excluded and marginalized populations, and those whose rights are at risk of being violated, building on the premise that a country cannot achieve sustained progress without recognizing human rights principles (especially universality) as core principles of governance.

As a landlocked, resource poor country whose economy is heavily dependant upon rain fed agriculture, Malawi is especially to the risk of disasters and external shocks, whether these be related to climate, changes in the global economy or epidemics. A number of steps need to be taken to reduce vulnerability to disasters in every UNDAF outcome – for example by improving water management and irrigation and promoting crop diversification, by improving institutional capacity for the provision of basic services during crisis periods, by enhanced urban planning and housing construction and by deepening democracy and promoting more informed debate particularly among parliamentarians and district assemblies on development issues.

Malawi currently suffers from weak implementation capacity most notably to ensure that plans are translated into results. One of the greatest challenges in implementing the MGDS is the lack of capacity to plan, budget, manage, implement and account for the use of resources. The UN will work with Government to strengthen implementation capacity in areas such as procurement, human resource management, project management, ICT and reporting.

## 1.6 LESSONS LEARNED UNDAF 2002-2006

Many lessons have been learned from the previous UNDAF 2002-2006. The following is not an exhaustive list and is not intended to be comprehensive, but highlights some of the lessons learned identified in the situation analysis.

### *Capacity and coordination related*

- More capacity building at local and community levels is needed, complementing national level and upstream work.
- Capacity gaps at both the district and national levels compromised the delivery of basic services and the integrity of political and financial accountability systems.
- PRSP priorities were not translated into national budget allocations and did not provide a basis for coordination of development assistance.
- Coordination mechanisms, whether within Government, between Government and development partners, or among development partners, including within the UN, were insufficiently results oriented and robust.
- Support to Government policy and planning needs to be systematically accompanied by capacity building for implementation.
- More capacity development is needed in information management, including monitoring, data analysis, dissemination and application of findings and recommendations.
- The development of the Health SWAp provided a useful precedent for better coordination in other sectors. Enhanced partnerships in health and education that deliver comprehensive packages attacking interrelated problems achieved the strongest results.

### *Programme and sector related*

- Women and girls continue to face severe discrimination and suffered the effects of poverty more than boys and men. Integration of gender issues needs to be stronger in all programmes.
- National food security policies were inconsistent and unpredictable. Development partners' provided contradictory advice to Government on policies and strategies.
- Chronic nutrition insecurity has not received sufficient attention and has not been linked effectively to food security.
- Public Sector Reform efforts lacked political championship and coordinated support from development partners.
- Integrated school-based programmes addressing different issues (e.g., health, sanitation and hygiene, life skills, and nutrition) are among the most successful in Malawi.
- Successful resolution of sexual and reproductive health problems requires simultaneously addressing gender inequality, poverty, and lack of education.
- Closer links are needed between family planning and HIV and AIDS prevention programmes.
- The powerful negative synergy between vulnerability, orphanhood, HIV and AIDS, chronic poverty and food insecurity requires scaling up of comprehensive packages requiring increased commitment, coordination and collaboration, and resources.
- Resources need to be leveraged and mobilised to scale up a package of maternal and child health services, including routine HIV testing for pregnant women as part of Preventing Mother to Child Transmission (PMTCT) Plus, improved maternal and neonatal services, nutrition surveillance, paediatric AIDS treatment, care and support.

## 1.7 UN COMPARATIVE ADVANTAGE

The UN has a long track record in Malawi. Our strength is not primarily financial, but rather lies in our role as guardians and promoters of international norms and standards, as advisors to Government and its partners, as capacity developers and as catalysts of new programmatic (including human rights based and gender based) approaches, for achieving the MDGs.

Areas where the UN can make a special contribution include:

1. Coordination, improving the effectiveness of aid delivery in a multi donor aid environment whether at the national level or specific sectors in which the UN has expertise;
2. Policy support and technical advice, both for national plans such as the MGDS as well as in sector planning in areas such as health, nutrition, disaster preparedness mitigation and response, and political and economic accountability systems;
3. Capacity development, including institutional strengthening, leadership, policy and management skills, data gathering, analysis and dissemination, monitoring and evaluation systems, district administration, as well as in wide range of sector specific activities;
4. Implementation support, as part of overall capacity development efforts, including in sensitive areas such as procurement, elections and political governance; where surge capacity is required; and management of pooled funding mechanisms in situations where the beneficiary has yet to develop the capacity to manage and account for resources;
5. Resource mobilisation, advice and advocacy, both to support Government development objectives and specific initiatives and to support emergency response;
6. Emergency relief and disaster preparedness, in strengthening national capacity for emergency prevention, preparedness, monitoring and response.

We recognise the need to prioritise, and that doing so requires downgrading or dropping certain activities. The DAS will be critical in this process, not least to ensure that development partners complement each other in responding to clear national priorities as determined by the Government. But it is already clear that the UN does not have comparative advantage in, say, transport, or in aspects of governance where other partners currently have stronger capacity. For example, others may be better placed to lead partners' support to national anti-corruption efforts and strengthening of audit systems, while we are better placed to lead on support to elections, access to justice, procurement and M&E. Under the MGDS Theme on Sustainable Economic Growth, there is clearly a gap in addressing the nutrition aspects of food security and agricultural production where we will play a useful role, far more so than in, say, the tourism, mining and garment sectors.

## SECTION 2: UNDAF RESULTS



### 2.1 UNDAF OUTCOMES

This section outlines the five UNDAF outcomes, as described in the previous section. Appendix A Results Matrix and Appendix B M&E matrix will provide additional detail for each of the UNDAF outcomes.

Please note that the UNDAF document reflects the programmatic activities that UN agencies will undertake in the coming four years (2008-2011). A complete overview of all UN activities, both programmatic (UNDAF) activities and non programmatic (non-UNDAF) activities such as UN Reform initiatives (Common Premises, Common Services, Harmonisation and alignment), are reflected in the UN Business Plan.

#### *Theme 1: Sustainable Economic Development and Food Security*

**MGDS Priority:** “Sustainable economic development and food security”

**UNDAF Outcome 1:** By 2011 Government policies and local and national institutions effectively support equitable economic growth and the achievement of food and nutrition security while minimizing or reversing environmental degradation.

#### **Country Programme Outcomes by 2011**

1. Strengthened Government capacity to coordinate and implement food and nutrition security policies and plans
2. Nutrition friendly agricultural productivity increased, especially at household level, and oriented towards commercialization
3. Enhanced conservation of the natural resource base

**MDG 1:** Eradicate extreme poverty and hunger

**MDG 7:** Ensure environmental sustainability

The Malawian economy is predominantly agriculture-based. Malawi has a recent history of chronic hunger and of repeated food crises. Pro poor economic growth and poverty reduction depend upon Malawian small holder farmers’ being able to move away from subsistence farming and the constant threat of hunger. Most farmers cannot afford agricultural inputs such as seed and fertiliser, have limited access to markets and to credit. Over the years, Government has pursued a number of strategies, supported by development partners whose own views have not necessarily been consistent over time or synchronised. These have included a ‘starter pack’ programme, targeted inputs, and more recently, input subsidy schemes with varying degrees of private sector participation.

Critical to boosting agricultural production are a medium- to long-term approaches led by Government and supported by all development partners. These need to encourage entrepreneurship, engage the private sector as well as non Governmental and community organisations, and to benefit all smallholder farmers. They need to be comprehensive, well resourced, agronomical sound in terms of promoting use of inputs, soil fertility, water use and environmental sustainability, and to promote nutrition-friendly production through crop diversification.

The main thrust of the MGDS is to create wealth, through sustainable economic growth, as a means of reducing poverty. Agriculture is singled out as the priority sector; it is envisaged that the sector will lead economic growth. Attainment of the MDGs is thus dependant upon a vibrant agriculture sector.

In order to achieve sustainable economic growth, the MGDS calls for action in six areas: 1) maximize the contribution to economic growth through the sources of growth; 2) create an enabling environment for private sector led growth; 3) attain food security; 4) boost exports so that they can lead growth; 5) ensure that the people of Malawi are economically empowered; and 6) that they have access to land and housing.

We recognise that other development partners in Malawi have greater comparative advantages in areas 4) and 6). We will focus on working with partners in the remaining four:

- We will support Government by strengthening its capacity for development and implementation of Government economic and food and nutrition policies, ensuring economic growth in the agricultural sector is inclusive and contributes to achievement of the MDGs by focusing on specific issues including: the empowerment of women, population dynamics, employment laws and practices, reversal of environmental degradation, improved land husbandry, and measures to reduce poor peoples' vulnerability to external shocks.
- We will continue to provide technical expertise to institutions to improve coordination, institutional and community implementation capacity, monitoring and evaluation of programmes on economic growth, food, and nutrition security.
- Breaking the country's dependence upon rain fed agriculture through the scale up of irrigation schemes and the promotion of crop diversification, will be a priority not the least as a basis for improving nutrition security. The main target of food security interventions will be the small farmers with the objective of boosting and diversifying production and adding value to agricultural produce.
- We will support initiatives to enhance agricultural productivity, especially at household level, and to stimulate production for commercial purposes by linking producers with processors and exporters. At the same time, the UN will identify business and investment opportunities that link the private sector to producers. We will contribute to improving agronomic and post-harvest practices, including by supporting replication and scale up of successful approaches.
- The ecological integrity of Malawi is intimately linked to agricultural practices. We will support and help strengthen Government policies and plans to preserve the natural resource base, not least through improved land husbandry and water management practices, and by increasing access to sustainable sources of energy.

## Theme 2: Social Protection and Disaster Reduction

**MGDS Priority:** “Improvements in the socio-economic indicators of the most vulnerable and reduction in the socio economic impact of disasters”

**UNDAF Outcome 2:** By 2011, 20% of population comprising of the ultra poor as are the vulnerable that can be negatively impacted by economic shocks and disasters are sufficiently care for and protected through access to social protection and disaster risk reduction programmes.

### Country Programme Outcomes by 2011

1. Proportion of vulnerable groups benefiting from social protection increased
2. Government will have disaster risk reduction and emergency management systems and practices for efficient response at national and sub-national levels

**MDG 1:** Eradicate extreme poverty and hunger

**Note:** Disaster Reduction interventions impact on all MDGs (cross cutting)

## Social Protection

Over the last ten years poverty levels in Malawi have remained stagnant at 52% of the population (currently 6.2 million people) living on less \$1 dollar per day. Of this, 22% or 1.4 million people are considered ultra-poor living on less than \$0.20 per day. Current analysis of social protection interventions shows that the impact has been limited due to unsatisfactory programme design based on insufficient assessment, and unsatisfactory co-ordination with other sector or development programmes.

Social Protection is gaining momentum in Malawi. The MGDS Theme 2<sup>1</sup> addresses social protection stating as its medium term goal that ‘the most vulnerable...are sufficiently cared for as are the vulnerable who can be negatively impacted by economic shocks.’<sup>2</sup> The Government has also established both a Social Protection Steering Committee and a Social Protection Technical Committee at the national level with senior official representation. Additionally, financial and human resources have been committed to address social protection. The Government’s vision is ‘to eliminate extreme poverty’ and the goal is ‘to empower the poor to contribute to social and economic growth.’

The UN’s primary role in Social Protection is, together with key development partners, to support the creation of an enabling policy environment and the institutional capacity to carry out those policies in order to scale up qualitative interventions. The UN has significant advocacy, technical, training and capacity building experience, and the ability to leverage considerable resources. The UN will leverage these capacities with an increased emphasis on district and community capacity development and empowerment, with particular aim to support scaling up of social protection interventions for the most destitute groups at community level. These interventions will include direct resource transfers to the poor, which will target 2 million people per year by 2011<sup>3</sup>.

These activities will be an investment to help vulnerable Malawians lift themselves out of poverty and to improve the coping and resilience mechanisms of the ultra-poor and achieve a decent standard of living. Programmatic activity will also address the disproportionately low representation of women and children. The strategy and interventions to reach the ultra poor will include two broad perspectives: groups which cannot work will be eligible for cash transfers; others able to work will benefit from interventions aimed at generating income or assets through their labour. Targeting of beneficiaries will be done in a participatory manner in close collaboration with NGO staff, Government extension staff, district officials as well as the civil society, using tried and agreed criteria.

<sup>1</sup> While the UNDAF is closely aligned with the MGDS, the decision was made to relocate school and supplementary feeding activities from this Outcome to the Social Development (MGDS 3) UNDAF Outcome

<sup>2</sup> MGDS 4.2 p33

<sup>3</sup> Including social cash transfer, food for asset creation, and cash for assets. See output 2.1.3 in M & E Matrix

## Disaster Risk Reduction and Management

Disasters are a major source of shock to the economy and to vulnerable people. Climate change is affecting Malawi in ways that have yet to be fully understood. Disaster occurrences have increased in Malawi over the past decade, mirroring the trend globally. These events are no longer occasional. Almost every year, disasters such as drought, flooding, outbreaks of disease (for example cholera and malaria), and crop pests affect both the population and the economy. External economic shocks, such as changes in oil and commodity prices, can dramatically affect the economy and people. They erode livelihood coping strategies, hampering national development and, in the worst cases, lead to death. Disaster reduction considerations need to be factored into all development policies, strategies and plans. Social protection approaches will play an important role in increasing vulnerable communities' resilience to such events. But they are only part of the picture necessary to ensure truly effective national response to such threats.

The UN has a valuable role to play in bringing disaster risk reduction<sup>1</sup>, which includes prevention, mitigation and preparedness, to the fore of the development agenda by advocacy, policy dialogue, technical advice and capacity building initiatives. To help guide policy and strategic directions, the UN will provide technical support to Government: in assessing disaster risks, anticipating hazards, assessing vulnerabilities and coping capacities, and compiling and maintaining information on disaster losses. Recognizing that disaster risks can be minimised but not entirely eliminated, we will continue to build the capacity of national and district level authorities to improve emergency management and response systems and to ensure effective humanitarian response. Particular emphasis will be placed on supporting national and district level coordination mechanisms and in ensuring an integrated multi-sectoral approach to emergency response in compliance with the Humanitarian Charter and minimum standards in disaster response (contained in SPHERE handbook)<sup>2</sup>. While this UNDAF focuses on capacity development for disaster risk reduction and disaster management, this does not preclude direct UN responses to emergencies not articulated in this UNDAF.

<sup>1</sup> DDR is a cross cutting issue that will be incorporated into the entire UNDAF

<sup>2</sup> "The Humanitarian Charter describes the core principles that govern humanitarian action and asserts the right of populations to protection and assistance. Defining the legal responsibilities of states and parties to guarantee the right to assistance and protection, it is based on principles and provisions of international humanitarian, human rights and refugee law, and on the principles of the Red Cross and NGO Code of Conduct and principles of gender equity and empowerment"

## Theme 3: Social Development

### MGDS Priorities

- 3.1 Health: To increase life expectancy, decrease maternal mortality rates and decrease child morbidity and mortality rates including deaths due to diarrhoea, especially in children under 5 years of age.
- 3.2 Basic Education: To equip students with basic knowledge and skills to enable them to function as competent and productive citizens in a free society
- 3.3 Water and Sanitation: Basic water requirements of every Malawian are met while the country's natural ecosystem is enhanced, and access to water is enhanced to within 500m distances.
- 3.4 Nutrition: "Ensuring Active healthy life with reduced burden of diet-related, illness, deaths and disability for men, women, boys and girls living in Malawi" [why is this in "quotes"??]

### UNDAF Outcome 3: Increased equitable access to and utilization of quality basic social services by 2011 Country Programme Outcomes by 2011

- 3.1 Health: Equitable access to essential health services increased
- 3.2 Basic Education: The proportion of girls and boys' enrolment, attendance, completion and achievement increased
- 3.3 Water and Sanitation: Equitable access to and use of safe water supply, sanitation and hygiene in rural and peri-urban areas and promotion of environmental health
- 3.4 Nutrition: Improved nutrition outcomes for under 5 children, pregnant and lactating women, PLWHA and other at risk groups

**MDG 1:** Eradicate extreme hunger and poverty (Nutrition)

**MDG 2:** Achieve universal primary education (Education)

**MDG 4:** Reduce infant mortality (Health)

**MDG 5:** Reduce maternal mortality (Health)

**MDG 6:** Combat HIV and AIDS, malaria and other diseases (Health)

**MDG 7:** Ensure environmental sustainability (Water and Sanitation)

## Health

Malawi, like much of sub-Saharan Africa, faces a growing burden of disease and critical shortage of healthcare resources. The epidemiological profile is characterized by a high prevalence of communicable diseases including malaria, tuberculosis and HIV/AIDS; high incidence of maternal and child health problems; an increasing burden of non-communicable diseases and resurgence of the neglected tropical diseases. Although there has been a significant decline in infant and under-five mortality, the rates are still high. The maternal mortality ratio is one of the highest in the world. Access to health services is very limited.

The Government of Malawi is implementing a Health Sector Wide Approach (SWAp) since 2004. The delivery of the essential package (EHP) is the cornerstone of the SWAp plan of work 2004-2010. The EHP, which comprises 11 key health interventions, is aimed at improving health outcomes through technical and allocative efficiency in service delivery; ensuring universal coverage of health services; and providing cost-effective interventions that address the priority health problems in Malawi. The UNDAF has its focus on the EHP.

To contribute to the achievement of the health targets in the MGDS, and subsequently the MDGs, the UN will assist the Government of Malawi by: providing technical advice through the SWAp Technical Working Groups (TWGs) and the Health Donor Group; and supporting implementation of the SWAp Programme of Work, especially in the areas of capacity building, disease surveillance, monitoring and evaluation as well as integrated delivery of the EHP.

This support is aimed at: increasing access to comprehensive sexual and reproductive health; strengthening child survival interventions; enhancing institutional capacity to deliver quality health services; strengthening mechanisms to improve the healthcare seeking behaviour of individuals/communities; and fostering community involvement in health issues and multi-sectoral approach in line with the principles of the Primary Health Care Approach. To uphold equity, focus will be laid on reaching rural and underserved areas through appropriate strategies. Furthermore, support will be provided to monitor equity and develop pro-poor health delivery strategies.

## **Nutrition**

According to the 2004 Malawi Demographic Health Survey, there has not been any change in children's nutritional status since 1992. 48% of children under five years were stunted, 22% were underweight, 5% were wasted and micronutrient deficiencies affect a large proportion of children and women. Anaemia is a serious public health problem affecting both young children and women. 73% of children 6-59 months and 44% of women 15-49 years are anaemic and did not show any improvement compared to the estimates of previous years. Causes of malnutrition include lack of knowledge on child care practices, inadequate diet and frequent incidences of disease among young children, as well as the poor nutritional status of the mother. Efforts to reduce malnutrition are further hindered by HIV/AIDS. 25 to 50% of severely malnourished children admitted to Nutrition Rehabilitation Units are HIV positive.

We will focus on addressing the underlying causes of malnutrition by supporting a more integrated response and strengthened capacity of communities and service providers to prevent and manage nutritional deficiencies. Focus will be placed on strengthening intersectoral coordination, including efforts to promote nutrition friendly agricultural production, improving the effectiveness and efficiency of the national nutrition information system, the promotion of infant and young child feeding, the improvement of maternal nutrition to break the intergenerational cycle of malnutrition, and the control of micronutrient deficiency. Moderate and acute malnutrition among children under five will be treated through supplementary and therapeutic feeding respectively and community therapeutic centres will be expanded. Capacity for emergency prevention, preparedness and response will be strengthened at all levels.

## **Water, Sanitation and Hygiene Promotion**

Malawi has made significant progress in increasing access to safe water and sanitation. However, to achieve the MDGs for water and sanitation, about 0.21 million and 0.36 million people need to be served on an annual basis, at a cost of US\$ 8.28 million per year. According to the 2004 MDHS, access to safe water was 67% while access to improved sanitation is 46% and about one third of water points are not operational at any given time. Approximately, 20 to 25% of schools have no protected water supply and on an average 140-150 pupils use one latrine. 50% of the health facilities in rural areas do not have proper water supply and sanitation facilities. Hand washing practice after using toilet is around 35%. Poor hygiene, lack of sanitation, and low quantity and quality of drinking water all contribute to Malawi's poor health indicators for mothers and children, and impact negatively on their livelihood as they take on added responsibility for caring for the sick. An analysis of national water point inventory data shows inequity in the distribution of water facilities.

We aim to support national efforts to achieve the MDGs relating to increased access to safe water supply, sanitation and hygiene promotion. Our support will focus on the provision of water supply and sanitation in rural areas and improved sanitation and hygiene promotion in rural and peri-urban communities. It will also contribute to the child-friendly, rights-based school concept to ensure increased access of pupils' safe water supply, hygiene promotion as part of a comprehensive school health programme and gender sensitive sanitation facilities. The UN will work with other partners to support policy and systems development, guidelines and standards; strengthening of planning and implementation capacity at district and community level, mapping of water points, mass campaigns for hygiene promotion.

Capacity of emergency prevention, preparedness and response, especially in relation to water-borne diseases, will be strengthened at all levels. We will also support the development an environmental health policy and regulatory frameworks to reduce risk factors from unsafe food, water and unsanitary conditions.

## **Basic Education**

Despite the abolition of school fees in 1994, over 10% of eligible children in Malawi do not attend school, and of those who enrol at standard one, only 40% reach standard 4. The net enrolment rates are high in grades one and two for both boys and girls, but survival rates are low due to the high drop out rate, averaging 15%. This means that the main source of illiteracy is not effectively addressed, and many children grow up to be illiterate fathers and mothers, increasing the likelihood of the cycle repeating itself. The primary school completion rate is low, 26% for all children and 16% for girls. The education system is also highly inefficient, with repetition rates averaging 25% and children taking an average fourteen years to complete the primary school cycle. Access, retention and completion rates remain unsatisfactory due to a complex web of related factors around tradition, culture and poverty. School environments are generally not safe, with cases of bullying, gender based violence and abuse and corporal punishment still frequently reported. Many cases also go unreported. Not all primary schools have access to clean water, and to separate sanitary facilities for boys and girls. This hinders attendance for girls in the higher grades, which in turn culminates in drop out.

We will support the Ministry of Education in addressing these challenges within the framework of the UNDAF and the Development Partner group and in collaboration with NGOs, civil society and other stakeholders. The overall priority will be to ensure that over 95% of eligible boys and girls enrol in school and that over half of them complete the cycle. The objective will be for at least 70% of the children to attain the minimum nationally defined levels. The child friendly school concept will be institutionalized, with standards at each school defined around the following components: health and nutrition, hygiene, water and sanitation; inclusiveness; child-centred, interactive and gender sensitive learning processes; strong partnerships with the community; and child leadership in governance. Life skills for HIV prevention will be scaled up. We will work with other partners to support the acceleration of reform in the sector through the development of policies, legislative frameworks and systems. The World Food Programme (WFP) will ensure that school feeding responses are timely and effective, while the United Nations High Commissioner for Refugees (UNHCR) will attend to the education needs of all refugee children.

## Theme 2: HIV and AIDS

**MGDS Priority:** “Prevent the spread of HIV infection among Malawians, provide access to treatment for people living with HIV and AIDS and to mitigate the health, socio-economic and psychosocial impact of HIV and AIDS on the general population and high risk groups “

**UNDAF Outcome 4:** National response to HIV and AIDS scaled up by 2011, to achieve universal access to prevention, treatment, care and support.

### County Programme Outcomes by 2011

1. Improved equitable access to and uptake of preventive services
2. Improved and equitable access to and uptake of AIDS treatment, care and support services
3. Reduced social and economic impact of HIV and AIDS on families and communities
4. Improved national and district level capacity to coordinate manage and monitor HIV responses

**MDG 6:** Combat HIV and AIDS, malaria and other diseases

More than half of the population live in poverty with more than 20% living in ultra poverty, unable to meet even their minimum food requirements. The superimposition of high HIV prevalence on deeply rooted poverty has sparked a sharp downward spiral in countless Malawian households. By designating the prevention and management of Nutrition Disorders and HIV and AIDS as a priority of the MGDS, the Government of Malawi recognizes combating HIV as both an end in itself and a vital prerequisite to the attainment of the goals of the MGDS. It has thereby registered its determination to break the vicious cycle of poverty, disease and underdevelopment.

Malawi was among the first countries to align behind the global call for Universal Access to HIV and AIDS prevention, treatment, care and support and to establish a Joint Team on HIV and AIDS, in line with the directive of the UN Secretary-General (Dec 2005).

The 2004 MHDS revealed that 14% of adults in Malawi live with HIV and AIDS. However, these overall figures mask sharp regional disparities in HIV prevalence: Southern region (17.6%), Central region (6.1%) and Northern region (8.1%)<sup>1</sup>. While prevalence appears to have stabilized over the past five years, continuing increases in the estimated number of newly infected people - from 52,643 in 1998 to 96,552 in 2005<sup>2</sup>, remain cause for concern and point to the urgent need to re-intensify prevention efforts.

Although urban prevalence is generally higher than rural, an upward prevalence trend has been reported among the rural areas of the northern region between 1999 and 2005, in contrast to stabilized rural prevalence in the southern and central regions. Conversely, the urban parts showed a declining trend during the same period<sup>3</sup>. This points to the need for improved targeting of prevention efforts by cross referencing both urban-rural and geographical differences.

The primary mode of HIV transmission in Malawi is through unprotected heterosexual contact, accounting for an estimated 88% of new infections<sup>4</sup>, a growing proportion of which affects young people. Mother-to-child transmission accounts for the much of the remaining new HIV infections, yet only 7% of the health facilities providing antenatal services offered preventing mother-to-child transmission (PMTCT) services and just 3.1% of pregnant women received counselling and testing.

Women account for the majority of infected individuals (56%) in the 15-49 age group<sup>1</sup>, with such disparities observed across various socio economic groups. This disparity is greatest for the 15-19 age groups, with HIV prevalence among young women being more than nine times higher than that of their male peers.

<sup>1</sup> National Monitoring and Evaluation Seminar 2006

<sup>2</sup> UNDP 2002, MOH&P 2005

<sup>3</sup> MOH&P 2005

<sup>4</sup> MOH&P 2003

Comprehensive knowledge about AIDS (e.g. knowledge of transmission, prevention, sources and use of condoms) is low, with women generally less aware than men. The level of knowledge has been shown to increase with age, education, and wealth status. In general, urban youth have better knowledge than their rural counterparts, with young men in the southern region displaying higher levels of knowledge than those in the north and central regions<sup>1</sup>. Bearing in mind that the southern regions have higher rates of HIV prevalence, this suggests that better knowledge does not intuitively translate into less risky behaviour.

There are more women than men using anti-retrovirals (ARV) in every district and by December 2005, women accounted for the majority of anti-retroviral treatment (ART) patients.<sup>2</sup> It became increasingly clear however, that children who needed ART had significantly less access than adults needing ART (5.7% versus 32% respectively). Out of the 60 ART sites offering AIDS treatment, only 13 offered paediatric treatment.<sup>14</sup>

Quality of care is compromised by stock outs of essential drugs with 60% of hospitals and 65% of health centres experiencing some stock out of drugs for opportunistic infections in 2004. The issue of nutritional needs of AIDS patients as well as HIV infected people has not been prioritized.

The impact of AIDS is felt at macro as well as the household level. Steps have been initiated to mitigate the impact of HIV and AIDS on families and communities, with a National Plan of Action (NPA) for orphans and vulnerable children being developed recently by the Ministry of Gender and Child Welfare with the participation of stakeholders.

At the institutional level, several related gaps impede an effective response to HIV and AIDS namely; 1) the lack of qualitative information and analytical research to inform policy and reinforce the protection of human rights – e.g. the drivers of the epidemic (including the impact of land rights, gender inequality and culture), high risk populations, the coverage of current interventions, the social and economic impact of HIV/AIDS, and as a direct consequence, 2) poor mainstreaming, policy and programme coordination compounded by poorly targeted social mobilization and awareness campaigns, and 3) overlapping roles and responsibilities between the National AIDS Commission (NAC) and the Government of Malawi which has at times, caused confusion and delays in implementation. Further improvements in coordination through the application of the 3 Ones principles, will assist in clearing many of these obstacles.

Malawi has been successful in mobilizing resources and such efforts must be sustained in light of the heightened expectations generated by national universal targets. Absorption capacity has been improving very slowly and most district assemblies, public sector, and civil society organizations have demonstrated limitations in their capacity to access, utilize and account for available resources. As a consequence the maximal impact of these resources has yet to be felt.

It is against this background that we will structure our support to the Government. Policies and programmes must be rooted in a clearer understanding of the AIDS epidemic in Malawi and bolstered by improvements in coordination and implementation capacity, and be delivered at the scale required to protect Malawians from the advance of HIV and to bring about measurable and sustainable improvements in the lives of those infected and affected by AIDS.

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<sup>1</sup> DHS, 2004

<sup>2</sup> Reach Trust, 2005

## Theme 5: Good Governance

**MGDS Priority:** “Enhance good public sector management, ensure the absence of corruption and fraud, stimulate decentralization, enforce justice and rule of law, ensure security, stimulate good corporate governance, democratisation and enhance dissemination information communication and technology”

**UNDAF Outcome 5:** Good governance, gender equality and rights based approach to development enhanced by 2011

### Country Programme Outcomes by 2011

1. An informed public actively claiming good governance and human rights
2. Improved national capacity to formulate policy, manage, monitor and deliver services to protect the rights of vulnerable groups
3. Gender equality and women’s empowerment significantly enhanced

**Note:** Interventions related to Good Governance impact on all MDGs

Without robust accountability systems, Malawi’s chances of benefiting from international aid flows and private investment are weakened. Equally important, Malawi’s success at achieving inclusive economic growth not only depends upon strong national leadership, but a competent and professional civil service, and upon the continued political legitimacy of those in authority in the eyes of the population. Sustainable and inclusive economic development requires democratic participation, human rights and empowerment of the population.

As a young democracy, Malawi has made major progress. It has a strong constitution, an impressive set of constitutional bodies, including an elected legislature, an Anti Corruption Bureau, Human Rights Commission and Law Commission. However, these all suffer from a number of capacity problems and concerns about their political independence. Successful Presidential and parliamentary elections have taken place since 1994, and local Government elections in 2000; these have revealed a number of weaknesses in the electoral regime which need be addressed if elections are to benefit from high participation and be recognized as free and fair. Malawi has also undertaken a bold decentralisation process, strongly supported by the UN system and other development partners. This process requires further support both through strengthening local and district level management capacities, data sources including regarding children women and the most vulnerable, and through local elections. At both the district and national levels, weak or non transparent systems of political economic and financial accountability have hampered Malawi’s development; unless strengthened, they risk undermining both citizens’ and partners’ confidence that resources will be put to good use.

The MGDS highlights good governance as a fundamental prerequisite for the achievement of the long-term national goals, as well as a critical foundation for achieving objectives under the other MGDS themes. The Malawi Constitution reaffirms Malawi’s commitment to the rule of law and respect for human rights and gender equality. UNDAF Outcome 5 draws upon and supports these key documents, and reflects the Government’s pledge under the Millennium Declaration to promote democracy, gender equality, the rule of law and human rights. Even though the UN globally has expertise in most if not every area of political and economic governance, in Malawi we will work in areas where we have a clear relative advantage. In short, the UN will focus on:

- We will increase our support for free and fair elections through capacity development and technical support to the Malawi Election Commission. At the request of MEC, UNDP has assumed the lead coordination role amongst development partners leading up to local and national elections in 2007 and 2009.
- Through partnership with Government, civil society and other actors, we will support the creation of an enabling regulatory and policy environment to strengthen national accountability systems.

Outcome 5 is intended to ensure that both the demand for and practice of good governance is strengthened, at both the national and local levels. We will encourage the adoption of a rights based approach to development as a basis for promoting equality and equity, both in the distribution of development gains and in the level of participation in the development process. To meet the demands of informed citizens, we will support Government to strengthen accountability and management systems in the public sector at both the district and national levels, including project management, participatory planning, gender budgeting, systematic monitoring and evaluation and high standards of procurement, human resource and financial management.

- Gender equity and the rights of children are at the heart of our work. We will support the collection, analysis and use of accurate, gender disaggregated data as an important contribution to strengthening accountability and to achieving concrete, demonstrable results. With particular reference to governance data, which in some cases is less well documented than in other sectors, we will support the collection of baseline information so that rigorous reporting on progress can be assured. This will take place during 2007.
- Drawing upon our normative responsibilities and policy expertise, we will support Malawi to realise its international obligations, including through strong advocacy, co-ordination and capacity development. In doing this, we will help strengthen Malawi's legislature, as envisaged in the MGDS, in support of all applicable international laws and Constitutional standards to protect and promote human rights.
- The informed participation of citizens, particularly vulnerable groups, is an important concern. Free access to information ensures that dialogue and debate for development is objective, rigorous and balanced. We will support and co-ordinate partners' efforts to improve and increase access to information for all citizens through different channels.
- We will also strengthen institutions and mechanisms in both the formal and informal justice sectors, so that they are better equipped to protect the rights of people, in particular vulnerable groups, which include: children, women, the disabled, prisoners, PLWHAS, refugees, and other marginalized groups.

## SECTION 3: UNDAF RESOURCES



### 3.1 RESOURCE REQUIREMENTS

The United Nations estimates that approximately US\$340,000,000 will be required to realize the priorities over a period of 4 years, as set out in the UNDAF results matrix. The results matrix provides a detailed break-down of these costs per theme and per UNDAF outcome. This amount will be distributed amongst the UNDAF outcomes as follows:

Theme	Resource requirements (US\$)
<b>Theme 1: Sustainable Economic Development</b>	<b>45,900,000</b>
CP Outcome 1: Strengthened Government capacity to coordinate and implement food and nutrition security policies and plans by 2011.	10,500,000
CP Outcome 2: Agricultural productivity increased, especially at household level, and oriented towards commercialization by 2011.	24,400,000
CP Outcome 3: Enhanced conservation of natural resource base by 2011.	11,000,000
<b>Theme 2: Social Protection and Disaster Reduction</b>	<b>27,866,895</b>
CP Outcome 1: Proportion of vulnerable groups benefiting from social protection increased by 2011.	25,316,895
CP Outcome 2: Government will have disaster risk reduction and emergency management systems and practices for efficient response at national and sub-national levels by 2011.	2,550,000
<b>Theme 3: Social Development</b>	<b>91,983,000</b>
CP Outcome 1: Equitable access to essential health services increased by 2011.	23,235,000
CP Outcome 2: Improved nutrition outcomes for under 5 children, pregnant and lactating women, PLWHA and other at risk groups by 2011.	12,696,000
CP Outcome 3: Equitable access to essential health services increased by 2011.	26,200,000
CP Outcome 4: By 2011, the proportion of girls' and boys' enrolment, attendance, completion and achievement increased by 2011.	29,852,000
<b>Theme 4: HIV and AIDS</b>	<b>60,050,000</b>
CP Outcome 1: Improved equitable access to and uptake of preventive services by 2011.	20,700,000
CP Outcome 2: Improved equitable access to and uptake of AIDS treatment, care and support services by 2011.	600,000
CP Outcome 3: Reduced social and economic impact of HIV and AIDS on families and communities by 2011.	30,000,000
CP Outcome 4: Improved national and district level capacity to coordinate, manage and monitor HIV responses in line with the Three Ones Principles by 2011.	8,750,000
<b>Theme 5: Good Governance</b>	<b>113,225,000</b>
CP Outcome 1: By 2011, an informed public actively claiming good governance and human rights.	32,125,000
CP Outcome 2: By 2011, improved national capacity to formulate policy, manage, monitor and deliver services to protect the rights of vulnerable groups.	67,100,000
CP Outcome 3: By 2011, gender equality and women's empowerment enhanced.	14,000,000
<b>Total</b>	<b>US\$ 339,024,895</b>

It is important to recognize that the numbers above are estimates and that exact financial projections will depend to a large extent to specific agency programmes, and may change in the event of emergencies.

### **3.2 RESOURCE MOBILIZATION**

The UNCT will work together to mobilise resources based upon requirements identified in the UNDAF. Part of the UNDAF resource requirements will be mobilised as core funds through the different UN agencies. Some resource requirements may be met from special Trust Funds (such as the Global Environment Facility) or bilateral donor agreements. The UNCT will explore with partners the added value and possible modalities of a UNDAF resource mobilisation strategy. The UNDAF resource mobilisation strategy helps close the gap between known levels of core funding in the coming years and funding requirements for the UNDAF 2008-2011 and will do so in a way that will provide predictable, medium- to long-term financial support for UNDAF related interventions.

Any move to a joint funding framework for non-core resources will be based upon a thorough analysis of current UN funding mechanisms and funding sources in Malawi (per agency). This will provide a basis for recommendations and options available for joint mobilisation of resources required for the UNDAF. Based on this analysis, the UNCT will prepare an integrated resource mobilisation plan.

## SECTION 4: IMPLEMENTATION



The United Nations System in Malawi consists of seven resident agencies (FAO, UNDP, UNFPA, UNHCR, UNICEF, WFP, WHO), one specialized programme (UNAIDS), and two Bretton Woods institutions (the World Bank and the International Monetary Fund). A number of non-resident agencies (notably ILO, IFAD, UNEP, UNESCO, UNIDO and UNODC) support activities in Malawi, while others are represented by the UNDP Resident Representative/Resident Coordinator (for example UNCDF and UN Habitat).

The implementation of the UNDAF 2008-2011 will be in line with our commitment to follow the principles set out in the Paris Declaration and the mechanisms put in place by the Government of Malawi to improve donor and aid delivery practices. As such, the UN family in Malawi is fully committed to support the DAS. The UN System will be represented by the RC or an UNDAF cluster leader on his/her behalf, depending on the agenda. The objective of the Government driven DAS is to ensure that donors align to the MGDS using the most efficient aid modalities.

The principal modalities for UN support will be provision of policy support in areas where we have expertise, for example nutrition, disaster management and risk reduction, access to and provision of social services, HIV and AIDS, and strengthening of governance and accountability systems. We will also provide capacity development expertise to strengthen accountability and coordination mechanisms, support a limited number of catalytic projects (such as the Millennium Villages) and, in exceptional circumstances, provide long term technical assistance as part of broader capacity development and skills transfer strategies.

### 4.1 COORDINATION MECHANISMS

#### General Aid Coordination

The Government of Malawi is increasingly asking development partners for an integrated approach to country programming, programme monitoring and evaluation. To this end, the Government is developing the Development Assistance Strategy (DAS). The DAS seeks to improve the effectiveness of development resources through better coordination and alignment between development partners and Government, public financial management and efficient loan and grant administration systems. Donors are committed to upholding their end of the Paris Declaration by aligning their activities to the MGDS.

We will support implementation of the DAS. The DAS sets out four levels of coordination amongst development partners and the Government: a) high level meetings chaired by Government, between Government and development partners; b) sector groups, chaired by Government. The UN will be represented by relevant Heads of Agency; c) Government only for a; and d) donor only fora. Again, the UN will be represented by the RC or by a cluster leader acting on his/her behalf.

Several integrated Sector Wide Approaches (SWAPs) are either being prepared (e.g. the agricultural SWAP) or are already in place (e.g. the Health SWAP). The UNDAF outcomes are aligned with SWAP objectives.

Coordination arrangements within the UN will reflect and, where appropriate, provide a basis for national coordination, led by Government. The "One Team" approach in HIV and AIDS is an example of this. Increasingly, coordination arrangements within the UN will directly mirror those in Government.

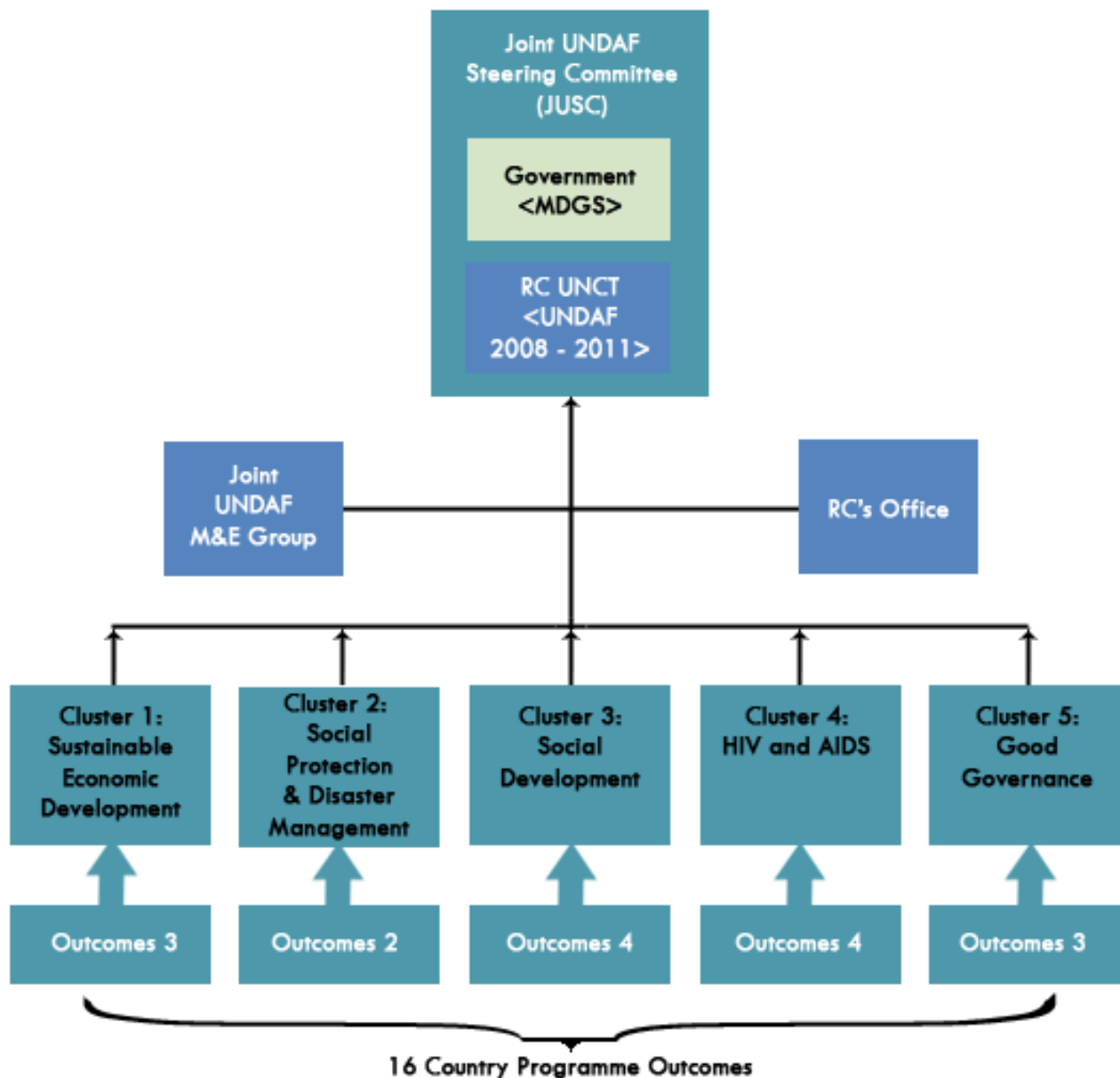
Increasingly important coordination platforms are the meetings between Government and those donors providing budgetary support, known as the CABS (Common Approach to Budgetary Support) Group. The UN through the RC has observer status. We will ensure that UN insights and concerns including in specific sectors are fully articulated in CABS meetings and Aide Memoires.

## UNDAF Coordination

The implementation of this UNDAF is coordinated and monitored by the UNDAF Joint Steering Committee and supported by a UNDAF Cluster Convenors for each thematic area in the UNDAF.

Building on the experience and established goodwill to work as 'One UN in Malawi, UN support to the Malawi Growth and Development Strategy (MGDS) will be organised through multi-agency clusters based on the five UNDAF areas namely:- Sustainable Economic Development; Social Protection and Disaster Preparedness; Social Development, HIV and AIDS; and Good Governance. These five clusters embrace 16 country programme (CP) which will be delivered by a team.

The Resident Coordinator (RC), who retains overall leadership and accountability to the Government of Malawi for delivery of the outcomes, is delegating responsibility to five Cluster Convenors on his/her behalf to support the teams to deliver their outcomes.



The Joint UNDAF Steering Committee (JUSC) consists of Government, UNCT members, development partners and other stakeholders and is co-chaired by Government and the RC. The JUSC is responsible for:

1. Monitoring of implementation of the UNDAF 2008-2011;
2. Monitoring and coordinating the activities of the different clusters, ensuring the UNDAF stays relevant, up-to-date and aligned with Government and development partners' strategies;
3. Ensuring regular evaluation and, if required, refocus of the UNDAF 2008-2011 through the mid year and end year UNDAF reviews. These reviews will be synchronised with the MGDS reviews of the Government.

Five UNDAF clusters are responsible for:

1. Implementation and refinement of outcomes;
2. Monitoring and evaluation of implementation of outcomes,
3. Reporting to the UNDAF Steering Committee on a regular basis on realization of the clusters' UNDAF outcomes to the UNDAF Steering Committee;
4. Adjustment of outcomes, if necessary, based on the mid year or end year review of the UNDAF

Each Cluster Convenor acts on behalf of the RC. The Convenor:

1. Serves as the entry point for high level interaction with national and other partners on issues relating to his/her cluster.
2. Chairs the cluster management team and ensures coordination and efficient functioning of the cluster, including preparation and follow up to annual and other reviews.
3. Shares updates and occasional progress reports with the RC and UNCT.

Each Cluster Convenor has an alternate, who is also an UNCT member, and could be from a different agency. The Conveners and their alternates are:

**Cluster 1: Economic growth and food security**

Cluster Convenor: Head of FAO

Alternate cluster leader: Head of UNDP

**Cluster 3: Social Development**

Cluster Convenor: Head of UNICEF

Alternate cluster leader: Head of WHO

**Cluster 5: Governance**

Cluster Convenor: Head of UNDP

Alternate cluster leader: Head of UNFPA

**Cluster 2: Social Protection and Disaster Risk Reduction**

Cluster Convenor: Head of WFP

Alternate cluster leader: Head of UNICEF

**Cluster 4: HIV and AIDS**

Cluster Convenor: Head of UNAIDS

Alternate cluster leader: Head of WHO

UNCT identified four UNDAF cross cutting areas represented by a focal person, in each cluster. Their role is to ensure the cross cutting issues are mainstreamed in all outcomes.

• **Cross cutting area 1: Gender**

Focal point: Head of UNFPA

• **Cross cutting area 3: Human Rights**

Focal point: Head of UNICEF

• **Cross cutting area 2: Disaster Risk Reduction**

Focal point: Head of UNDP

• **Cross cutting area 4: Capacity for implementation**

Focal point: Head of UNDP

Each country programme (CP) outcome is managed by a team. A Team Leader is appointed by Cluster Convenor and is accountable for the delivery of the outcome. The Team Leader also:

1. Provides technical leadership to the team and the UN on the outcome area and solicits for additional technical support or resources for the outcome.
2. Acts as the point of contact with Government and other stakeholders for the team
3. Represents the cluster at strategic meetings with development partners

## **Role of the Resident Coordinator's Office**

The UNCT is committed to a single results-based UN country programme delivered by cross-agency teams (cluster teams) under the overall leadership of the RC: in other words, one programme, one team, one leader. The Secretary General's High Level Panel recommends that RCs should have the authority to lead the one country programme, to allocate resources from pooled and central funding mechanisms, as well as the authority to hold members of the UNCT accountable to agreed outcomes. The role of the RC needs to be strengthened to allow better coordination of UN activities and to realize UN reform objectives at the country level.

In this context, the role of the RC Office includes:

1. Supporting coordination of joint UN interventions in priority areas identified by the UNCT such as HIV and AIDS, Food and Nutrition Security, Gender Equality, Governance and Human Rights;
2. Coordinate the monitoring of progress of UNDAF Country Programme Outcomes and joint UN programmes, thereby ensuring that the RC has the information to hold relevant UNCT members accountable;
3. Supporting the RC and the cluster leaders, to represent the UN in high level discussions with Government and partners on support for the MGDS, progress towards the MDGs and UN support for and alignment with the Paris Declaration;
4. Supporting advocacy, partnership building and resource mobilisation on behalf of the UN system;
5. Supporting the RC and UNCT to move forward on the UN reform agenda at the country level – for example, through the establishment of UN Common Premises, broadening UN Common Services, promoting the use and development of joint programmes and integrated programming initiatives, exploring the scope for One budgetary framework, joint resource mobilisation, supporting efforts to harmonise administrative and reporting systems, etc
6. Research and preparatory work to help achieve consensus within the UNCT on strategic direction for the UN at the country level.

## **Joint Programmes**

The UNDAF identifies outcomes in a wide variety of sectors. Their achievement requires partnership with multiple partners. In some cases joint programmes will be the most effective basis for achieving outcomes. Cluster leaders in consultation with Government and other partners will determine areas that would benefit from a joint programme approach. Currently, the UN in Malawi has joint programmes in the areas of Monitoring and Evaluation and in HIV and AIDS. Several more joint programmes are likely to be implemented in the period 2008-2011. Candidate areas include Data Collection and Monitoring, Nutrition and Food Security and Gender.

## SECTION 5: MONITORING AND EVALUATION



The UNDAF monitoring and evaluation (M&E) activities include joint monitoring with Government and development partners supplemented with UN specific M&E activities.

### 5.1 M&E COORDINATION STRUCTURE

The UNDAF Steering Committee will supervise and coordinate the monitoring and evaluation of the UNDAF 2008-2011. The annual review will be supplemented by a separate UNDAF mid term and end term review.

These review rounds may trigger changes in the outcomes or focus of the UNDAF based on changing circumstances and priorities. Each UNDAF cluster has an M&E focal point responsible for the evaluation of UNDAF interventions in their respective areas. The clusters will report back to the Steering Committee on a regular basis, articulated in the M&E working plan. Feedback from M&E is then disseminated to the Government and the UNCT. Figure 5.1 reflects the UNDAF M&E structure.

### 5.2 M&E PROCESS

The M&E focal points in the clusters ensure the clusters meet twice a year to review progress towards the realisation of the outcomes in each theme as well as the relevance, timeliness, and quality of both programmatic and administrative data (financial, procurement, supplies, etc.) collection efforts.

The outputs of the M&E reviews by the Clusters provide inputs to the Mid-Year and Annual UNDAF Review Meetings and the RC Annual Report. A Mid-Term Review (MTR) of the UNDAF will take place towards end of 2009 or early 2010, to review UNDAF progress and, if required, make the necessary changes to the programme interventions. An end-evaluation of the UNDAF will take place in 2011 and will inform the development of the subsequent UNDAF. The MTR and end-evaluation will be synchronized, to the extent possible, with the MGDS reviews and other programmatic reviews by the Government. In addition, during the UNDAF implementation period, joint programmes, joint field visits and joint monitoring and review activities will be carried out by the UN and other stakeholders to achieve the results.

### 5.3 M&E FRAMEWORK

The UNDAF M&E framework will use four types of indicators:

1. MGDS based indicators: identified for each theme by the Malawi Growth and Development Strategy.
2. MGDS adapted indicators: these are MGDS indicators fine-tuned to for a better fit with the UN M&E framework.
3. MDG indicators used for MDG reporting.
4. Custom indicators: indicators used by the UN for various purposes, but not reflected in the MGDS.

For type 1 and 2 (MGDS based) indicators and possibly type 3 (MDG based) indicators, the UN will participate in joint M&E activities with the Government. As the indicators for the UN and the Government are the same, the UN can contribute to and support Government activities with regards to MGDS M&E, while at the same time meeting its own UNDAF M&E requirements. Type 4 indicators are not included in the MGDS and therefore will be monitored through UN specific M&E activities.

As the choice of indicators will change over time with the introduction of new indicators and new sources of data, the M&E focal points will have the mandate to periodically review the relevance of indicators; adding, deleting, or modifying indicators as well as recommending new studies to gather additional data.

This UNDAF M&E plan will be aligned with the MGDS M&E activities of Ministry of Economic Planning & Development (MEPD), the 2005-2009 M&E Framework of National Aids Commission (NAC) and other M&E plans of Govt. of Malawi and would provide all necessary support in their effective implementation. Support will also be provided to the Government in tracking the emergency related information for the purpose of implementing disaster preparedness, relief and rehabilitation plan.



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