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**Assessing Governance of Unconditional Social Cash Transfer as a Social  
Support Programme in Malawi  
Case Study of Selected Districts in the Southern Region**

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***Disclaimer:***

This document represents part of the author's study programme while at the Institute of Social Studies. The views stated therein are those of the author and not necessarily those of the Institute.

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## Contents

<i>List of Tables</i>	<i>vi</i>
<i>List of Figures</i>	<i>vi</i>
<i>List of Maps</i>	<i>vi</i>
<i>List of Appendices</i>	<i>vi</i>
<i>List of Acronyms</i>	<i>vii</i>
<i>Dedication</i>	<i>viii</i>
<i>To my mum Rosemary Moyo and Father Salie Hara (Late)</i>	<i>viii</i>
<i>Abstract</i>	<i>ix</i>
<b>Introduction</b>	<b>1</b>
1.1 Country Context	5
<b>Chapter 1</b> 1.2 History of Malawi Social Cash Transfers and Social Support Policy	9
1.2.1 Malawi Social Support Policy	11
1.3 The Thesis Structure	13
	<b>14</b>
<b>Chapter 2</b> 2.1 Theoretical Framework and Concepts and Key Elements of Partnership and Trust	14
2.2 Theoretical and Key Concepts	14
2.3 Stakeholders Analysis of Actors involved in Unconditional Social Cash Transfers in Malawi	16
2.3.1 Role of Malawi Government	16
2.3.2 Role of INGOs	17
2.3.3 Roles of Local Actors	18
<b>Chapter 3</b> 2.3.4 Trust	21
	<b>23</b>
3.1 Research Methodology and Design	23
3.1.1 Introduction	23
3.1.2 Primary Data	23
3.1.3 Secondary Data	24
3.1.4 Data Analysis	24
3.1.5 Gaining access	25
3.2 Research techniques;	26
3.2.1 Key Informants	26
3.2.2 Literature review	27
3.3.3 Analysis Data	27

	3.3.4 Scope and limitation of the research	27
	3.3.5 Risks and Ethical Challenges	27
	3.3.6 Challenges:	29
		<b>30</b>
	4.1 Findings Discussion	30
	4.1.1 Introduction	30
<b>Chapter 4</b>	4.1.2 The dynamic of donors in Malawi supporting social cash transfers in Malawi.	30
	4.2.1 The dynamic interaction of donors and implementing organization of social cash transfers in Malawi.	36
	4.2.2 Views from Key Informants and Administrators of Social Cash Transfers in Malawi.	40
	4.2.3 How Trust is Constructed or achieved among stakeholders	41
	4.2.4 Donors Perception on trust	41
		<b>43</b>
<b>Chapter 5</b>	5.1 Key Findings and Conclusion	43
	5.1.2 Introduction	43
	5.1.3 Finding Summary	43
	<i>List of Appendices</i>	45
	References:	49

## List of Tables

Table 3.1 List of Institutions and Individual Interviewed	28
Table 4.1: Show how the influence based on stages (objectives, design and implementation) by donors	31
Table 4.2: Shows list of donors in Malawi that support Unconditional Social Cash Transfer programmes in Malawi	33

## List of Figures

Figure 1.1: Shows how the Mchinji Social Cash Transfers	11
Figure 2.1: Network Governance Model	14
Figure 4.1: Shows how donors interact with Malawi Stakeholder	36
Figure 4.2: Influence on Social Cash Transfers in Malawi by Donors	37
Figure 4.3: Summarize of stakeholders analysis of actors power and influence on social cash transfers	38

## List of Maps

Map 1 Map of Southern part of Malawi showing district of study	8
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## List of Appendices

Appendix 1: Consent letter	45
Appendix 2: Key Informant Interview Guide	46
Appendix 3: Funding Organization Guide	47

## List of Acronyms

AIDS	Acquired Immune Deficiency Syndrome
CCT's	Conditional Cash- based Transfers
CSSC	Community Social Support Committee
DSSC	District Social Support Committee
EU	European Union
GIZ	German Technical Cooperation Agency
GoM	Government of Malawi
GTZ	German Technical Cooperation Agency
HIV	Human Immunodeficiency Virus
HIS	Integrated Households Survery
INGO's	International Non- Governmental Organizations
ISS	Institute of Social Studies
MGDS	Malawi Growth and Development Strategies
MNSSP	Malawi National Social Support Policy and Programme
MoFEPD	Ministry of Finance, Economic Planning and Development
MoGCDSW	Ministry of Gender, Children, Disability and Social Wel- fare
MoLGRD	Ministry of Local Government and Rural Development
MOU	Memorandum of Understanding
NAC	National AIDS Commission
NGO's	Non- Governmental Organizations
NSSSC	National Support Steering Committee
NSSTC	National Social Support Technical Committee
OVC's	Orphans and Vulnerable Children
PIC's	Project Implementation Committees
SCT	Social Cash Transfers
SCTP	Social Cash Transfer Programme
TWG's	Technical Working Groups
UCT's	Unconditional Cash Transfers
UNDP	United Nations Development Programme
UNICEF	United Nations Children Funds
WFP	World Food Program

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## **Dedication**

To my mum Rosemary Moyo and Father Salie Hara (Late)

## **Abstract**

Donors have been helping developing countries in the past decades so that socio-economic problems should be improved. Malawi is one of the countries which donors pump in funds in order to reduce poverty at grass root level. In recent years we have witnessed the formulation of social support policy in 2012 which guide all donors when working on social support programmes in the country. In this study focus is on the network governance of internal and external actors when it comes to working on social support programmes especially social cash transfers. The focus is on power dynamics and the interaction of implementing stakeholders (i.e., Government of Malawi, NGO's and international donors) on partnership mechanisms and the models which are being used most to work together and related issues of governance, partnership, funding and trust when it comes to fund the government of Malawi social cash transfers. Most studies focus on the importance of social cash transfer unlike on the governance network of internal and external actors how it influence objectives, designing process and implementation of social cash transfers. In order to know the governance network process this study interviewed donors, key informants and implementing agencies in Malawi, so that a diversity of views should be analysed on the power dynamics shaping social cash transfer programmes in Southern part of Malawi. The government of Malawi being the policy holder of social support, how does the process working with donors affect the overall objective in Malawi? To the side of donors there are no clear guidelines to establish poor funds of programmes of social support intervention in Malawi. This create problems in coordination efforts supported by donors. Some suggestions on how to work best were proposed by different actors so that working relation of both should be win – win situation.

## **Relevance to Development Studies**

The revolution of social cash transfer as a form of social protection programme is an important topic in development studies in addressing poverty in the world.

The topic of assessing the governance aspect will inform development practitioner, researchers and policy makers and donors to look beyond some of the problems in addressing poverty in the world. Thus why it will be important to look at aspect of network, partnership and trust when designing any policy relating to social support, if the programme to be sustain beyond donor support duration. This will help government to prepare on how to run the programme especially in African countries, where most programmes of social support which include social cash transfers are funded by the donor.

**Keywords**

Governance, partnership, trust, social support policy and social cash transfer

# Introduction

Chapter 1  
The evolution of social cash-based transfer is being seen as an alternative to helping out the poor in most of the developing countries since the mid-1990s.

There are two forms of social cash transfer which developing countries are implementing as part of a social protection for vulnerable households. The programme of social cash transfers are categorized as conditional cash and unconditional cash-based transfer. Conditional cash transfers (CCTs) give cash support to vulnerable households but with a condition that households provided with cash support should follow such as encouraging children to go to school. The objective is to let more children attend school, so that they regularly would be receiving cash payments as long the child attends school. With this help households are able to increase income security. Unconditional social cash transfer give support to the poor of the poor who are called ultra-poor and labour construct, and there is no condition attached for the beneficiaries as they participate in the programme.

Several Latin American countries have been implementing the programme and there has been positive impacts among the members who are in the programme. The way the programme is being implemented is different with other parts of the world, especially in Africa. The model in Latin America is that they have conditional cash-based transfer and the condition is that households should be sending their children to school with close monitoring from the authorities. Researchers found that if a child no longer goes to school then the household is voluntary exited from the programme (Barrientos & Hulme, 2008, p.181). According to the impact evaluation by the UNICEF 2017 report, the programme has made a huge impact in the enrollment of children.

In Asian countries the programme of social cash transfer started in Bangladesh in 1998 and the way it was implemented differs with other countries (UNDP India, 2009). The government implemented grain programme which was aimed at making children attend school. The aim was achieved because most children

was able to attend school, and the number increased with strict monitoring children at school by looking at their attendance.

In 2015 the government of Indonesia designed the biggest unconditional social cash transfer, which targeted poor people out from poverty (Hossain et al., 2012) In Sri Lanka the programme of social protection covers more schemes like Employment Protection and Promotion, social security and safety net programmes. In the interest of the discussion of Malawi, the emphasis is more on safety net programme which targets the vulnerable people such as orphans and vulnerable children chronically ill and people with disabilities (Devereux, 2006).

Malawi has been implementing cash transfer programmes since 2006. The total amount spent by various donors and state agencies on cash transfers from 2006-2014 was \$263,037,390 (Abdoulayi et al., 2015). Despite all these efforts, and the scale of the programmes implemented, poverty in Malawi is increasing. In this background this research asks why poverty in Malawi is increasing despite that there is an increase in cash transfer programmes since its inception in the country (Chinsinga, 2009, p.28).

In Malawi the outcome of the cash transfer programme is influenced by many factors beyond the scale of the investment. In the case of Malawi according to the existing literature, shocks due to climate change and corruption are identified as key factors influencing the outcome of the programme of temporary relief and increases in poverty. Looking at these challenges in the programme of social cash transfers in Malawi. There is need to need to change the focus and emphasize into the governance of the cash transfer program (with an actor centric view, from designing of the program to implementation and evaluation) that is what you are going to find out, what this research is contributing to and what is filling this specific gap.

Meanwhile, in the African continent the programme that is being implemented is unconditional cash-based transfer. The objective of the programme is to make the targeted households meet their basic needs and boost their economic livelihoods.

Unconditional cash transfers (UCTs) helps the most vulnerable people in the community such as the elder, orphans children and ultra-poor. Here there is no condition attached to their cash transfer because all are considered being vulnerable unlike the conditional cash-based transfers which have condition in order for households to receive the cash. Households receive cash support monthly so that their rural livelihoods can be improved. This type of scheme is mostly being implemented in African countries in the Southern part of the continent in countries such as Zambia, Malawi, Mozambique and Namibia that have it in place (Palermo et al., 2016).

Malawi is located in the southern part of Africa bordering Zambia, Tanzania and Mozambique and population estimated at 17.5 million with a percentage of 50-60 being age range of the youth (World Bank, 2016). In the Human Development Report (2015), Malawi ranked 170 out of 188. Based on the report it seems the country is lagging behind in terms of development indicators. Looking at the background of the past years 2015 to 2016 and 2016 to 2017, the country was hit by floods and prolonged dry spell respectively. This destroyed community livelihoods in most parts of the country. This devastation followed the government's previous social protection initiative aimed at addressing food security. In 2005 and 2006 the government introduced a farm input subsidy which targeted vulnerable farmers by giving them coupons for discounted fertilizer and improved seeds (GoM, 2007). The long term unsustainability of this programme and the gaps in addressing the needs of the highly vulnerable populations has led to greater interest in unconditional cash transfers.

Despite the situation improving in some years, poverty and vulnerability of households has been wide spread in Malawi. One of the key problems with the fertilizer subsidy programme as a social protection scheme has been climate-related shocks (GoM, 2016). This has led rural livelihood and availability of resources being scarce in Malawi. In Malawi about 70% of households earn their living through rain-fed farming within one farming season, and now with intense weather related shocks that caused floods and drought people in rural areas and urban options of livelihoods have been a problem.

The government of Malawi introduced the instrument called Social Cash Transfer Programme (SCTP) in a pilot phase in 2006. The programme targeted the

ultra-poor and labour households constrained. These are groups which are mostly unable to meet their basic needs in everyday life and they are being helped monthly. The programme currently reaches 167,000 households in 18 districts and to be selected and eligible one must be below the age of 18 or above 64 years old with a focus on orphans and vulnerable children and the elderly who are chronically ill (GoM, 2017).

The programme of social cash based transfer was first introduced by UNICEF in 2006 as a pilot phase in Mchinji District and the target were orphans and vulnerable children. The objectives of the programme were to increase school enrollment and nutrition by providing families with cash. The programme being implemented in Malawi is an unconditional cash-based scheme. After the success of the pilot projects, the government adopted the programme and scaled it in other districts. According to impact evaluation report (UNICEF, 2008), results indicated that the programme has improved the living standard of beneficiaries despite cash-based transfer valuing below 20% of households consumption needs. This has led to limited investing livelihood strategies in order to cope up with different shocks. Beneficiaries receive 2,600-5,600 Malawi Kwacha (\$3.6-\$7.7) monthly, with the objective that poverty and hunger will be reduced, enable children to attend school and healthy status will be enhanced at the household level (Pozarny and O' Brien, 2015).

The programme of social cash based in Malawi since 2006 has become popular in most parts of the country and it has been replicated. The programme is being implemented by various donors and with different stakeholders. At the national level international actors provide technical support to the Malawi government and transfer money to the government for the programme to be implemented (Abdoulayi et al., 2017)

Chinsinga (2009, p21) noted that the funding of the programme is still not coordinated among different players because both opt to fund it on their own through an external consultancy firm and perform the duties on behalf of donors. Although the government of Malawi favours the creation of a common pool, donors are not interested based on the history of the cash gate scandal

which was revealed in 2012 and 2013. With this scenario I will use the governance framework to link corruption, poverty and donors relationship with the Government of Malawi.

The Cashgate scandal has made donors lose confidence in the the Government of Malawi's accountability when managing external funding. This has led to the stoppage of operations of some of the programmes, such as the public works programme, which were aimed at improving the livelihood of the poor Malawians.

The implementation of the social cash-based transfer in Malawi is done through district councils through the Department of Planning and Development in coordination with the Ministry of Social Welfare. The programme document stipulates that the objective is to improve income security and reduce poverty by investing more in buying food, healthcare, and education. This leads to improved living standards of the poor from poverty by increasing their income and wealth leading to a more sustainable livelihoods (Arnold et al., 2011, p. I).

At the district level the programme is being implemented by officials from the Ministry of Social Welfare at the district level.

The government and other development partners initiated programs that target the poor affected households, and some of the intervention were cash transfer which were being implemented in all 28 districts. Among different players of the program more people are praising it for rescuing them from poverty.

This research will focus more on the model of governance of unconditional cash transfer as a social protection policy in Malawi.

The programme of social support in Malawi, which social cash transfer is a priority encounters problem of beneficiary selection and targeting. Apart from that issues of corruption, lack of trust and low level of partnership among stakeholders (Chinsinga, 2009).

## **1.1 Country Context**

Malawi's economy is highly dependent on agriculture, particularly rain-fed agriculture with smallholder farmers making up about 80% of employment in the

country. These smallholder farmers are highly vulnerable to climate variability, as well as to macroeconomic instability, price shocks, and to the persistent currency inflation and devaluation. Due in part to the effects of chronic poverty and vulnerability linked to climate variability, which is driving natural hazards like floods and droughts, Malawi is increasingly turning into a shock-prone country.

These factors have driven up the impact of shocks, contributing to a rise in the need for humanitarian assistance in recent years. In the last two years, Malawi has faced historic flooding in 2015 and the strongest El Niño in 25 years in 2016. The effects of these successive and compounding events have resulted in two consecutive poor harvests. With limited time, resources, and capacity to anticipate and recover between shocks, Malawi went from needing 8% humanitarian food/cash assistance during the 2014-15 lean season, to 18% in 2015/16, peaking at 40% of the population (6.7 million people) during the 2016-17 lean season – the highest in the southern Africa region and in Malawi's history (source?). Looking back in the last ten years the government and its partners have in fact been providing small humanitarian responses every year, even in the absence of major shocks or when the country registers a food surplus. This is due to chronic prevailing issues pertaining to food and nutrition security, food systems and poverty.

According to Integrated Household Survey (2014)<sup>1</sup>, Malawi youth represent 51% and pose high threat of youth poverty because most of them are unemployed especially those at productive age.

Nevertheless, chronic and widespread poverty is one of the key economic and social issues that are adversely slowing down the development of Malawi.

Due to climate change shock and other problems such as high rate poverty which is a threat in most developing countries including Malawi. Thus why social cash transfers are designed to address the problem so that by 2030 Malawi should achieve sustainable development goals through its national strategy document called Malawi Growth and Development Strategy paper III, 2017-2021<sup>2</sup>.

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<sup>1</sup>Malawi National Statistical Office (NSO), *Integrated household Survey (HIS)*, 2014

<sup>2</sup> Malawi Growth and Development Strategy paper, 2017 - 2021

With this background and experience the Government of Malawi and development partners have been designing programs, such as cash transfers, aimed at eradicating poverty among the vulnerable people in urban and rural settings. Malawi has three regions: Northern, Central and Southern. This study focus mainly on selected district in the Southern part of Malawi namely, Chikwawa, Zomba, Balaka and Blantyre. These are districts which different donors in Malawi are partnering with the Government of Malawi in implementing the programme.

Social cash transfers are one of the interventions where the government and development partners target the affected households in these districts.<sup>3</sup> Although more donors are investing in the social cash transfers in Malawi, especially in the districts where poverty is widespread due to disasters, still poverty levels are not changing in the district which also applies to the whole country.

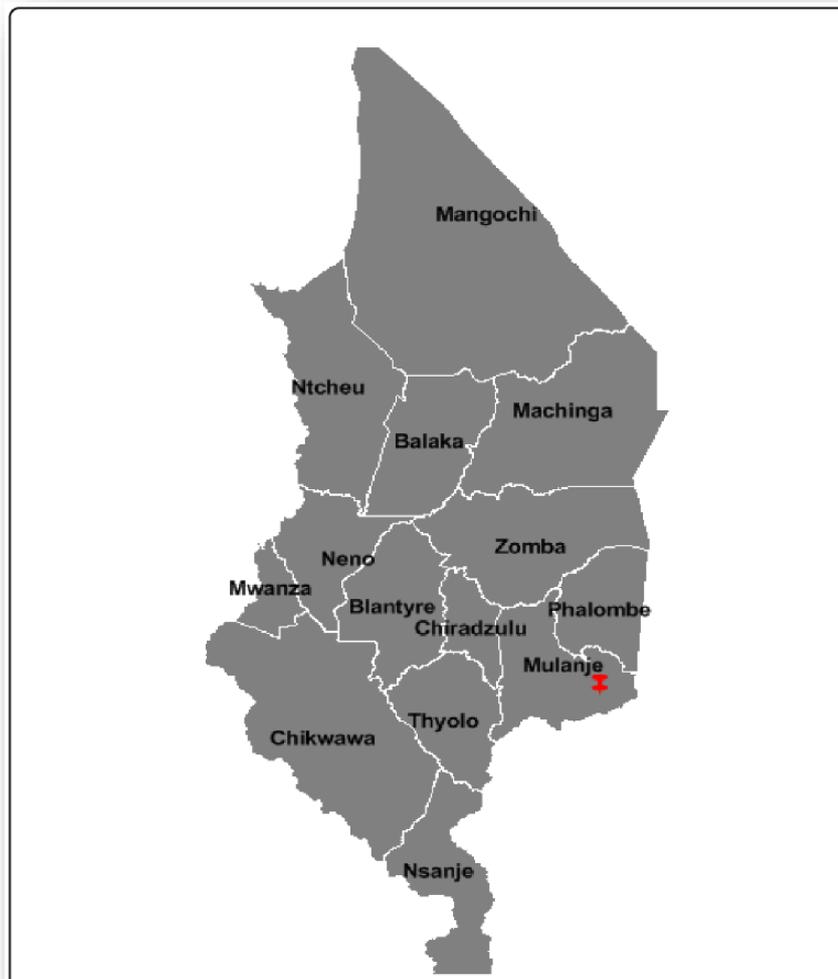
In Malawi social cash transfer programmes do not address the root causes of poverty and hardly any help in addressing the long term vulnerabilities communities are facing – in other words, lack of sensitivity to the contextual details.

Social Cash transfers bring temporary relief but cannot and does not address the long term needs to get out of poverty as there is no resilience in this strategy making households dependent on continued cash transfers.

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<sup>3</sup> Key Informant Interview in Chikwawa district during interviews, August 2018

**Map 1 Map of Southern part of Malawi showing district of study**



Source: Internet

## 1.2 History of Malawi Social Cash Transfers and Social Support Policy

Social Cash Transfer in Malawi started in 2006 as a pilot scheme programme in Mchinji District in the central region. It started based on the advisor of the consultant of UNICEF that designed the Kalomo social cash transfer in Zambia year 2003. The scheme was targeting the poor people especially the orphans who were vulnerable, the elderly and families who were affected by HIV and Aids (GoM 2016).

The Kalomo social cash transfer led to the commitment of Africa Union encouraging member states to institutionalize social protection policies and programmes during the conference which was held in Zambia. Since then countries like Malawi, Ghana, Kenya, Rwanda and Uganda started piloting the scheme of social cash transfers (African Union, 2006). It was based on the finding that the scheme have had improved the lives of the targeted poor people in the area where it was implemented (Schebert 2007).

In Malawi, UNICEF has been instrumental in promoting social cash transfers since 2006, and it organised an education tour of government officials to Zambia and Brazil. The objective was to adopt the scheme so that mainstreamed in national development plans of the country. In 2006, the Mchinji District was selected for piloting the scheme of social cash transfers. The objectives of the programme were: (1) to reduce poverty, hunger, and starvation to households of orphans and vulnerable children; (2) to increase the enrolment of children in schools; (3) to come up with information as a lesson learnt so that social protection programme should be formulated as a national document (Schubertand Huijbregts 2006, p.9, Miller *et al.* 2008b, p.11).

The Government of Malawi with the technical support from UNICEF requested funding from the global fund for AIDS, Tuberculosis and Malaria. The programme secured the funds through National AIDS Commission (NAC) in the same year of 2006. The programme started with a target of 2,500 households and it was chosen because of the poverty level of the district, capacity of the

district in implementing the scheme and the district accessibility during rainy season.

The programme duration was from 2006 to 2007 end. The programme was implemented based on Kalomo social cash transfers from Zambia. An evaluation of the programme was initiated by external consultancy.

The programme generated positive outcomes based on the objectives which was designed. The rate of poverty was reduced, especially for orphans and vulnerable (OVC's) and the labour constrained. Nutritional status of the children was improved, and school enrolment was increased<sup>4</sup>. More information on implementation which gave a good lessons drawn from the pilot scheme of Mchinji and later it was scaled in other district across the country. The programme also exposed some of the short falls like weakness in managing development programmes especially report mechanisms and lack skills in monitoring and evaluation. Staff capacity was low because the ministry which oversee the programme also relied on UNICEF for institutional capacity (Chinsinga 2009)

According to Schubert and Slater (2006, p 575), the low of capacity of running social cash transfers schemes in Malawi it has been there, and more social cash transfer schemes in Africa also encountered the same challenges.

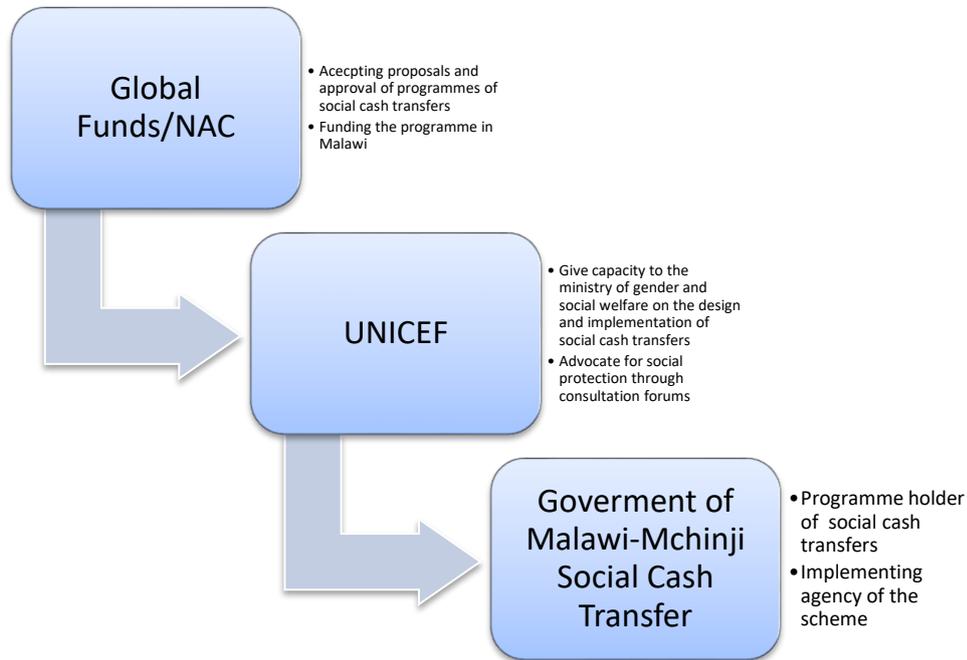
The governance of Mchinji social cash transfer pilot was not well designed, hence most experts questioned the ownership of the programme. Despite most literatures point the Government of Malawi through Department of Gender and Community Development as the owner of the programme and the district social welfare as implementing agency, National AIDS Commission (NAC) as funding the programme on behalf of Global Funds (Miller et.al., 2008). UNICEF Malawi was providing technical support to the district assemblies especially of Mchinji.

The programme challenge is that this requires more extensive community meetings and participation of the District Commissioner's Office. This leads to problems especially on costs to undertake the selection of the beneficiaries. Targeted beneficiaries are passive and when given money it is always being consumed and not providing a means of income for another month.

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<sup>4</sup> Mchinji District Social – Economic profile document

**Figure 1.1: Shows how the Mchinji Social Cash Transfers**



Source: Author's own construction from the field work, 2018.

In the year 2008, the programme of social cash transfer was scaled up in other districts in Malawi based on success stories from Mchinji social cash transfers.

### **1.2.1 Malawi Social Support Policy**

In the year 2008 the Government of Malawi and its donor partners started drafting social protection policy which in the long run guides the Government of Malawi and all implementing agencies. The policy was developed in the year 2008 and presented to the Cabinet for approval. Although the process of it to be effective in operational took some time till year 2012 that is when it was signed being a policy in Malawi (Chinsinga, 2009, p. 4).

The process of the policy in Malawi followed as series of consultations from various stakeholders who provided financial and technical support to the Government of Malawi. The policy name was social protection and later it was changed to social support based on the reflection that beneficiaries should be graduating from the programme. The Yala consulting firm tasked to redesign the programme of social support programme in Malawi with funding from four

donors: the World Bank, the European Union, GTZ and Irish Aid. Technical assistance was coming from UNICEF (GoM, 2012).

The Government of Malawi developed the Malawi National Social Support Policy and Programme I 2012-2016 (MNSSP) and in June 2018 updated the previous policy to Malawi National Social Support Policy II 2018 -2023 (MNSSP, 2018). The policy developed four strategic objectives:

1. “to provide welfare support to those that are unable to construct a viable livelihood;
2. to protect the assets and improve the resilience of poor and vulnerable households;
3. to increase the productive capacity and asset base of poor and vulnerable households to move them above the poverty line;
4. to establish coherent and progressive social protection synergies by ensuring strong positive linkages to influence economic and social policies, and disaster management” (MNSSP, 2012, p.10).

Programme interventions under the policy developed are: social cash transfers; school meals targeted support; public works programme; Village Saving and Loans programme and Micro-Finance Programme.

This thesis emphasis is on governance of unconditional social cash transfers as one of the programmes under Malawi National Social Support Programme (MNSSP) which is locally called Mtukula Pakhomo in Malawi (GoM, 2012).

The Government of Malawi, through different ministries such as MoFEPD, MoGCDSW and MoLGRD are implementing and coordinating this programme across the country with funding from Irish Aid, the World Bank, the European Union and GIZ. Despite the fact that the programme has made some positive aspects toward the rural poor which are the targeted beneficiaries of this programme these are the ultra- poor and labour constraint.

Some of the challenges of the programme are low financial commitment to the side of government, lack of institutional capacity in implementation, unclear objectives with regards to graduation of beneficiaries, and fragmented donor coordination in implementation of social cash transfers (MNSSP, 2016, p.11).

With this background, most of the governments in the global south with the championing policy shift from the World Bank are specifically supporting governments to implement this programme. Since the time it started operations most governments have used the programme as a political tool during election time as if they were the ones who are funding it.

This study objectives is to address these questions below:

To identify different roles played by different actors (internal and external) influence the shaping of the Malawi's cash based transfer programmes (Objectives, design and implementation)?

I have developed sub-questions in order to answer the study objectives:

- To what degree does participation of the foreign stakeholders influence the outcome of the programme?
- To what extent is the trust among implementation organization of social cash programme?
- How is trust constructed among different players?

### **1.3 The Thesis Structure**

There are five chapters structured. The next chapter is brief discussion of the theories and concepts of network governance, partnership and trust. The third chapter describes methodology for the data collection in the field. The fourth chapter presents the results analysis and findings of the research on the power dynamic of donors in Malawi especially on social cash transfers. The fifth chapter highlights some of the key finding of the study especially on how external actors (donors) influence, objectives, designing and implementation of social cash transfers in Malawi. The last chapter is conclusion and proposed gap for research.

## 2.1 Theoretical Framework and Concepts and Key Elements of Partnership and Trust

Chapter 2

### Introduction

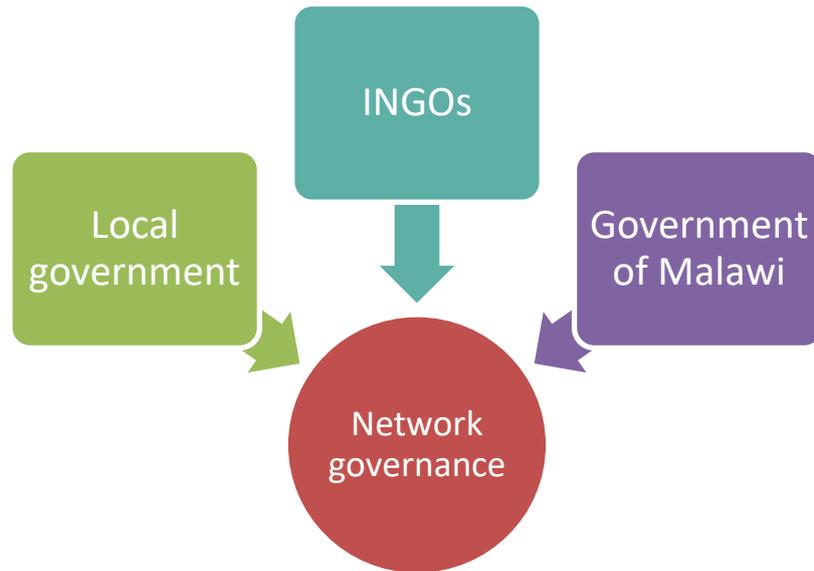
This chapter discuss the key concepts and elements of governance and on how it relate to governance network on issues of partnership and trust in unconditional social cash transfers. The theoretical foundation of this paper is based on analytical frameworks of experts of governance and partnership.

The emphasis is to analyse key issues of the trust and partnership literature, especially looking at the domestic and international actors, i.e. the Government of Malawi and donors who fund social cash transfers in Malawi. The analysis shows how network governance addresses the role played by Malawian traditional donors when it comes to shaping the objectives, designing and the implementation of social cash transfer programme in Malawi.

### 2.2 Theoretical and Key Concepts

In this study I use the model of governance especially network governance, so that the analysis of the study should be focus on relationship among different players.

**Figure 2.1: Network Governance Model**



**Source:** Author own construction from field work, August 2018.

Governance will be defined as “a set of institutions and actors that are drawn from but also beyond government tension between complexity and legitimacy”. (Stoker 1998: 2). In this study will use this definition that will apply to all donor institutions involved in social cash transfers in Malawi and to analyze the dynamic way of network governance in applying to partnership and trust in working with the Government of Malawi. As governance is broad, and in this study emphasis is on rules that bind together institution through network and non – hierarchical (Fukuyama, (2016).

Rhodes (2000, p. 11), defined network governance as the organization of different inter-organizational network which main objectives is to share one characteristics and goal.

External actors such as donors should work with other institutions especially those that are implementing the social cash transfers based on the mutual trust. In that way, network governance become beneficial to all parties involved.

On the other note, governance is viewed as bigger than government because it includes non –state actors.

The following sections outline a stakeholder’s analysis which is looking at network governance of different actors in Malawi working together on unconditional cash transfers. Network governance provide a platform that each institution being part of the process to participate despite other challenges of resources.

The interaction of all members in a network means that resources will be shared and negotiate the shared purposes in order to achieve the shared goal and purpose.

Interaction of different stakeholder in a network governance is rooted in trust and regulated by rules which all parties agreed upon when a network was formed. When the network involves the government, it does not mean that they are accountable to the state, because it is a self-organizing in nature. The focus is more on agreed norms within the network (p.15). The various actors have different power, and mostly institution with high social capital become more influential in decision making.

## **2.3 Stakeholders Analysis of Actors involved in Unconditional Social Cash Transfers in Malawi**

### ***2.3.1 Role of Malawi Government***

Mobilize finance Resources through domestic revenues in the ministry of Finance, Planning and Economic Development<sup>5</sup>. It provide policy direction of all development activities in a country, so that social economic development should be promoted.

**Work/Operations:** The government controls all operation in the country by establishing structures where it shares work will all partners can follow when in implementing development programmes. The other role is that it coordinate all activities based on the framework of the country strategic document known as Malawi Growth and Development Strategy III -2017-2023.

**Responsibility and Authority:** It works with partners in a collaborative decision making when it comes to development of policies of the country; or program design and even monitoring and evaluation.

**Advice/information:** It create a conducive environment in a country so that relevant inputs from internal and external stakeholders are taken on board

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<sup>5</sup> Malawi Growth development Strategy Paper I, 2006 -2011

through consultative platform. This enhance the development of the policy development, strategies and service delivery of the programme.

### ***2.3.2 Role of INGOs***

International Non-governmental Organisations are institutions that are voluntary in nature and are not of the profit intension and operate in different countries in the world during crisis, sometimes fostering development (Lewis, D. and Kainji, N, 2009, p. 111).

INGOs provide capacity development to national government in different sectors of development, as Grindle, M and Hilberbrand (1995: 445-446), argued that capacity development is a challenge in most development countries and proposed dimensions such as networks that affect building a sustainable capacity building.

INGOs helped developing government in coming up with policies of development. It provide funding for policy direction. For example, when in country there no policy of social support, INGOs engage the government through the process of policy agenda until adoption. Provision of welfare support to the government especially in times of humanitarian crisis. The trend has changed of INGOs, previously the interest was on the political spheres of a country, but now the goal is to increase efficiency of development programmes (Peter, G and Pierre, J, 2001, p.132).

It has been noted that state in developing countries do not have powers with multi-level governance and the swift is on defining the objectives of the of policies and seeking resources to purse the aim (Pierre and Peter, 2000).

Other Institutions through their strategic document policies, Leftwish, P (1994:372) observed that the policy document emphasizes on three main areas of public administration particularly on public sector management. These are; Transparency: despite that support is provided the objectives is to limit corruption and the government should be accountable to its people.

Accountability: This is really paramount as far as international donors are concern because monies are of tax payers where they originate thus, why they seek accountability.

Information: Most developing countries are not yet free to let the public access information, and with multi –level governance, international donors lobby government. Sometimes put a condition to fund a programme till the government draft access to information bill. So that information of economic, budgeting and other social development are accessed by the majority for easy accountability.

### ***2.3.3 Roles of Local Actors***

Local actors in this network diagram looking at institutions that work within the country and are part of the process of the development such as civil society organizations and district councils. The role of local actors is to implement the programmes that have been approved by central government as the case of unconditional social cash transfers<sup>6</sup>. Through district council local actors approve plans for the district if it really suit the environment.

In Malawi, most of the actors who implement and funds cash transfers have and relationships different interests, resources, values, world views and affect the relationships in defining the problem, issues, (taking a certain approach over another ) power dynamics that they bring to the table , all these needs tom be negotiated and ordered (GoM, 2016).

Model of partnership will also be used, and Verena Bitzer et al (2012, p. 221), defines “partnership as voluntary and collaborative arrangement between actors from two or more sectors”. Based on this it will be good to analyze its feature like the degree of engagement and its objectives. Governance identifies the confusion of boundaries and responsibilities for tackling social and economic issues that can lead to blame avoidance.

Partnership is defined by different authors and it means different things, as per Brinkerhoff (2002, p.21) state that, “Partnership is a dynamic relationship among diverse actors, based on mutually agreed objectives, pursued through a shared understanding of the most rational division of labour based on the respective

comparative advantages of each partner. Partnership encompasses mutual influence, with a careful balance between synergy and respective autonomy, which incorporates mutual respect, equal participation in decision making, mutual accountability and transparency”. This means that partnership aims at achieving the objectives effectively and with efficiency with both parties involved. Partnership, despite the fact it is a term that is being used often, still does not have a clear definition. Dietz, G, (2002), states that government used to define partnerships as a relationship which is established between private companies and public sectors in order to achieve a common goal by delivering services to the public. Omondi et al (1993, p.17), defined partnership “as working relationship of different organisation who share the resources and responsibilities so that result are achieved” while Lister (2000, p.228), defined partnership as a “working relationship that is characterized by a shared sense of purpose, mutual respect and willing to negotiate”. Based on these definitions the effort of all parties involved is to reach a goal at the end. The World Bank proposed a definition of partnership as cooperative coordination between parties working toward a common goal with an agreed division of labour.

Brinkerhoff (2012, p. 22), comes up with two dimensions of partnership which are mutuality and organization identity which applies to most partnership of different organizations. The nature of any partnership will vary based on the kind of organizations which are part of the process of the partnership. Mutuality looks at the rights and responsibilities of organizations involved in the partnership which seek to maximize benefits so that objectives should be achieved. This is a really important dimension of partnership because of the issues of decision making and ensuring that all parties have the opportunity to influence their shared objectives. This also helps in the stages of designing and implementing programmes, while organization identity refers to the type of particular organization with its own core values, mission and its targets.

The partnership between donors and implementers in the global south, always it is difficult to maintain the power balance and thus why countries are afraid to partners losing power (Edwards and Fowler, 2002).

According to Dietz (2002), he comes up with a set of six principles and practices in order to define partnership. And these are;

- Roles and responsibilities to be shared based on interest of each organizational and people who are working with the organization.
- Sharing information and consulting in joint solving problems, and involving representative especially committees.
- Sharing information on success programmes of the organizations.
- Able to spare time to work with other partners in order to achieve results of the programme.
- Sharing organizational resources, and
- Trust be among all members in the organizations

On partnership this study will use Brinkerhoff definition which look at partnership that shared objectives. All actors in Malawi that are involved in social cash transfers follows the policy document of the Malawi government and all governance structures starting at national level up to district level. For example, GTZ provide resources to ministries of government through capacity development and also computer and cars which ease the work when monitoring and reporting the progress of social cash transfers. And the government of Malawi provide office space of the GIZ and interaction in daily basis<sup>7</sup>.

This research which is looking at the governance of domestic and international actors on partnership and trust, especially on those works in social cash transfers in Malawi. Donors when approached start working on the programme of social cash transfers, there is flow of information shared among all partners through committees of social support programme<sup>8</sup>.

According Irish Aid evaluation report (2016), pointed out that in Malawi there is a need to come up with a framework on working relation with the Malawi government on the programme of Social Cash Transfers, so that the government will be able to mobilize resources when donors stop supporting the social support programme.

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<sup>7</sup>Key Informant from GIZ, August 2018.

<sup>8</sup> Ministry of Gender, Children, Disabilities and Social Welfare interviews, August 2018.

### ***2.3.4 Trust***

Trust is one of the ingredient that hold different stakeholder together, with open communication that foster partnership (Dietz, G, 2002, p.8). In this study European Union and GTZ are cooperating when it comes to mobilize resources then at the end working with government through district councils for implementing purpose, and issues concerning monies disbursement it handled by AYALA Consulting firm. Apply this scenario, seem it's the way it works also in other developing countries<sup>9</sup>.

Mostly without trust within stakeholders which are working together it affect the outcome of the programme negatively (Castelfranchi, and Falcone, 2001, p.63). As the literature suggests that trust is essential in partnership, this also applied to international actors in Malawi that fund the government the programme of unconditional social cash transfer, trust is one which was mentioned when coming in partnership with any party when it comes to working relationship.

Trust is referred to confidence in the character, ability, strength, or truth of someone or something<sup>10</sup>. Based on this definition all stakeholder willing to work with each other need to identify the strength and ability of each institution before partnership.

For example, Irish Aid the ability to transfer knowledge through capacity development to the government of Malawi after identifying the gap of human development and having confidence that after acquiring the needed information there would be probability of knowledge enhancement in implementing unconditional social cash transfers in Malawi.

Therefore, trust is having the beliefs about the competence of other stakeholders in completing a task by using different way in order to achieve results. As Fligstein, N. and D. McAdam (2011, p.13) pointed out that, it is important to way the predictions the probabilities of success or the risk of failure.

According to Harrison defined trust in a way that how people or individual expect from especially in time of risks (Harrison, 2012, p. 2). While Pillsburg (2010,

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<sup>9</sup> European Union strategic paper for Africa, 2017, p 13.

<sup>10</sup> Lecture session of course work at ISS by Peter Knorringa, April 2018.

p. 1) state that, trust mostly is the glue that make the partnership achieve the goal of the shared objectives.

In fact, relationships between donors and the government in Malawi have been weak since 2012 when officials were involved in “Cash gate” corruption practices and with that the trust has been ranked low. Some traditional donors withdraw the support to the Malawi government due to what happened then, and most development programmes were affected especially in achieving the overall results. Although in literature of trust by White noted that, “Trust is the glue which holds partnerships together” (2001, p. 25). Being open and honest and holding to promises and agreements builds trust.

Pullen (2007) has observed that trust in partnerships crosses many boundaries, including interpersonal, institutional and cultural ones. In such conditions, individual relationships are at persistent risk of falling prey to misunderstandings. Their success therefore requires clear expressions of interest and aspiration. In this study one of the questions, I asked the both actors on trust nature in the programme social cash transfer which are collaborating and coordinating.

## **3.1 Research Methodology and Design**

### **Chapter 3 3.1.1 Introduction**

This section outline methods used to collect data, challenges and ethical consideration of this study in Malawi.

To get proper data for this study on governance of unconditional social cash transfers, the research used qualitative methods in selected district in the southern part of Malawi as a case study area. The qualitative research defined as ‘the assumption of multiple, constructed, subjective truths and complexity’ (O’Leary 2014, p.8). I used the qualitative methods of interviewing, and according to O’Leary define interviews as a way of getting data that involves individual’s researcher by asking number of areas through questions. This methods help to gather more information. A semi-structured questions was developed and shared to all who participated in the study. I deemed it appropriate to employ such a method. Data was gathered through primary means by asking the target group questions concerning their livelihoods. I will also make use of secondary data. This will help in reviewing my literature on what other scholars have written on the issue at hand such as livelihoods strategies related to social cash transfer. This will enable me to compare and contrast information available in my analysis before drawing conclusions.

#### ***3.1.2 Primary Data***

This research use semi-structured interviews which I targeted the implementing organization and donors of social cash transfer in Malawi. Mostly, people who are involved in designing and implementing the programme from government and international non-governmental organization. I interviewed key informant from the ministry, district and those that do consultant work on social cash transfers in Malawi. These interviews helped me to collect data based on all research questions I prepared.

### ***3.1.3 Secondary Data***

Reports on social cash transfers from government and donor organizations were used including Mchinji district where a pilot scheme of social cash transfers started in 2016. I used information from the Malawi National Statistical Office (NSO), information from global and local NGOs, scholarly articles, magazine and books on issues of social cash based transfer and administration.

### ***3.1.4 Data Analysis***

My data was gathered and sorted in arrangement where every questionnaire was accordingly to its conceptual, thematic, theoretical categorization, classifying data and then proceed with the analysis. With the help of Microsoft Excel, I was able to analyze my data and have the interpretations done.

The districts which I conducted the study research the level of poverty is widespread. Most people in the district that I conducted the research they really mostly on agriculture and labour during off seasons, which is seasonal in nature. That is why programme of social support being implemented in the areas.

The main livelihoods in the area are cotton production, cereal agriculture, casual labour (ganyu), and gardening.

The districts council plan for the districts and allocate all organization when it comes to work in the district. These districts are both prone to disasters and high poverty level. The government is implementing social cash transfer called (Mtukula pakhomu) with funding from European Union/GIZ, World Bank, Irish Aids apart from government of Malawi.

Some non-governmental organizations also execute emergency social cash transfers programme with a duration of six months in the Southern regions<sup>11</sup>.

In this research the focus is on two actors namely internal and external (Malawi government and donors of social cash transfers). Mainly looking at three aspect which are objectives, implementation and designing based on relation aspect.

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<sup>11</sup> Districts Social Economic profile, 2012 -2018, p.13.

The study area choice was purely based on its history of the projects implemented and also looking at different player of development in the area, who all want to improve the living standard of the poor.

All the districts was easily accessible to get information on unconditional social cash transfer that they started long years ago. All implementing district councils and donors of social cash transfers in these four districts constituted the study population.

The main targeted study population was all organization does implement social cash transfer program and donors. All five organization that support the government were approached in the field during field work.

The study respondents came from Government, World Vision, United Purpose, UNICEF, GTZ and WFP.

### ***3.1.5 Gaining access***

To conduct this research first, I was seeking permission from the authorities through the letter which ISS sent me through email. The letter outlined the reason the content of my research and the rational of the research, and it was only after that was given permission to begin my work. The Department of Director of Planning and Development first to go through him so that responsible officers should be notified for my research.

The district councils arranged for me to meet right people for interviews. With the history that I used to work there as a programme manager with Stephanos Foundation (Local organization). They helped me with the necessary contacts necessary for all people are involved with implementing social cash transfer in the district and southern region respectively.

The interviews have been conducted with the title “On the assessing the ungovernance of unconditional Social Cash Transfers as a social support programme in Malawi”: Case study of selected district in the Southern region.

## 3.2 Research techniques;

### 3.2.1 Key Informants

Key Informants were interviewed at district level, and national level especially those that are involved in social cash transfers in Malawi. Key Informants are people with vast experience and having knowledge to share for the research (O’Leary:191). The research managed to interview five key informants based on their experience involved in social cash transfer. When questions were asked all respondents were of the views that external actors do influence all three aspects. Objectives, designing and implementation. It was noted that despite the government of Malawi developed the policy of social cash transfer, still it is being managed and funded by donors through funding and provision of technical support. On the issues of trust between government and donors, seems that all key informants were of the views that Social Cash Transfer Programme (SCTP) is well and centrally governed despite the current devolvement of government services to local councils. There are well functioning structures from central level down to the village level where there are beneficiaries. With the stand in of a consultant makes it even better because to some extent the consultant (Ayala consulting) acts as a gate keeper for any monetary transactions a thing that promotes transparency between the government and the donor community. All these things come with the background cash gate in 2012-2013, where government officials were stealing tax payer’s money. Since then donors do not trust the government and thus why they bring in a consultant. Donors like Europeans Union (EU) and GIZ.

*“It only Irish Aid which fund us directly through bank which means they really have trust in us (government) although the challenge is that the mode of payment to beneficiaries is E-payments, which is difficult to cash most cases due to networks problems of banks” (Chief Social Welfare Officer, August interview 2018).*

On the other hand they think that Social Policy mechanisms own their own are good but how to implement them is a big challenge because social protection programmes in this case SCTP in Malawi are donor driven. They do not think it is right to have a national policy which relies on donors. The question is what if the donors pull out or do not come in to respond to the policy?

### ***3.2.2 Literature review***

Government policy of social cash transfer and policy of Malawi National Social Support and Programme were shared with me through the Ministry of Gender, Children, Disabilities and Social Welfare.

### ***3.3.3 Analysis Data***

I transcribed my data then started coding based on thematic themes. Transcription was not difficult because mostly communicated was in English with people whom I interviewed. Most of my respondent did not like to be taken a photographs.

### ***3.3.4 Scope and limitation of the research***

I identified the stakeholders with whom I conducted the interviews during my field research. The challenge was be to arrange meetings with local representatives from government and have open discussions about the trust and partnership and funding, because they are also the members of the project implementation committees (PICs). The Right to Information Act, 2009 is in place but getting relevant information from the government offices about the social support programme related corruption is not an easy task. I managed to arrange meetings with donors and government officials for administering social cash transfer and collected all relevant data I needed.

This research does not include the government's own monitoring and supervision arrangements due to the limitation of accessibility and timeframe.

### ***3.3.5 Risks and Ethical Challenges***

This study was carried out in an atmosphere of ethical considerations. I conducted arranged my data gathering through the principles of ethical standards and approval based on permission and consent of respondents while assurance of anonymity of the respondents was guaranteed. I avoided unnecessarily intrusive and seek permission from community opinion leaders first before interviews were conducted. With letters from ISS indicating my role and the purpose of this study, respondents in the area of study was assured that the process is purely for academic purposes. Respondents was therefore participate in the process out of their own free will.

Some of the risks of the study were the unwillingness of participants to give out information especially on trust. The time of the research was taking place during campaign time in Malawi as elections will be held 17<sup>th</sup> May 2019.

Table 3.1 List of Institutions and Individual Interviewed

Institution	Name	Month	Position
World Bank	Chipo Msowoya	August 2018	Head of Social Protection
Irish Aid	Rhino, Rebello and Arnold Chikavanga	August 2018	Social Protection Managers
European Union/GTZ	Pasha Twea	August 2018	Social Protection Expert
UNICEF	Linn Sissel Jaeckle	August 2018	Social Protection Officer
Ministry of Finance, Economics Planning and Development	Geoffry Junior Kumwenda	August 2018	Economics
Ministry of Gender, Children, Disability and Social Welfare	Anastazio Matewera	August 2018	Chief Social Welfare Officer
Ministry of Gender, Children, Disability and Social Welfare	Stephanos Joseph	August 2018	District Social Welfare Officer
Ministry of Local Government and Rural Development	Newton Munthali	August 2018	District Director of Planning and Development officer
Ministry of Gender, Children, Disability and Social Welfare	Paul Simpukwe	August 2018	Principal District Social Welfare Officer
United Purpose	Edson Ndalama	August 2018	Project Manager – Social Cash Transfer
Pacharo Consultancy	Masozi Kachale	August 2018	Consultant- Social Protection
World Vision	Frazer Chikhande	August 2018	Project Officer
Development and Action Consultancy	Jason Nyirenda	September 2018	Consultant – Social Cash Transfers

Source: Author own construction, 2018.

In addition, at district level in the office district director of planning and development shared me reports of the project. GTZ official also the same especially on policy position of social protection in Malawi and how the programme is designed from Donors up to the district level.

I tried to contact other directors of planning a district level unfortunately they were all tired up with other engagements.

Since now, I am in the Netherlands, others they replied late that all my email went to spam and I have sent the email again to them like UNICEF official who is responsible for Social Cash based transfer and Social Protection in Malawi.

### ***3.3.6 Challenges:***

Other officials were not around when I was in Malawi during my research especially international organisation. Some officials from donor organization were not comfortable to share the topic of trust.

Blackout of electricity is the problem which made other official not to report for duties while we agreed to meet for interviews. Internet is poor in the country and long distance to reach other organisations.

## 4.1 Findings Discussion

### Chapter 4.1.1 Introduction

The chapters present the findings of this study based on the questions asked to external actors and internal actors on partnership relationship and trust looking at three aspects namely; objectives, design and implementation. The findings are presented in qualitative analysis data and also present stakeholder analysis of social cash transfer donors in Malawi in districts where the author did interviewed.

#### ***4.1.2 The dynamic of donors in Malawi supporting social cash transfers in Malawi.***

The research objective is to assess the governance of unconditional social cash transfers as a social support policy in Malawi. It looks at the network governance of two actors, domestic and international relations. Regarding domestic relations, specifically looking at the government of Malawi which is the implementing institution of unconditional social cash transfers and on international relations emphasis looking at donors who support social cash transfers in Malawi. The research question focuses on the influence of external actors in shaping objectives, designing and the implementation of social cash transfers in Malawi.

All donors were asked a question on how it influence objectives, designing and implementation of unconditional social cash transfers when working with the Malawi government.

There were some things which come through the interviews that each donors requires in order to partners with the Malawi government. Apart from the institutional capacity assessment there are some aspects like reporting requirements, funding timeframe, and accountability requirements.

On the report requirements all donors express that for them to funds the programme of in a country like Malawi, first they came up with the template that is universal to other countries where the institution also work with partners like the government.

On funding timeframe is crucial to all donors based on the facts that they send differently, because of different calendar's and this does affect the implementation social cash transfers in the sense that Malawi is agro-economy and things follow the pattern of season and if the monies are given to beneficiaries.

*For example, giving money to beneficiaries in October- November, which means it will be used on food only because it is a lean period in Malawi, most households face hunger (District Implementer, August 2018).*

Most donors are able to follow the policy and implementation of social support in Malawi as a way to complement the country development agenda. They fund the policy formulation and implementation of the intervention through partnering with the government of Malawi with different department such as Ministry of Finance, Economic Planning and Development (MoFEPD), Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW) and Ministry of Local Government and Rural Development (MoLGRD).

**Table 4.1: Show how the influence based on stages (objectives, design and implementation) by donors**

<b>Issues</b>	<b>Stages</b>	<b>How influence</b>
Funding modalities	Objectives	Most donors are in principal involved in setting the objectives with the government of Malawi through proposal development. All actors agreed that informations through emails are shared if there is a need of adjustments. There is no much influence during objective

		settings, because all follows the policy document of social support programme.
	Designing	During the phase of designing the projects information always shared among all partners.
	Implementation	In this stage there is influence on indicators. Sometimes donors send late the money of the project while all programme in the districts already planned, and beneficiaries the become standed to use the money to improve there lives.
Unilaterally establishment of partnership governance structures.	Objectives	At this stages donors use the same channel which the government have established in order to collect data for project designing.
	Design	It is also the same using the same channel of government structures.
	Implementation	They change the methodology by coming up with other committee structures that bring in confusion at district level.
Accountability and reporting requirements	Objectives	There is no much to do apart from sharing information among partners.
	Design	There is few things needed in this stage.
	Implementation	More like a condition to all donors who fund social cash transfers in

		Malawi. It is requirement which they do in all countries they work in the world.
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Source: Own construction, 2018

In Malawi there are four main donors of social support programme. Social cash transfers is one of the programme which the government of Malawi prioritised within its country strategic paper titled Malawi Growth and Development Strategies Paper III -2017-2022 (MGDS III)<sup>12</sup>.

**Table 4.2: Shows list of donors in Malawi that support Unconditional Social Cash Transfer programmes in Malawi**

<b>Name of the Donor</b>	<b>Function in a Country</b>	<b>Funding Mechanisms</b>
European Union and GIZ	Provide funding to government of Malawi and Non-governmental organisations. Provide capacity development and technical support to the Ministry of Finance and the Ministry of Social Welfare.	Fund through a consultant AYALA.
Irish Aid	Provides funding to the government of Malawi and Non-governmental organisations.	Funds through local bank and beneficiaries receive funds through E-payments
UNICEF	Provides technical support and capacity development to the government of Malawi and Non-governmental organisations.	Funds in the form of resources such as Vehicles, computers, and knowledge transfers.
World Bank	Provides funding to government of Malawi and Non-governmental organisations, sometimes capacity development to the Ministry of Finance.	It funds through Local Development Funds in all district councils.

<sup>12</sup> Malawi Growth and Development Strategy paper III ( 2017-2022)

Government of Malawi	Holder of the policy document and direct all partners the priorities of government.	Fund one district through domestic revenues.
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Source: Author own construction, 2018.

Donors in Malawi play a crucial role as far as development of the country is concerned, especially when the country leadership comes up with a social support policy in 2012 as one way of addressing poverty in the country. When questions were asked to donors on the research topic of the governance of social cash transfers in Malawi, the common theme which all of them addressed is that;

All stakeholders in Malawi are following social support policy I and II in order to reduce poverty of the Ultra- poor and labour constrained in rural areas. There are coordination committees at the national, district, and community level that are in place to leads all activities. These committees comprise of the Government of Malawi and donor partners. The Government of Malawi through the Ministry of Finance and Economic Planning (MFEP) is the policy holder, while the Ministry of Gender, Child Welfare and Community Development (MGCWCD) is the implementing department and the Ministry of Local Government and Rural Development (MLGRD) responsible for managing the funds at district councils in Malawi (GoM, 2012).

On the issue of partnership, donors state that the government of Malawi, being the policy holder, should have the mandate to advise all partners on how to address issues of poverty through policy at the national level. Partnership exists in different forms such as consultation, collaboration and complementary of government activities. Consultation involves looking at the process of coming up with the policy itself especially in the designing and implementation phase, so that views from experts and development partners are put on board before policy implementation.

On the issue of trust, all donors categorized this issue as the essential element of building partnership with the Government of Malawi. The importance here is in regards to the cashgate of 2012-2013 (Chinsinga, 2014), whereby government officials were involved in stealing money from the treasury. Since then, most traditional donors do not trust the Government of Malawi with their money,

hence the funding model changing to e-payments and through consultants. Apart from that, financial transaction reports were introduced so that monies are really used well.

For example, the Irish Aid have been funding the Social Cash Transfers Programme (SCTP) in Malawi since 2012 where they had supported the finalization of the Malawi National Social Support Policy 1. And In 2013 they developed a pilot of the SCTP e-payment system in Balaka district which has been a very innovative programme and the first of its own kind in Malawi. Since 2016, they scaled up the e-payment system to a second district Ntcheu with the same approach as was used in Balaka. They have a financial service provider which is the bank that makes the payments on behalf of the Ministry of Gender. The programme targets in Balaka district are to reach 10,070 beneficiaries and about 15,000 beneficiaries in Ntcheu. Apart from that the programme works with United Purpose, an international non –governmental which in the past was called Concern Universal in the same districts.

Regarding funding, donors funded the government of Malawi for 90% of the programme of social support programme. The donors are involved in all stages of the policy including the agenda setting, designing, implementation and policy evaluation. The government does not have much power capacity especially when coming up with suggestions, but still wait for approval from the donors if it suits them. Donors feel that the Government of Malawi should be more accountable especially on funding its own programmes, because if donors are stopped then more people will suffer. Donors acknowledged that lack of coordination among donors makes the programme fragmented, where each donor feels responsible from where the institution is coming including from Germany and other countries. Also they cite that lack of capacity at the district level is a challenge that needs to be looked into as this is posing a risk to the programme to be implemented properly. .

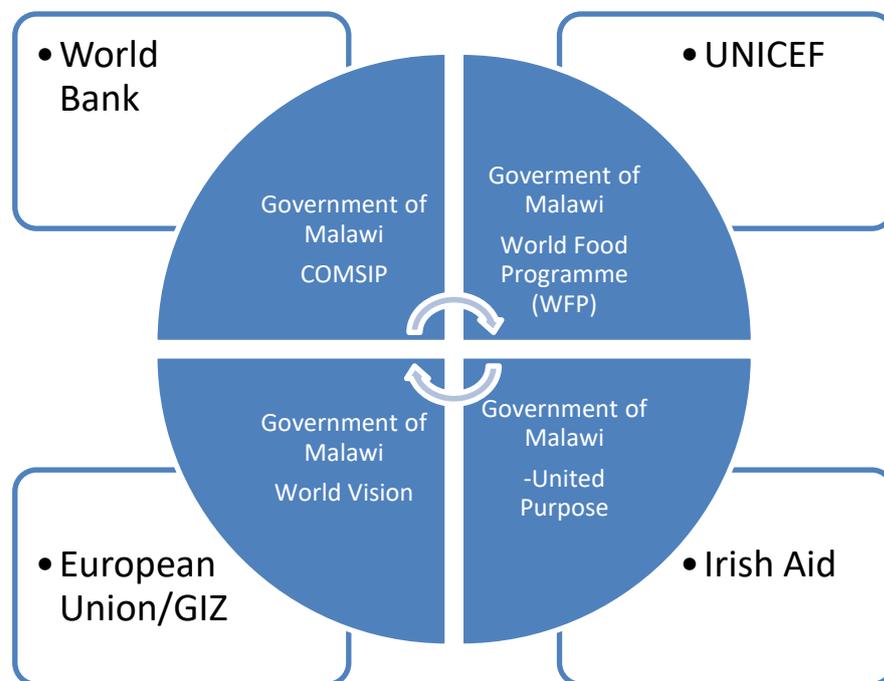
*For example, it is only two districts that are funded by Irish Aid that are using electronic payments and the rest of the districts are using manual payment systems which have their own risks as well. With the e-payment system, they have seen that the benefits are many and the fiduciary risks are reduced. At the same time they are encouraging financial inclusion of the poor*

as well as reducing the district officer's staff time to make the payments as these are done by the bank (Interviews with Irish Aid Staff, August 2018).

#### 4.2.1 The dynamic interaction of donors and implementing organization of social cash transfers in Malawi.

Donors in Malawi interact with stakeholders that implement social cash transfers. This focus more on the main research question (How do different roles played by different actors influence objectives, designing and implementations of social cash transfers?)

**Figure 4.1: Shows how donors interact with Malawi Stakeholder**



**Source:** Author own construction based on field data, August 2018.

In this matrix we can observe the interaction of different stakeholders, especially on the governance network through various committees. All donors aim at partnering with the Government of Malawi because it is a policy holder and they do that by collaboration, coordination, cooperation consultation and complementary. Donors in Malawi help the Government of Malawi to come up with a policy document. For example, the creation of the Mchinji Social Cash Transfers pilot in 2006. Through UNICEF the Government of Malawi accessed funding from Global Funding, and UNICEF provided technical and human capacity

training to the Ministry of Gender which was responsible for implementation<sup>13</sup>. The partnership of UNICEF and Malawi government is more on cooperation.

The European Union and German Technical Cooperation Agency (GIZ) work in coordination since all of them are coming from the same bloc of European Union fund government of Malawi in seven districts. After the pilot of Mchinji Social Cash Transfer, European Union and GTZ started funding other district in Malawi. These two donors cooperate with the government of Malawi based on the assessment of district social-economic profiles where to implement the programme. When all the analysis have been done the government of Malawi and the donor sign Memorandum of Understanding (MoU). All department responsible with social cash transfers are involved in the signing the documents. GIZ provide technical support to government department especially finance and Gender so that they are able to follow all the procedure of implementations. The government of Malawi provide human resources at district level and office space and all financial transactions and vehicle are managed by the consultancy AYALA. The interaction stage at assessment and signing of MoU<sup>14</sup>.

**Figure 4.2: Influence on Social Cash Transfers in Malawi by Donors**

	<b>Objectives</b>	<b>Designing</b>	<b>Implementation</b>
Donors	Funding is given to government once the programme is in line with the vision of the Bank. Some programme have been delayed to be approved because Policy document of social support was outdated. During consultation more inputs are	Most programme are proposed by the ministry of gender in collaboration with Ministry of Finance. For it to be approved a condition is given especially of financial management system	Delay of sending money to the district councils. For example in Chikwawa district last year it was delayed for two months, and beneficiaries complained through the consultant by nothing changed.

<sup>13</sup> Mchinji Impact Evaluation report, 2014, p 14

<sup>14</sup> GIZ Technical Officer interview, August 2018.

	also given to the donors on the indicators of the programme.		
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Source: Author own construction

**Figure 4.3: Summarize of stakeholders analysis of actors power and influence on social cash transfers**

Actors	Roles	Interest	Power of Influence
GoM	<p>The key stakeholder of all development activities.</p> <p>Policy holder of social support programmes. It provide direction of operation of policy and programmes.</p> <p>Fund the programme through domestic revenues</p> <p>Implementing programmes to address poverty</p>	To make Malawi a hunger free nation.	Very high
World Bank	<p>Support Malawi government with financing of programme and projects of social support as a way of achieving Sustainable development goals by 2030.</p> <p>It initiate the policy debate and dialogue on issues of economic and social development where social support policy initiated.</p>	<p>To complement Malawi government effort in addressing poverty through provision of funds</p> <p>Promote good governance through enhancement of development effectiveness</p>	High

	To promote sustainable, diversified and inclusive growth. <sup>15</sup>		
European Union	Supporting Malawi government with provision of funds of development programmes.  Provision of technical assistance in developing policy document such as social support.	Address poverty through coordination with the government of Malawi in all stages of programme cycle.	High
GIZ	Provide technical support of social support intervention which includes social support programme.  Give advice to the government of Malawi on policy direction on social cash transfers.	Address poverty in collaboration with other stakeholder in all stages of programme cycle.	High
Irish Aid	Started working with the Malawi government in 2002 during food crisis through development and humanitarian financing.  To contribute to the strengthening of governance system in programmes such as social cash transfers through E-payments.  Provision of technical support to government of Malawi.	Address poverty and vulnerable people through funding	High

<sup>15</sup> <http://www.worldbank.org/en/country/malawi/overview>: Accessed 06<sup>th</sup> November 2018

Source: Author own construction, 2018.

#### ***4.2.2 Views from Key Informants and Administrators of Social Cash Transfers in Malawi.***

Key Informant views on the governance of unconditional social cash transfers in Malawi as social support programme in Malawi. The study managed to interview 4 key informants and 11 administrators.

I asked some questions to all both administrators and key informants who participated in the research. The questions were based on the questions of the general governance of social cash transfer as mechanism of social support programme. One of the interviewee from government institution especially the department of planning and finance described it that,

*The governance structure is in place which handle issues of social support programmes in Malawi. For example, at national level there is National Support Steering Committee (NSSSC), National Social Support Technical Committee (NSSTC) all these committees comprises of members from donor partners and government departments especially Finance, Gender and Local government. Under these committees there are five programmes specific technical working groups (TWG's); Public Works Programme, Social Cash Transfers, School Meals Programme, Saving and Loans group and Micro-Finances. At district level there is social support committees (DSSC) and community social support committees (CSSC) (Interview, August 15, 2018)*

And another key informant from district council stressed on issues of accountability and transparent that they have established case management and grievance redress component that ensure that ensure complaints are addressed and feedback provided in time.

Although there is a policy which donor partners should follow when implementing social support programme, but sometimes we have seen different channel of communication of matter which was supposed to share with the government of Malawi but they are sidelined ( KI Interviews, August 18, 2018)

### ***4.2.3 How Trust is Constructed or achieved among stakeholders***

The question on how trust is constructed was asked to all participants in the research, which include donor partners of social cash transfers and government of Malawi, also other implementing organizations.

In this section I will present some of the responses from the question.

### ***4.2.4 Donors Perception on trust***

I asked all donors on trust aspect with the government of Malawi. The responses were different based to the fact that each donor have different mechanisms and approach when they are partnering with the government especially in Malawi.

For instance, The World Bank works always with developing countries in the world and they try their best to find means on how to reduce any risks of the money misuse from the side of government. Thus why before partnering with any government they make sure that institutional assessment is carried out, and if gap have been identified then capacity building development will be proposed.

This help the bank to see the working relationship with the government are in the same page. For Social Cash Transfers in Malawi the World Bank is working in more district than other three donors. I also indicated that the level of trust have been improved based on the fact that more mechanisms have been put in place like financial management system and every month some technical staff from the bank do visit all district for monitoring and giving advise where it is necessary.

On the other hand Irish Aid state that trust is very important as large sums of monies are involved in the Social Cash Transfers Programmes. The institution does do the assessment of the partners department and once the gap have been identified then technical support is given. The partner organization sign the MoU before implementation starts.

When I interviewed on trust formation and constructed they replied that,

*There is a lot of monitoring that goes on with our partners in particular government as the sole implementer of the SCTP and the fact that we are using government systems. We have periodic audit arrangements and we regularly meet to discuss programme challenges and iron out way forward*

*on issues. For the districts that are being supported by Irish Aid, our risks are reduced as the money goes through the private sector (the banks) and it is only less than 20% that goes through the government system. That is for the administration costs of the programme (Irish Aid Interview, August 2018).*

European Union and GIZ work in cooperation in Malawi in implementing social cash transfers. European Union provide funding and GIZ give technical assistance to the government of Malawi, and during the process of policy formulation in of social protection in 2008, these two institutions funded the process. When question was asked on trust and how it is constructed working with the government of Malawi. It was stated that;

*The government being the policy holder and implementation agency GIZ/EU aligned with all policies which the government has, so that we are able to move forward together. The first step we do is to engage the government through signing MoU especially on identified districts which currently we are working on social cash transfers. As a partners of social support programme ,we are in different committees especially at national level, where we are able to interact and share notes and information with the government department staff who are responsible in policy formulation and monitoring (GIZ Interviews, August 2018).*

The institution does do the assessment of the government and if gap identified GIZ provide technical capacity. EU and GIZ working relationship with the government they rate it nicely, based on the fact that they are able to share information timely concerning the programme of unconditional social cash transfers updates. Reports format once designed are shared to the government for feedback or adjustment.

## 5.1 Key Findings and Conclusion

### Chapter 5.1.2 *Introduction*

This is final chapter that present the analyses of key finding of the study and discussions on two actors (Donors and Malawi government) relations and of unconditional cash transfers in southern part of Malawi. It shows the evidences finding from the study in relation to partnership and trust and its effect to the programme of social cash transfers in Malawi.

### *5.1.3 Finding Summary*

In this study the main aim to find out how external actors influence the objectives, designing and implementation of unconditional cash transfers in Southern part of Malawi especially selected districts. The research involved two actor which are donors of social cash transfers and government Malawi as implementer. Looking at the relationship on partnership and trust when it comes to three stages namely; objectives, designing and implementation. I conducted the interviews in Malawi with four donors of social support programme and government official from three ministry that are involved in the programme of social cash transfers.

Based on the finding from this study it seems that issues of network governance, partnerships and trust play a crucial when working on programmes of social cash transfers in Malawi.

On issue of partnership donors and government of Malawi think that the relationship is good, because all donors follow the policy of Malawi. There were also element of coordination when it comes to resource allocation within different department that are involved in social cash transfers. Information is shared mostly at national level unlike district level.

Key informants from both ministry perceive that trust is low with donors to government of Malawi not only with social cash transfers programmes.

Overall donors influence the programme in Malawi at the stage of implementation and a bit during designing.



# List of Appendices

## Appendix 1: Consent letter

### To Whom It May Concern

My name is Chimwemwe Salie Hara. At the moment, I am studying Master of Arts in Development Studies, Major Governance and Development Policy at International Institute of Social Studies (ISS) of Erasmus University Rotterdam. Part of my study requirements is I am conducting the research titled: **“Assessing the governance of unconditional social cash based transfer as a social support/protection in Malawi”** which is where you come in. I am conducting the study on the assessing of the governance mechanism of unconditional social cash transfer as a social protection. I would like to discuss a few issues with you as one of the implementors of the programme. The discussion will revolve around your experience on partnership and funding.

Please be assured that your responses will be kept confidential, will never be attached to your name and will be used only for the purpose of this study. As such, feel free and there is no wrong or right answer. Taking part in this study is voluntary and there are no monetary gains from taking part in this study. Nevertheless, I will be very glad if you spare some time to answer my questions during the interview

Date \_\_\_\_\_

Time \_\_\_\_\_

Location \_\_\_\_\_

Interviewer \_\_\_\_\_

Interviewee \_\_\_\_\_

Consent form signed? \_\_\_\_\_

Thanking you in advance for your support.

Regards,

Chimwemwe Salie Hara

## **Appendix 2: Key Informant Interview Guide**

### **SECTION 1.0: GENERAL QUESTIONS**

1. What is your views on governance social cash based transfer is Malawi?
  - For how long have you been involved in formulating and evaluating?
  - What can you say about social policy mechanisms in Malawi relating to social cash based transfer?

### **SECTION 2.0: ON PARTNERSHIP AND FUNDING**

2. From your own experience, what do you think are some of the challenges on partnership of different donors when it comes to social cash based transfer programmes in Malawi?
3. How is trust constructed when engaging in partnership with donors who fund social cash transfes? How is the level? Give example if possible.
- 4 Do you think the programme can be sustained, if donors stop funding the programme?
  - How should the government respond when all donors freeze funding in the programme?
6. How does external actors (donors) influence the program outcomes?
7. In what ways does partnership can be benefit to programme outcomes?
  - In your views what are the challenges of forging partnership of different donors?

- Which mode of partnership would you recommend to all stakeholders of the programme?
8. Do you have any comment or question pertaining to the governance of social cash based transfer or anything we have discussed?

### **Appendix 3: Funding Organization Guide**

#### **SECTION 1.0: GENERAL QUESTIONS**

1. What are your views on the governance of social cash based transfers in Malawi?
  - What can you say about social policy mechanisms in Malawi relating to social cash based transfers?

#### **SECTION 2.0: ON PARTNERSHIP AND FUNDING**

2. How important is trust formation and what is its involvement in order to fund social cash based transfer to government and NGOs in Malawi?
3. What mechanisms do you employ to establish partnership relations with your stakeholders? For example, do you involve the government? If so, what is their involvement?
4. How has your institution influenced objectives of the social cash based transfers in Malawi?
5. Has your institution been able to influence the design and implementation of programmes in Malawi? Any example of these programmes, if any?
6. In what ways can partnerships benefit programme outcomes?
  - In your views, what are the challenges of forging partnerships with different stakeholders?

- Which mode of partnership would you recommend to all stakeholders of the programme?
7. What key aspect does your institution look when giving out funding to government in order to achieve results?
  8. Do you have any comment or questions pertaining to the governance of social cash based transfers or anything we have discussed?

**Thank you for your time.**

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