

# Policy coherence between disaster risk reduction and climate change adaptation

CASE STUDY - MALAWI



# Acknowledgments

**This publication was made possible thanks to the financial support of the Federal Ministry for Economic Cooperation and Development of the Government of the Federal Republic of Germany (BMZ).**

The designations employed, and the presentation of the material in this publication, do not imply the expression of any opinion whatsoever on the part of the Secretariat concerning the legal status of any country or territory or of its authorities, nor concerning the delimitations of its frontiers or boundaries. The designations of country groups in the text and tables are intended solely for statistical or analytical convenience and do not necessarily express a judgment about the stage reached by a particular country or area in the development process. Mention of the names of firms and commercial products does not imply the endorsement of the United Nations.

Note: The designations employed, and the presentation of maps in this report, do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, nor concerning the delimitation of its frontiers or boundaries.

Some rights reserved. This work is made available under the Creative Commons Attribution-Non Commercial 3.0 IGO licence (CC BY-NC IGO); <https://creativecommons.org/licenses/by-nc/3.0/igo/legalcode>

Under the terms of this licence, this work may be copied, redistributed and adapted for non-commercial purposes, provided it is appropriately cited. In any use of this work, there should be no suggestion that UNDRR endorses any specific organization, products or services.

The use of the UNDRR logo is not permitted. If a translation of this work is created, it must include the following disclaimer along with the required citation below: "This translation was not created by the United Nations Office for Disaster Risk Reduction (UNDRR). UNDRR is not responsible for the content or accuracy of this translation. The original English edition shall be the authoritative edition."

Users wishing to reuse material from this work that is attributed to a third party, such as tables, figures or images, are responsible for determining whether permission is needed for that reuse and for obtaining permission from the copyright holder. The risk of claims resulting from infringement of any third-party-owned component in the work rests solely with the user. Sales, rights and licensing.

UNDRR information products are available for non-commercial use. Requests for commercial use, rights and licensing should be submitted via: <https://www.unrr.org/contact-us>

**Citation: UNDRR (2022), Policy coherence between disaster risk reduction and climate change adaptation, A case study from Malawi.**

**© 2022 UNITED NATIONS OFFICE FOR DISASTER RISK REDUCTION**

**For additional information, please contact:**

**United Nations Office for Disaster Risk Reduction (UNDRR)**

**7bis Avenue de la Paix Geneva 1211, Switzerland,**

**E-mail: [undrr@un.org](mailto:undrr@un.org)**

**Website: [www.unrr.org](http://www.unrr.org)**

# Table of contents

Acronyms and abbreviations	6
Introduction	8
Summary of findings	12
Case study from Malawi	16
1. National context	16
2. Results from the policy review	22
3. Focus on budgeting and finance as entry point for coherence	28
4. Recommendations	34
References	38
Annex 1: Methodologies	40
Annex 2: List of documents	44
Annex 3: List of institutions interviewed	45
Annex 4: DRR&CCA financial architecture	46
Annex 5: List of active donor funded DRR and CCA programmes in Malawi	47

## Figures

Figure 1. DRM coordination structure in Malawi	17
Figure 2. Analytical framework of coherent DRR and CCA finance	43

## Tables

Table 1. Case studies foci	10
Table 2. Summary of aspects of DRR and CCA coherence	11
Table 3. Overview of institutional arrangements for DRR and CCA	16
Table 4. DRR, CCA and sustainable development policies and strategies in Malawi	19
Table 5. Overview of the level of coherence for DRR and CCA instruments in Malawi	22
Table 6. Overview of domestic financing instruments	28
Table 7. Costing of DRR and CC with associated strategy	31
Table 8. Annual public spending estimates for DRR and CCA	32



# Acronyms and abbreviations

<b>AfDB</b>	African Development Bank
<b>CCA</b>	Climate Change Adaptation
<b>CCFF</b>	Climate Change Financing Framework
<b>CPEIR</b>	Climate Public Expenditure and Institutional Review
<b>DCCMS</b>	Department of Climate Change and Meteorological Services
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>DODMA</b>	Department of Disaster Management Affairs
<b>DPRA</b>	Disaster Preparedness and Relief Act
<b>EAD</b>	Environmental Affairs Department
<b>EWS</b>	Early Warning Systems
<b>GCF</b>	Green Climate Fund
<b>GDP</b>	Gross Domestic Product
<b>GEF</b>	Global Environment Facility
<b>FoM</b>	Government of Malawi
<b>GFDRR</b>	Global Facility for Disaster Risk Reduction
<b>HFA</b>	Hyogo Framework for Action
<b>KIIs</b>	Key Informant Interviews
<b>INDC</b>	Intended Nationally Determined Contributions
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDAs</b>	Ministries Departments and Agencies
<b>MDGS III</b>	Malawi Development and Growth Strategy III (2017-2022)
<b>MFEPD</b>	Ministry of Finance, Economic Planning and Development
<b>MGDS</b>	Malawi Growth and Development Strategy
<b>MoAIWD</b>	Ministry of Agriculture, Irrigation, and Water Development
<b>NAP</b>	National Adaptation Plan

<b>NCCIP</b>	National Climate Change Investment Plan
<b>NCCP</b>	National Climate Change Policy
<b>NDRMP</b>	National Disaster Risk Management Policy
<b>NRS</b>	National Resilience Strategy
<b>ODA</b>	Official Development Assistance
<b>PoA</b>	Africa Regional Plan of Action for the implementation of the SFDRR
<b>RSBR</b>	Risk-sensitive Budget Reviews
<b>SCCF</b>	Special Climate Change Fund
<b>SDGs</b>	Sustainable Development Goals
<b>SSA</b>	Sub-Saharan Africa
<b>UNDP</b>	United Nations Development Programme
<b>UNDRR</b>	United Nations Office for Disaster Risk Reduction
<b>UNFCCC</b>	United Nations Framework Convention for Climate Change
<b>USD</b>	United States Dollar

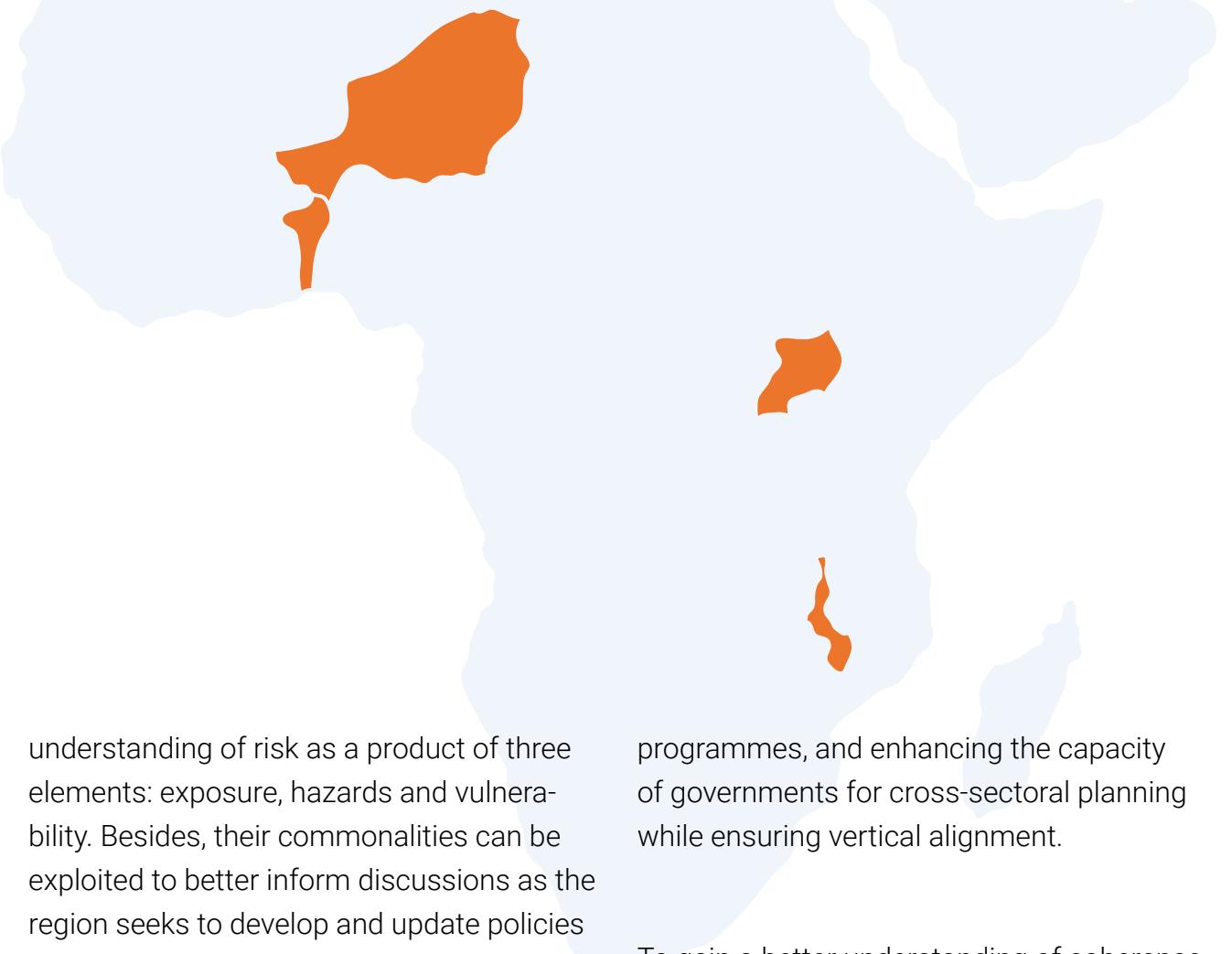
# Introduction

## Background

In the past ten years, 83 per cent of all disasters triggered by natural hazards were caused by extreme weather- and climate-related events, such as floods, storms and heatwaves, and killed more than 410 000 people worldwide (IFRC, 2020). In 2020, only, 80 disasters were recorded across 36 African countries. Among them, floods affected seven million people and caused 1,273 deaths, the highest figure since 2006 (CRED & UNDRR, 2020). Disasters in Africa are predominantly hydro-meteorological, comprising cyclones, storms, floods, extreme temperatures, wildfires, and droughts. Other forms of hazard affecting the region include earthquakes, epidemics, volcanic eruptions, and landslides (GFDRR, 2018), causing devastating socioeconomic impacts. The high vulnerability and exposure to disasters have been attributed to rapid population growth, fast but poorly planned urbanization, environmental degradation and climate variability and change (GFDRR, 2018). Climate change is expected to increase the frequency and intensity of natural hazards in the continent, leading to increased disaster risk and derailment of sustainable development. Thus, these disasters are posing a serious challenge to Africa's economic growth and achievement of the sustainable development agenda.

The Sendai Framework for Disaster Risk Reduction (2015-2030), the SDGs and the Paris Agreement are guiding countries towards sustainable development. In particular, the Sendai Framework recognizes that DRR is a cross-cutting agenda that needs coherence with other development frameworks, thereby requiring collaboration and cooperation with a wide range of stakeholders including scientists and the local communities, to help governments in its implementation. Design and implementation of effective disaster risk reduction strategies is one of the tools the countries in Africa are using to combat recurrent and future disaster risks, through a multi-hazard approach in prevention, preparedness, response, and recovery, as well as reconstruction. In addition, climate change adaptation strategies, National Adaptation Plans (NAPs) and National Determined Contributions (NDCs) establish countries' ambitions and plans to achieve adaptation.

Several studies have shown that the two approaches of disaster risk reduction (DRR) and climate change adaptation (CCA) share commonalities and convergences in the problems they seek to solve in sub-Saharan Africa (UNDRR, 2020; GFDRR, 2018). They also share similar approaches, tools, objectives and outcomes, including similar



understanding of risk as a product of three elements: exposure, hazards and vulnerability. Besides, their commonalities can be exploited to better inform discussions as the region seeks to develop and update policies and strategies.

In response to the need to support efficient implementation of the 2030 Agenda and the Sendai Framework in sub-Saharan Africa, the United Nations Office for Disaster Risk Reduction (UNDRR) is supporting closer engagement of DRR and CCA practices, communities, and institutions. This is aimed at fostering coherent implementation of DRR and CCA measures, taking advantage of their interlinkages underpinned by shared objectives, concepts, and activities, despite different institutional and political settings at global and national levels. To this end, UNDRR is supporting the application of comprehensive climate and disaster-risk management (CRM) principles and guidance. The latter aims to strengthen synergies between DRR and CCA, identifying mutually beneficial opportunities across policies and

programmes, and enhancing the capacity of governments for cross-sectoral planning while ensuring vertical alignment.

To gain a better understanding of coherence policies and practices from the perspective of practitioners involved in DRR, CCA and SDGs, UNDRR conducted three multi-stakeholders' workshops between 2019 and 2020, and undertook a desk review of DRR and CCA policies and strategies (including NAPs) in sub-Saharan Africa. Key Informants Interviews (KII) with researchers and colleagues from the UN system and the IFRC were also undertaken. The results of this analysis are reflected in the working paper titled *Disaster risk reduction and climate change adaptation, Pathways for policy coherence in Sub-Saharan Africa* (2020). Building upon the recommendations from the working paper, UNDRR ROA sought to complement the regional analysis with case studies focusing on four national contexts in sub-Saharan Africa, namely Benin, Niger, Malawi, and Uganda.

## Objectives

The case studies aim to enhance the understanding of policy design and implementation practices in support of DRR and CCA, identify good practice examples and provide recommendations to advance coherence between DRR and CCA practices in the four countries. In addition to the policy and planning perspective, the case studies also aim at gaining a better understanding of the role that budgeting, finance and risk assessments can play in bringing DRR and CCA practices and communities together at national level.

The target audience for the case studies includes policymakers, technical partners and other stakeholders in Benin, Niger, Malawi and Uganda working on DRR, CCA and SDGs policy design and implementation. Furthermore, the case studies may provide useful insights for other government stakeholders in sub-Saharan Africa, UN System, the Red Cross Movement, INGOs, Civil Society Organizations (CSOs), academia, donors and other actors supporting policy coherence between CCA and DRR policies and practices in the region.

## Outline

All case studies have a common introduction presenting the overall objectives and methodology, as well as a summary of findings from the four case studies. In addition, each case study outlines the national policy landscape and institutional arrangements for the two practices, and presents the findings from the policy review according to strategic, conceptual, institutional, operational and financial considerations. Further to the policy landscape, the case

studies also include a particular focus on two areas of work that present entry points for policy coherence between DRR and CCA: budgeting and finance (Malawi and Uganda) and risk assessments (Benin and Niger). Drawing upon these insights, the case studies provide key messages and priority actions for enhancing policy coherence between DRR and CCA practices at national level in Benin, Niger, Malawi, and Uganda. Table 1 summarizes the case studies foci.

TABLE 1. CASE STUDIES FOCI

	Policy, planning and institutional arrangements	Finance and budgeting	Risk assessments
BENIN	✓		✓
MALAWI	✓	✓	
NIGER	✓		✓
UGANDA	✓	✓	

Source: author

## Methodology

A qualitative research methodology was the main approach used in the study, including (i) a desk review of DRR, CCA and sustainable development regulatory frameworks, policies, strategies, plans and project documents and, (ii) interviews with key stakeholders working on DRR, CCA and SDGs in the four countries, referred to as Key Informant Interviews (KIIIs) in the document. The findings of the desktop review are incorporated with the findings of the KIIIs. The full methodology for each of the three research areas (policy, budget and finance, risk assessments) is available in Annex 1.

The analytical framework below, adapted from UNDRR (2020a), served as basis for the analysis developed in the case studies. According to the analytical framework, policy coherence for DRR and CCA can be assessed through five aspects that help establish the extent to which consistency occurs between DRR and CCA within countries (Table 2). The level of integration depends on the extent to which any of the five coherence aspects are addressed. Accordingly, results of the analysis are presented considering the five dimensions outlined below.

**TABLE 2. SUMMARY OF THE FIVE DIMENSIONS OF DRR AND CCA COHERENCE**

Dimension	Characteristics
<b>Strategic</b>	Looks at whether DRR and CCA are explicitly addressed jointly or if there is an aim to strengthen the relationship and linkages between the two fields.
<b>Conceptual</b>	Explores how countries link DRR and CCA conceptually, in particular through the concepts of risk and resilience.
<b>Institutional</b>	Considers whether there are intentions to promote coordination between DRR and CCA institutions and the institutional provisions for such coordination.
<b>Operational</b>	Looks at measures, actions and activities which bring together DRR and CCA practices, and, to what extent planning is considered cross-sectoral.
<b>Financial</b>	Explores whether and how funding strategies and investments bring together DRR and CCA.

---

Source: UNDRR (2020a)

# Summary of findings



## Strategic coherence

- **Coherence between DRR and CCA occurs from both a technical necessity and a strategic focus.** From a technical perspective, there are a number of similarities between DRR and CCA, which leads to overlapping mandates, similar projects and duplication of funding and efforts. At a strategic level, the integration of both agendas makes sense, but in practice it is not straightforward, notably because DRR and CCA are managed within different departments and agencies, and horizontal and vertical collaboration has not been institutionalized.
- One of the main issues at strategic level is which one of the two policy agendas should be leading the strategic direction. Currently, climate change dominates international discussions and priorities (including funding), while DRR is often absent or secondary in national planning. **National development plans and funding have a strong role to play in bringing together the two practices.** National development plans can clarify the linkages, roles and responsibilities between the two fields, as well as promote joint mainstreaming into other sectors plans and budgets.



## Conceptual coherence

- **Conceptually, the notion of risk (i.e., hazard, exposure, vulnerability) is well understood by both DRR and CCA communities**, although they may not always use the same wording.  
A shared understanding of risk can be an entry point to fostering closer conceptual coherence, leading to more-aligned agendas.
- **At national level, DRR and CCA communities tend to work separately on the development of risk assessments and there are currently no harmonized methodologies for developing risk assessments (RAs).** RAs are conducted in the context of projects, and based on various procedures using different sources of data, methods, and approaches. Consequently, it is rare to see an integration of results from various assessments in other assessments. Harmonizing risk-assessment methodologies through the development of guidelines for DRR and CCA communities could provide a frame to easily analyse and link results, avoid duplication of efforts and resources, and ensure

the assessments are fit for purpose. The guidelines should also inform RAs at sub-national level.

- **Developing risk assessments requires diverse data and information from a wide range of stakeholders** (including data providers, technical sectoral agencies, academic and research institutions, and the private sector). National working groups, committees (e.g., Niger on food insecurity) or a regular dedicated agenda point of the National DDR Platform (e.g., Benin) on risk understanding can facilitate exchanges across relevant stakeholders on risk assessments.
- **Capitalizing on data collected and results produced in the context of risk assessments is important.** A common open knowledge platform could be established at national level to host DRR and CCA data, methodologies, and results of studies. Such platforms can foster use and application of data and results across the communities, particularly in planning processes where multiple sources of evidence are required.



## Institutional coherence

■ **DRR and CCA are managed by different departments with different mandates, but institutional coherence is being established through various coordination mechanisms** at national level such as national platforms (e.g., National DRR-CCA Platform in Benin) or technical committees (e.g., Technical committee on climate change and DRM in Malawi). In Malawi, the Technical Committees for DRR and CCA were merged in 2019 due to the practical necessity of optimizing resources. In Benin, the National DRR platform became the National DRR and CCA Platform in 2012 following the 2011 severe floods. Regular formal meetings and decision-making power



## Operational coherence

- **Operationally CCA and DRR share common measures and activities**, notably related to prevention of hydrometeorological hazards. However, joint planning for these actions seems to be limited.
- **Several planned activities at national level can bring coherence between DRR and CCA** through risk knowledge, the harmonization of methodologies and the development of a national framework for risk mapping.

- **Programming and planning are mostly driven by international funding mechanisms** such as the Green Climate Fund (GCF), the Adaptation Fund, and the Global Environment Facility (GEF), **which are mainly addressing CCA concerns**, while DRR is mostly driven by post-disaster funding.

## Financial coherence

- **To finance DRR and CCA common objectives, more focus should be put jointly towards investing in prevention against hydrometeorological hazards.** For example in Uganda, the NDP 3 (2021-2026) advocates for a programme approach for implementation, identifying lead implementers and other responsible parties across the different ministries and agencies. This approach provides opportunities for DRR-CCA stakeholder consultation, which could be focused on understanding climate risks, exploring common priorities for DRR and CCA, in order to prioritize resources and assess financial needs to implement them.
- **The financial architecture for DRR is donor-driven and with a focus on managing disasters rather than disaster risk.** At the moment, most international as well as domestic financing for DRR have been more reactive to disasters and not based on implementation of national plans.
- **Climate change budget-tagging is becoming institutionalized, but the disaster component is missing.** CCA financing often includes DRR activities especially if tagged as resilience or infrastructure-building activities. However, often this is not clearly understood, and is more accidental than programmatic. Ministries of Finance should foster the joint integration of DRR and CCA into sector plans and budgets. Furthermore, more capacity development is needed to both Ministries of Finance and a number of sectors on how to integrate CCA and DRR issues into budgeting and planning.
- **Domestic public spending on DRR and CCA is low, with DRR public spending being lower than CCA.** This is further exacerbated by a lack of national funds to mobilize domestic DRR and CCA financing. Reliance on foreign inflows to finance DRR and CCA is unsustainable since one cannot plan for donor funds because its scope and eventual release is beyond the control of the government.



# 1. National context

## 1.1 Main disaster and climate risks

Malawi faces a number of natural and biological hazards such as floods, drought, stormy rains, strong winds, hailstorms, landslides, earthquakes, pest infestations, epidemics and fires (GoM, 2015). Among the weather-related shocks, droughts and floods have had the greatest impact on people's lives and livelihoods, the economy, and infrastructures. In 2019, the country faced flooding from tropical cyclone Idai that affected nearly 1 million people, and in 2016, a drought affected 18 million people and caused a loss of USD 500 million (World Bank, 2016). With climate change, the frequency and intensity of extreme weather events is projected to increase, exacerbating food insecurity, and other impacts on people's lives, the economy and livelihoods.

Unplanned urbanization, and poor building and infrastructure construction standards, are underlying factors of vulnerability. In addition, as the population relies on the agriculture sector, most livelihoods, as well as the country's economy, are vulnerable to droughts and floods (GoM, 2015). When shocks are considered in light of other vulnerabilities in the country, many segments of Malawi's population lack the adaptive capacity needed to recover from these hazards (Bussell, 2014).

As most disasters in Malawi are hydrometeorological by nature, there is a need to address coherence between climate change adaptation and disaster risk reduction practices to boost resilience of Malawi's population and economy.

## 1.2 Institutional arrangements for DRR and CCA

Table 3 below presents an overview of DRR and CCA lead institutions and coordination mechanisms in Malawi.

**TABLE 3. OVERVIEW OF INSTITUTIONAL ARRANGEMENTS FOR DRR AND CCA**

LEAD INSTITUTION	DRR	Department of Disaster Management Affairs (DoDMA)
	CCA	Environmental Affairs Department (EAD), Ministry of Forestry and Natural Resources
COORDINATION MECHANISM	DRR	National Disaster Risk Management Committee (NDRMC) National Disaster Risk Management Technical Committee (NDRM-TC)
	CCA	National Steering Committee on Climate Change (NSCCC) National Technical Committee on Climate Change (NTCCC)

Source: author

## Lead institutions

In Malawi, the leading institution for the **implementation of DRR is the Department of Disaster Management Affairs (DoDMA)**, located under the Office of the President and Cabinet. It is responsible for coordinating all disaster preparedness and response-related activities in the country. The Disaster Preparedness and Relief Act (DPR) from 1991 establishes the office of the Commissioner for Disaster Preparedness and Relief, who is also the Principal Secretary in DoDMA.

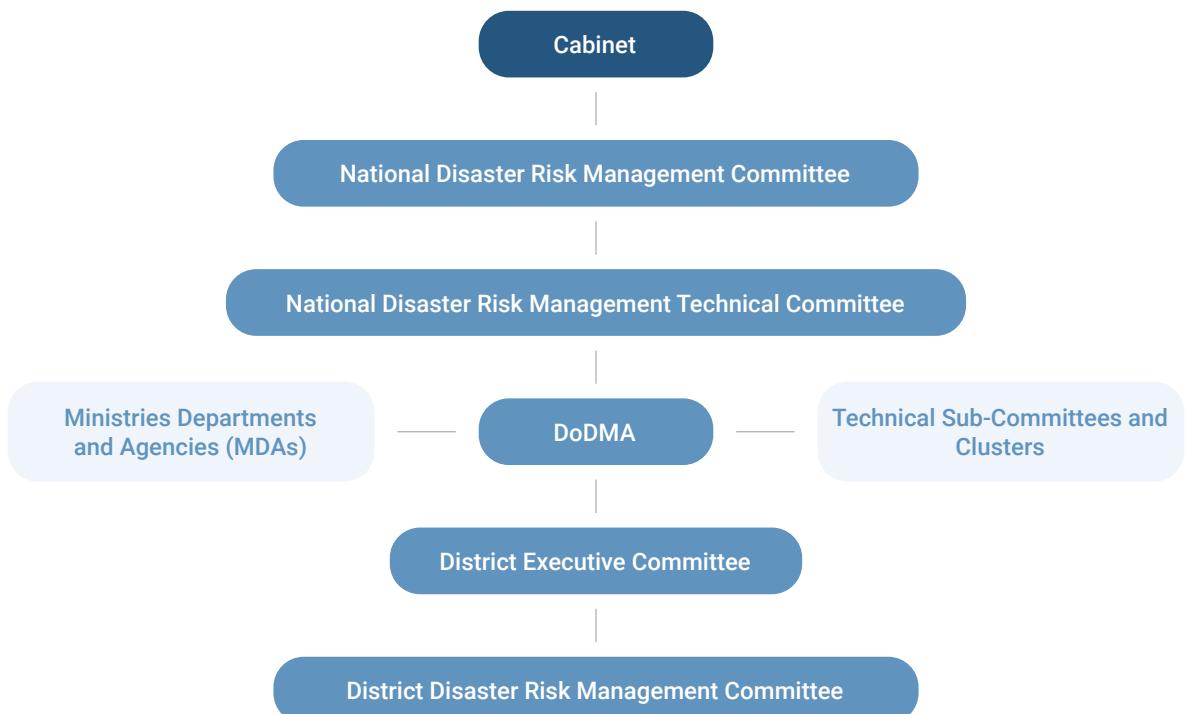
The coordination and implementation of **CCA activities in Malawi are under the Environmental Affairs Department (EAD)** in the Ministry of Natural Resources, Environment and Minerals (MNREM). In the EAD, the Climate Change Section does the day-to-day coordination of the activities. In addition, the Ministry of Finance, Economic Planning and Development (MFEPD) conducts the monitoring and review of the progress achieved, and ensures alignment with the national development agenda and goals.

## Coordination mechanisms for DRR and CCA

### DRR coordination

Malawi has a multitude of structures for the coordination of DRR activities. The current institutional arrangement for disaster risk management is based on the draft Disaster Risk Management Bill (DRMB) (yet to be signed into an act) and the National Disaster Risk Management Policy (NDRMP) from 2015. The NDRMP (2015) provides a strong institutional setting for integrating disaster risk reduction activities and the coordination of multiple stakeholders at all levels, as presented in Figure 1. In addition, the draft DRMB clarifies roles and responsibilities of all committees as well as the composition and attendance of meetings. It also mentions several technical working groups and sub committees such as agriculture, health, education, water, early warning and search and rescue.

**FIGURE 1. DRM COORDINATION STRUCTURE IN MALAWI**



Source: adapted from DRM Policy, 2015

The **National Disaster Risk Management Committee (NDRMC)** is chaired by the Chief Secretary to the President and Cabinet. The Committee is responsible for overseeing the coordination and planning of all activities aimed at alleviating disasters in Malawi.

Under the NDRMC, the **National Disaster Risk Management Technical Committee (NDRM-TC)** is chaired by the Secretary and Commissioner of DoDMA and serves as an advocate of disaster risk management; provides advice and technical support; and is the coordinating mechanism for mainstreaming disaster risk management into sustainable development policies, planning, and programmes. The NDRM-TC is composed of representatives from MDAs, CSOs, scientific and academic institutions, the private sector, UN agencies, donor community and the media. As such, the NDRM-TC also serves as the National Platform for Disaster Risk Management.

At the local level, the DRM Committee is decentralized through District Executive Committees (DEC), Area Civil Protection Committees (ACPC) and Village Civil Protection Committees (VCPC). In addition, in the draft DRMB, it is suggested to create the following structures for efficient management of DRM in Malawi: Local Authority DRM Committee and Area Village DRM Committee.

#### CCA coordination

Malawi also has a number coordinating structures to support implementation of CCA. According to Malawi's National Climate Change Policy (NCCP), the following coordination mechanisms are operational: the Cabinet, the National Steering Committee on Climate Change (NSCCC) and the National Technical Committee on Climate Change (NTCCC) which include representatives from sectors and the Climate Change Secretariat (or EAD). In addition, the Parliamentary Committee assists in the passage of relevant environmental policies in parliament.

The NSCCC provides oversight on climate change activity implementation, and the NTCCC provides a platform for efficient and effective implementation of national, regional, and global partnerships on climate change. The NTCCC also provides an institutional framework for national and international co-operation, embracing a holistic approach to climate change interventions toward development of adaptation and mitigation initiatives through partnerships between government agencies, the private sector, NGOs, CBOs, academia, and local communities..

#### DRR and CCA coordination

In 2019, DRR and CCA respective technical committees - the NDRM-TC and the NTCCC - were merged into one joint mechanism called the Climate Change and Disaster Risk Management Technical Committee. This structure emerged from the development process of the National Resilience Strategy (NRS) 2018-2030, which pointed to the need to improve coordination of the two sectors since Malawi's major disasters are caused by natural hazards (i.e., floods and droughts). The purpose of the mechanism is to create a forum for technical guidance on DRR and CCA and, a platform for knowledge sharing, planning and monitoring. Among its functions, the Technical Committee should ensure vertical coordination between district and national-level committees (UNDRR, 2020).

## 1.3 Policy landscape for DRR and CCA

The policy landscape included a mapping of legal frameworks and strategic and planning documents for DRR, CCA and Sustainable Development (SD) in Malawi. The full list of strategic and planning documents is presented in Table 4. Although many sectoral policies and strategies include DRR and CCA considerations, they were not part of the scope of this mapping. The main sustainable-development framework was, however, considered, as it is the umbrella under which all development actions are implemented in the country.

**TABLE 4. DRR, CCA AND SUSTAINABLE DEVELOPMENT POLICIES AND STRATEGIES IN MALAWI**

Field	Document	Lead Institution
<b>SD</b>	Growth and Development Strategy (MGDS) III – 2017-2022	Ministry of Finance, Economic Planning and Development
<b>DRR</b>	National Resilience Strategy 2018-2030	Department of Disaster Management Affairs (Do-DMA)
	Malawi Disaster Risk Financing and Implementation Plan 2019-2024	Ministry of Finance, Economic Planning and Development
<b>CCA</b>	National Climate Change Policy (2016)	Environmental Affairs Department (EAD)
	Malawi's National Adaptation Plan Framework (2019)	Environmental Affairs Department (EAD)
	Intended Nationally Determined Contribution (INDC)	Ministry of Natural Resources Energy and Mining, Department of Climate Change and Meteorological Services (DCCMS)
	Malawi National Meteorological Policy (2019)	Ministry of Natural Resources Energy and Mining, DCCMS

Source: author

## Sustainable development

The main policy in Malawi which drives all development actions is the **Malawi Development and Growth Strategy III (MDGS III)** (GoM, 2017). It spans from 2017 to 2022 and is rooted in the Sustainable Development Goals (SDGs) and Agenda 2063. The MDGS III is articulated around five priorities as follows:

- agriculture, water development, and climate change management
- education and skills development
- energy, industry, and tourism development
- transport and ICT infrastructure
- health and population

Section 7.2 of the MDGS III addresses “Disaster Risk Management and Social Support” and stresses the

need for improved understanding of disaster risks, increased resilience of communities through investment DRR; strengthened disaster risk management governance at all levels; enhanced disaster preparedness for effective response, and to build back better in recovery, rehabilitation, and reconstruction; and improved social support to the vulnerable population.

Climate change is pertinently listed as a key priority area in section 6.2 of the MDGS III under “Agriculture, water development and climate change management”. The aim of climate change management is to: “improve weather and climate monitoring for early warning, preparedness and timely response; strengthen policy operating environment for climate change and meteorological services; enhance community resilience to climate-change impacts; and enhance climate-change research and technology development” (GoM, 2017). Although DRR and CCA are not mentioned as integrated elements, from these

aims, there is room for a coherence between DRR and CCA practices.

The focus on DRR and CCA of the MDGS III is supported by a number of other policy documents. The

National Resilience Strategy (NRS), the National Disaster Risk Management Policy (NDRMP), and the National Climate Change Policy (NCCP) are the three policy instruments which aim to bring together DRR and CCA fields.

## DRR policies and strategies

There are two main frameworks for DRR in Malawi: the National Resilience Strategy 2018-2030 and the Malawi Disaster Risk Financing and Implementation Plan 2019-2024.

**The National Resilience Strategy (NRS)** is a multi-sectoral and multi-stakeholder framework that seeks to accelerate resilience and food security. The NRS includes comprehensive references to global processes for both DRR and CCA such as the Sendai Framework for Disaster Risk Reduction, the Paris Agreement, the United Nations Convention to Combat Desertification and the SDGs. The strategy aims to mainstream DRR and CCA into other sectors and has an objective to set up a joint cross-sectoral-coordination mechanism to bring together the two fields.

**Malawi Disaster Risk Financing and Implementation Plan** focuses on achieving national resilience to disasters. The plan talks to the need to work on increasing meteorological information and improve ICT infrastructures and observation systems. It also advocates for budget reallocation, insurance schemes, assessment of fiscal risks and implementing ex-ante and ex-post instruments provision.

Finally, a draft Disaster Management Bill (DRMB) is currently being discussed which will set the framework for DRM activities in Malawi, including for institutional coordination of DRR in the country.

## CCA policies and strategies

There are four main documents that guide the implementation of CCA in Malawi: **The National Climate Change Policy (2016)**, the Intended Nationally Determined Contribution (INDC) 2015, Malawi's National Adaptation Plan Framework (2019), and the National Meteorological Policy (2019).

**The National Climate Change Policy (2016)** aims at building social, economic and ecological resilience including through the mainstreaming of CCA into other relevant sectors. However, the document does not explicitly refer to the DRR community and practices. Similarly, Malawi's INDC addresses both climate-change mitigation and adaptation efforts and aims at mainstreaming CCA into key sectors in Malawi.

More recently progress has been made to better integrate DRR and CCA into climate-change frameworks. Notably, **Malawi's National Adaptation Plan Framework (2019)** which aims at ensuring food security and resilience to impacts of climate change such as floods and droughts, recognizes disaster risk reduction as a cross-cutting theme that can contribute to achieving its goal. The document also refers to the DRR and CCA international and national frameworks (i.e., Sendai Framework, Paris Agreement and the NCCP).

Additionally, **Malawi's National Meteorological Policy (2019)** considers DRM as a specific sector whereby input for the development and implementation of national disaster contingency plans is a function of DoDMA. The NMP aims to provide accurate and specific weather and climate information to aid in the prevention, preparedness, management and recovery from climate-related disasters like floods and droughts.



## 2. Results from the policy review

Summary results from the policy review are presented below in Table 5. Strategic and planning documents for DRR and CCA were analysed in light of strategic, conceptual, institutional, operational and financial considerations (see Annex 1 for the full methodology). The analysis was complemented by KIIs in order to provide additional practical insights.

**TABLE 5. OVERVIEW OF THE LEVEL OF COHERENCE FOR DRR AND CCA INSTRUMENTS IN MALAWI**

		Strategic	Conceptual	Institutionnal	Operational	Financial
<b>SD</b>	Malawi Growth and Development Strategy (MDGIII)	●	●	● ●	● ●	●
<b>DRR</b>	National Resilience Strategy 2018-2030	● ● ●	● ● ●	● ● ●	● ● ●	● ● ●
<b>CCA</b>	Malawi National Climate Change Policy (2016)	● ●	● ●	● ●	● ●	●
	Malawi National Meteorological Policy (2019)	● ●	●	● ●	● ●	●

● Limited    ● ● Partial    ● ● ● Substantial

Source: author

## 2.1 Strategic coherence



**Strategic coherence** looks at whether DRR and CCA are explicitly addressed jointly or if there is an aim to strengthen the relationship and linkages between the two fields.

Overall, in Malawi, DRR and CCA policies tend to refer to international or national processes associated with the other field and identify the same legislative frameworks and institutions for linkages and integration of the two fields.

In particular, the NRS makes reference to the MDG III and considers other climate-change-related international frameworks (Paris Agreement) and national policies such as the NCCP and the Climate Change Investment Plan. The NRS is the most progressive and more explicit in promoting strategic coherence between DRR and CCA in its objectives. It seeks to harness resilience building strategies under a common programme framework, and in a coordinated multi-sectoral approach. It aims to reduce vulnerability to seasonal shocks, as well as severe and sudden-onset emergencies. The study finds that the NRS enhances coherence by focusing on improving

linkages between MDAs and development partners with the aim of reducing vulnerability of food-insecure and poor households across the country.

At a strategic level, respondents felt that there is a need to have separate CCA and DRR policies although they acknowledged the many similarities between the two practices. The consensus is that DRR moves beyond the CCA agenda and considers a wide range of hazards beyond the hydrometeorological sphere. In addition, respondents indicated that beside the NRS, there is a need for clearer policy, legal and statutory guidelines that will encompass DRR and CCA, and which will stimulate the commonalities and define the boundaries between the two practices. Clearer policies could also create an enabling environment for information exchange between DRR and CCA institutions and stakeholders.

## 2.2 Conceptual coherence



**Conceptual coherence** explores how countries link DRR and CCA conceptually, in particular through the concepts of risk and resilience.

Overall, conceptual coherence was assessed as limited in the analysed documents. Analysis of DRR and CCA policies and strategies in Malawi reveals that both fields recognize that climate change is a driver of disaster risks and share the common objective of building resilience of vulnerable people and households to withstand shocks and notably food insecurity. Nonetheless, none of the documents analyses the impacts of climate change on disaster risks (i.e., hazard, exposure, and vulnerability).

Additionally, except in the NRS (under Pillar 2: Risk Reduction, Flood Control, Early Warning and Response Systems), there is no reference to some commonalities shared by the two practices, including the scope of hazards they both cover (i.e., hydrometeorological).

There is a need to further enhance and clarify the understanding of DRR and CCA commonalities and differences at conceptual level. This could facilitate their mainstreaming into other sectors, where they are mostly seen as two very much separate concepts.

## 2.3 Institutional coherence



**Institutional coherence** considers whether there are intentions to promote coordination between DRR and CCA institutions and the institutional provisions for such coordination.

On average, the analysed frameworks achieve partial institutional coherence, meaning that there is an institutional basis that can be built upon to strengthen coordination between the two fields.

In particular, the NRS rates high in institutional coherence, spelling out roles and responsibilities of the various DRR and CCA stakeholders. Further, the NRS establishes a Joint Technical Coordination Committee to bring on board DRR and CCA practitioners (including the Department of Climate Change and Meteorological Services) to facilitate joint planning and implementation of activities in Malawi. However, clear terms of reference for the technical committee are yet to be defined to ensure the Committee promotes coherence.

The NCCP (Section 4.1: Institutional Arrangements) sets clear provisions for the coordination and implementation of climate-change activities in Malawi. It defines vertical and horizontal coordination mechanisms up to district level, and explains how stakeholders operating across many sectors will be engaged in the implementation. The NCCP also identifies roles and responsibilities of stakeholders, where roles in integration of CCA and DRR are specifically mentioned for the media and civil society. Nonetheless, there is no explicit reference to DRR institutions.

One of the most encouraging findings of the research is the fact that institutional coherence in Malawi occurred out of an operational need rather than policy

directive. Indeed, the technical committees for DRR and CCA were merged in 2019 because the same role-players attended both technical committees and, in many instances, discussed similar issues. It was felt that a merged committee would be much more effective and would bring the two agendas closer to each other. The respondents felt that although the national institutional integration of the technical committees is an example of good practice, similar integration at sub-national level is not occurring. Indeed, in most instances the DRR and CCA programmes at local level operates in parallel. Furthermore, integration of CCA and DRR into other sectors has been slow or non-existent.

- Respondents interviewed underlined some challenges that need to be addressed to deepen institutional coherence at national level. These include
  - strengthening institutional setups despite different mandates
  - strengthening the Joint DRR and CCA Technical Committee
  - addressing the different funding imbalances for DRR and CCA at national level and supporting joint fund raising
  - harmonizing policy instruments and raising awareness on coherence benefits to address the ‘fear of the unknown’ among the interlocutors.

## 2.4 Operational coherence



**Operational coherence** looks at measures, actions and activities that bring together DRR and CCA practices and, to what extent planning is considered cross-sectoral.

In policy and planning documents, operational coherence rated partial on average. Although all documents refer to the need to adopt multi-sectoral approaches for implementation of activities, there is not enough detail on roles and responsibilities.

The NCCP has an implementation plan that sets out how the policy will be operationalized and states that implementation will follow a multi-sectoral approach that will enhance mainstreaming of relevant climate-change issues in relevant sectors. Likewise, the NRS is underpinned by a multi-sectoral approach to resilience-building. The NRS also reflects the country's adaptation actions and refers to the need to strengthen existing and new coordination platforms. Both documents include provision for multi-sectoral cooperation down to local-level institutions, without specific reference to DRR and CCA cooperation.

The MGDS III and the NRS provide, however, an opportunity for advancing operational coherence in the country through enhancement of flood control, early-warning systems, response systems, water-catchment protection and management, among others. The study also found that the NRS and the NPCC share a number of areas for action that would promote operational coherence including:

- documenting and sharing risk information
- developing early-warning systems and sharing climate information
- awareness raising activities on CCA and DRR
- disaster Preparedness, response and recovery
- safety nets
- ecosystem management and land-use practices

Lack of operational coherence can be partly attributed to the different mandates of institutions and a lack of coordination at sub-national level. To an extent, international cooperation partners also contribute to the lack of operational coherence due to the way in-country projects are funded. Lack of cooperation between development partners can lead to a duplication of efforts. Clarifying the roles and responsibilities of DRR and CCA counterparts and mapping out areas of collaboration (including at project level) through the Joint Technical Committee for DRR and CCA, could help to further enhance coherence at operational level. Moreover, as suggested during the KIIs, the common objective of 'resilience' could be used as possible bridge for operational coherence.

## 2.5 Financial coherence



**Financial coherence** explores whether and how funding strategies and investments bring together DRR and CCA.

Financial coherence is rather low in Malawi. Although the MGDS III provides costing for both CCA and DRR in Annex 5, there is no evidence of how the MGDS III is costing and budgeting for these two areas, and they are mostly treated as separate policy agendas. DRR is seen by many as a 'secondary purpose' in development, hence the funding for DRR finds itself under other sectors. Within the MGDS III, there is a pillar on CCA, but DRR finds itself within social protection.

Furthermore, DRR documents do not include provision for funding of DRR activities. The NRS states that funding modalities for the strategy will be pursued through a multi-sectoral approach, with emphasis on multi-sectoral coordination. While the NRS does not have a resource-mobilization plan for the implementation of resilience building activities, CCA documents tend to include provisions for financing activities. To support implementation of climate-change actions, five main sources of finance

are considered in the National Climate Change Investment Plan: government, development partners, civil society, private sector and carbon trading. Section 3.4 of the NCCP, "Policy Priority Area 4: Financing Mechanisms" aims to ensure "enhanced financing of climate change management activities through increased national budgetary allocation, budgetary mainstreaming, improved capacity to access to international climate financing (both multilateral and bilateral) and involvement of the private sector.

During the KIIs, respondents emphasized the need to target policymakers and parliamentarians for awareness raising, as they play a key role in the allocation of funds and often do not choose to invest in risk reduction for events that may never happen. In addition, there is a need to design funding strategies that can enhance coherence of activities between the two practices, and to discuss allocation of budgets and mobilization of resources for both practices.



# 3. Focus on budgeting and finance as entry point for coherence

The study on budget and finance was undertaken to better understand how financial coherence can be achieved. To this end, the study analysed financial instruments for DRR and CCA in Malawi as well as budget expenditures for DRR and CCA. A full methodology is available in Annex 1.

## 3.1 Financial instruments

### Overview of international and domestic financial instruments for DRR and CCA

At international level, Malawi has access to various sources of finance for DRR and CCA. At the moment, the country is strengthening the institutional and financial capacity for multi-sectoral disaster and climate-risk management through the Disaster Risk Management (DRM) Development Policy Financing (DPF), financed through the WB Catastrophe Deferred Drawdown Option (Cat DDO). Both DRR and CCA have access to the Special Climate Change Fund (SCCF), the fund of Strategic Priority on Adaptation (SPA) from the Global Environment Facility, the Adaptation Fund, the Climate Investment Fund (including the Strategic Climate Fund), and the Green Climate Fund (GCF).

At regional level, Malawi has access to the African Development Bank (AfDB) climate fund - the Africa Climate Change Fund (ACCF) and African – Arab Disaster Response Fund (AADRF).

The main form of international financial instruments used in Malawi are grants and loans. Grants take precedence with two loan financial instruments (from the World Bank for DRR activities) out of 10 donor funded DRR and CCA programmes (see Annex 5 for the list of active donor funded DRR and CCA programmes in Malawi). From domestic finances, there are a variety of instruments used in Malawi as shown in Table 6.

TABLE 6. OVERVIEW OF DOMESTIC FINANCING INSTRUMENTS

DRR	<b>National Disaster Funds</b>	National Disaster Preparedness and Relief Fund
	<b>Reserves</b>	Strategic Grain Reserve (SGR)
	<b>Insurance</b>	Malawi Maize Index Insurance (MII)
	<b>Social Protection</b>	Malawi National Social Support Programme 2018-2023 (MNSSP II)
CCA	<b>National Climate Funds</b>	National Climate Change Management Fund under the National Climate Change Management Policy in Malawi
	<b>Carbon markets</b>	Carbon Tax under the Malawian Environmental Protection Agency (MEPA)
	<b>Insurance</b>	Malawi Maize Index Insurance (MII)

Source: author

## DRR financing

In Malawi, the source of DRR financing is guided under the Disaster Risk Financing Strategy and Implementation Plan 2019-2024 developed by the Ministry of Finance, Economic Planning and Development. So far, the country has used little domestic financing instruments to fund for DRR activities. These instruments include ex-ante instruments such as the Contingency Budget Line, with a maximum of 2% of total budget allocation per year. Other instruments include social protection schemes and insurance. However, the Disaster Risk Financing Strategy and Implementation Plan 2019-2024 is more inclined to post-disaster issues rather than risk-reduction issues.

Currently, there are two domestic financing instruments for DRR: The contingency budget line and the department's budget vote under the office of the President. At domestic level, Malawi still faces challenges in establishing budgetary support to DRR activities, mainly due to its historical understanding from a humanitarian approach. Despite its cross-sectoral activities (similar to CCA activities), its prioritization via budget allocation is missing. Most DRR activities are indeed funded from international financing. DRR donor activities are rarely tracked, leading to lack of information on financial flows. Lack of monitoring and tracking of DRR activities hampers their efficiency.

An opportunity for DRR financing lies in the DRM Bill, in which there is provision for the operationalization of a DRM fund from which DRR activities will be financed. However, there is a need to conduct costing of the necessary actions needed to bring climate resilience and assess the financial needs.

## CCA financing

Sourcing for CCA financing is guided by the National Climate Change Investment Plan (NCCIP), which estimates actions towards CCA will require 48 per cent (76.6 USD million) of total financing of USD 159.1 million per year, equivalent to 2 per cent of annual GDP (GoM, 2013).

Overall, Malawi is highly dependent on external sources for CCA financing. Financing is sourced from both bilateral and multilateral sources, mainly via grants. The recipient of these funds is spread out across ministries and sectors. As of February 2020, Malawi had received USD 74.8 million in climate-finance funds from various bilateral and multilateral agencies. Out of this, 73 per cent were funds dedicated to CCA from Adaptation for Smallholder Agriculture Programme (ASAP), Adaptation Fund (AF), Green Climate Fund IRM (GCF IRM), and Least Developed Countries Fund (LDCF) multilateral sources (Climate Funds Update, 2020).

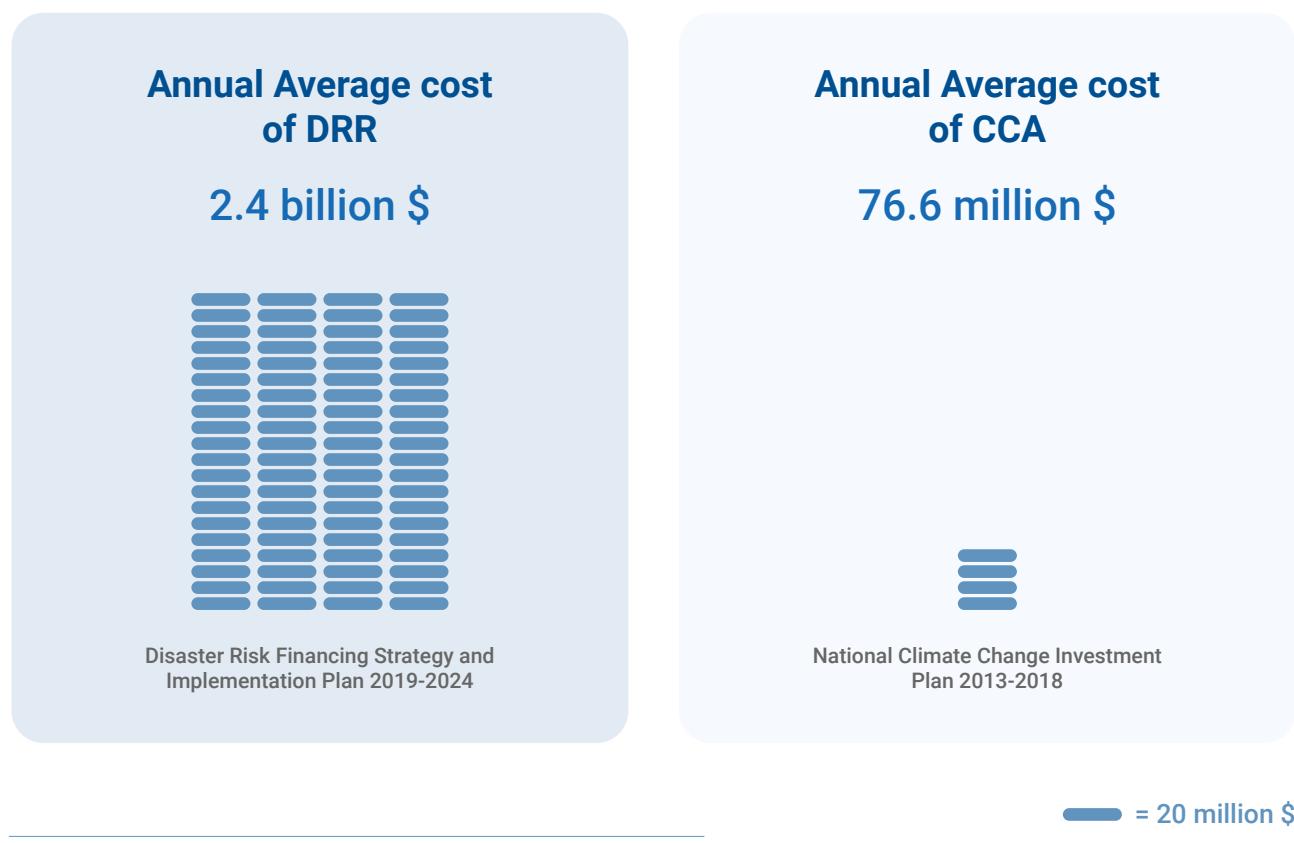
Generally, CCA international financial flows are channelled through the Ministry of Forestry and Natural Resources under the Environmental Affairs Department (EAD) for both domestic and international sources. Despite EAD being a ministry without portfolio, CC activities are domestically funded from other ministries with portfolio such as the Ministry of Agriculture.

A National Climate Fund is expected to be set up under the Climate Change, Natural Resources and Environmental Management Department to help in development and implementation of climate-change mitigation and adaptation programmes. The fund is also expected to finance DRR activities that relate to climate change.

## 3.2 DRR and CCA expenditures

Table 7 presents a snapshot of costings done in national strategic documents for DRR and CCA. However, operationalization of the strategy attached to this costing is still underway.

TABLE 7. COSTING OF DRR AND CC WITH ASSOCIATED STRATEGY



Source: Authors' compilation based on associated strategies listed

In Malawi, the Department of Disaster Management Affairs (DoDMA) is the designated DRR actor, while the Ministry of Natural Resources, Energy, and Mining, Environmental Affairs Department (EAD) is the CCA actor. Both ministries do not have portfolio. Most of the financing, both domestic and international, is channelled through other ministries, who implement DRR and CCA activities e.g., in agriculture. Further, some of the DRR and CCA financing is channelled through NGOs and development partners.

### Methodology used for tracking DRR and CCA expenditures

In Malawi, a consensus has been reached on the use of guidelines to mainstream DRR and CCA into select

sectors to ensure that budgeting and planning at both national and subnational levels have integrated DRR and CCA aspects. This is because separation of DRR and CCA expenditure could result in both an institutional and fiscal reform in reporting of country's spending.

Malawi's chart of accounts does not contain either a DRR or a CCA tagging system. There are plans to integrate DRR and CCA into sectorial plans and budgets, and have the same translated to sub-national levels. However, the application of the coding system will need capacity building in order to apply it appropriately in cross-cutting MDAs.

Malawi has mainly been reliant on donor-driven expenditure-review methodologies using the OECD-DAC Rio Markers for Climate to track DRR and CCA. These

methods were used for:

- CPEIR conducted in 2018 by UNDP
- Joint Public Expenditure Review (JPER) on Malawi's Environment, CC & DRM sectors in 2014

The country is developing a Finance Management Information System (MIS) to track climate-finance flows and climate-change-related interventions by different stakeholders. A prototype of the system is being tested by the climate-change expert working groups. CSOs are already using simple tools to track DRR and CCA spending from donor funds.

## Estimated public expenditure on DRR and CCA

Various analysis has been conducted to estimate the percentage of DRR or CCA expenditures against total expenditures and GDP, as presented in Table 8. From the review of all available documentation on public spending estimates for DRR and CCA, only the most recent data was presented for the case study.

**TABLE 8. ANNUAL PUBLIC SPENDING ESTIMATES FOR DRR AND CCA**

Climate Public Expenditure and Institutional Review (CPEIR) based on the OECD-DAC Rio Markers for Climate

### Disaster Expenditure

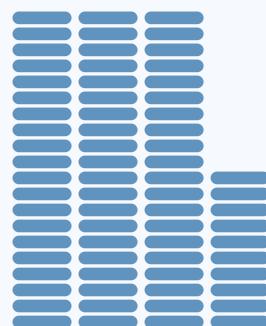
**4.8 million \$**



0.005% of GDP

### CC Expenditure

**356 million \$**



0.36% of GDP

— = 5 million \$

Source: Authors' compilation based on MoFEPD, Malawi CPEIR (2018)

Application of the Climate Public Expenditure and Investment Review (CPEIR) tool in domestic expenditure found a USD 4.8 million spending on DRM programmes under the Department of Disaster Management Affairs (DoDMA). This is equivalent to 0.3 per cent of total expenditure in 2016/17 and 0.005 per cent of GDP. This little financing is mostly dedicated to management activities under DoDMA.

Similarly, application of the CPEIR tool found that USD 356 million was dedicated to climate-change activities, equivalent to 23 per cent of total 2016/17 expenditure and 0.36 per cent of GDP. This expenditure is much higher than DRR, USD 4.78 million equivalent to 0.31 per cent of total 2016/17 expenditure. On comparison to the required financing under NCCIP, there is a CCA financing gap of 1.64 per cent of GDP.

Another recent analysis of the budget showed that between 2010/11 and 2012/13, the government's average annual budgetary allocation to DRR and CCA was USD 47.3 million against a planned average annual budget of USD 76.6 million (GoM, 2013). Moreover, public spending on climate activities was estimated to be, on average, USD 12.5 million (1 per cent of GDP) on climate activities (GoM, 2019). Looking at the trend of CC expenditures in Malawi, an average of 9 per cent to 12 per cent of the domestic budget

is dedicated to CC activities (UNDP, 2018). However, despite this analysis, the CCA financing strategy of 2 per cent of GDP still falls short.

Overall, public spending on DRR and CCA is very low, with DRR public spending being lower than CCA. This is further exacerbated by a lack of national funds to mobilize domestic DRR and CCA financing. Reliance on foreign inflows to finance DRR and CCA is unsustainable, since one cannot plan for donor funds because its scope and eventual release is beyond the control of the Government of Malawi. At the domestic level, despite having budget allocations set aside for DRR and CCA activities, the funds requested are reduced due to other priorities that may arise during a fiscal year.

A review of 2018 Economic and Policy Statement found that the budgeting for DRR and CCA were guided by the MGDS III as the strategic priority (GoM, 2018a). In order to sufficiently track resources dedicated to MGDS III, of which DRR and CCA feature, a Development Finance Assessment (DFA) tool will be used to map sources of development finance from both domestic and external sources. In addition, activity codes for MGDS III have also been rolled out into various MDAs to kick off tracking of funds dedicated to achieving these goals for the 2018/19 Budget Framework.



# 4. Recommendations



## Strategic

**1. Ensure a common set of objectives and principles aiming to boost DRR and CCA coordination are reflected in the NAP.** As Malawi proceeds to develop the NAP, it should include DRR into the vision and objectives of the plan to promote linkages with risk reduction and resilience-building in a coordinated manner.

**2. Establish a common set of actions aiming to boost DRR and CCA coordination** at institutional, operational, and financial levels.



## Conceptual

**3. Build capacities of DRR and CCA stakeholders to foster a common understanding of the concepts of risk, and similarities and differences** between the two fields. There are currently variations in the understanding of DRR and CCA concepts, and limited elaboration in the documents do not bring clarifications on their similarities and differences. There is a need to foster

a common understanding of the concepts of risk (hazard, exposure, vulnerability).

**4. Strengthening the subcommittee on risk assessments** that includes both people from DRR and CCA fields to coordinate climate and disaster-risk assessments.



## Institutional

**5. Conduct further study on DRR and CCA stakeholders through mapping and stakeholder analysis,** with a view to clarifying roles and responsibilities of the two fields to support planning and implementation of joint activities.

**6. Strengthen the Joint Technical Committee for DRR and CCA** and develop terms of reference of the stakeholders in the various committees from national to district level, to further promote the institutional coherence. Clarifying the Terms of Reference of the Joint Technical Committee, including its role at sub-national level, could be a first step to achieving institutional coherence.

**7. Raise awareness on coherence** among DRR and CCA stakeholders as well as among policy makers and parliamentarians.



## Operational

**8. Conduct activities bringing DRR and CCA stakeholders** (under the Joint Technical Committee) together at strategic and technical levels to clarify potential areas where synergies can be exploited, and potential areas of overlaps.

**9. Establish common criteria, and monitoring and evaluation frameworks**, to track progress of operations or projects that are being implemented for DRR and CCA.

**10. Development partners must better coordinate their funding and programme development and implementation at sub-national level** and work closer with non-governmental and community-based organizations.



## Financial

**11. Establish DRR and CCA finance-tracking mechanisms.** The Chart of Accounts is an integral tool that is needed to embed DRR and CCA tracking in financing and spending activities. The placement of the marker or tag should be easy to use by all personnel – at the finance and in sectorial ministries. This will allow monitoring of expenditures over time and comparison with the ambitions set up in the strategic documents.

**12. Establish ex-ante financing tools such as insurance, contingent credit and reserves**, that are DRR-CCA coherent to assist in identifying overlaps in financed programmes. This can quickly be reviewed to maximize synergies across financed DRR and CCA programmes.

**13. Consider using the MGDS III Climate Change programme to channel all DRR and CCA financing**, to ease tracking and monitoring of funds and the activities related to it.

**14. Consider developing an appendix to the NRS with a clear mobilization plan for implementing cross-cutting and joint activities** for the two domains of DRR and CCA in a coherent and systematic manner.



# References

Global Facility for Disaster Reduction and Recovery (GFDRR). (2018). *Annual report Global Facility for Disaster Reduction and Recovery*. Washington D.C.

Government of Malawi (2012) National Resilience Strategy. Department of Disaster Management Affairs. Lilongwe: Government of Malawi, 1–128.

Government of Malawi (GoM): Ministry of Environment and Climate Change Management (2013). *National Climate Change Investment Plan 2013-2018*. Available from <https://www.climate-laws.org/geographies/malawi/policies/national-climate-change-investment-plan-2013-2018>

Government of Malawi (2015) National Disaster Risk Management Policy. Secretary and Commissioner for Disaster Management Affairs. Lilongwe: Government of Malawi, 1–13.

Government of Malawi (2017) The Malawi Growth and Development Strategy (MGDS) III: Building a productive, competitive and resilient nation. Lilongwe: Government of Malawi, 1–232.

Government of Malawi (2018) National Climate Change Policy. Ministry of Environment and Climate Change Management. Lilongwe: Government of Malawi, 1–24.

Government of Malawi (GoM): National Statistics Office (NSO). (2018). *The Fourth Malawi Integrated Household Survey 2016/2017*. Available from [www.microdata.worldbank.org/index.php/catalog/2936/download/41068](http://www.microdata.worldbank.org/index.php/catalog/2936/download/41068)

Government of Malawi (GoM): Ministry of Finance, *Economic Planning and Development* (2018a). *Economic and Fiscal Policy Statement 2018*. Available from [https://www.cabri-sbo.org/uploads/bia/Malawi\\_2018\\_Formulation\\_External\\_BudgetFramework\\_MinEcosFin\\_COMESASADC\\_English.pdf](https://www.cabri-sbo.org/uploads/bia/Malawi_2018_Formulation_External_BudgetFramework_MinEcosFin_COMESASADC_English.pdf)

Government of Malawi (GoM): Ministry of Finance, Economic Planning and Development (2018b). Disaster Risk Financing Strategy and Implementation Plan (2019-2024). Available from: <https://documents1.worldbank.org/curated/en/694681589965315464/pdf/Disaster-Risk-Financing-and-Implementation-Plan-2019-2024.pdf>

Government of Malawi (GoM): Ministry of Natural Resources, Energy, and Mining (2019). Malawi Climate Finance Landscape: <https://unfccc.int/sites/default/files/resource/Malawi-Climate%20Finance%20SADC%202019.pdf>

Government of Malawi (GoM). (2019). Malawi 2019 Floods Post Disaster Needs Assessment (PDNA)

ICSU Regional Office for Africa, 2017. Africa Science Plan for Natural and Human-induced Hazards and Disasters. ICSU Regional Office for Africa Pretoria, South Africa

Knoll, A. (2014). *Bringing policy coherence for development into the post-2015 agenda—challenges and prospects*. Discussion Paper No. 163. Maastricht: European Centre for Development Policy Management

Kellett, J. and Caravani, A. (2013). Financing Disaster Risk Reduction: A 20-year story of international aid. London: ODI.

OECD. (2016). *Official Documents*. Retrieved from Organisation for Economic Co-operation and Development (OECD): OECD DAC Rio Climate Marker. Accessed via [http://www.oecd.org/dac/environment-development/Revised%20climate%20marker%20handbook\\_FINAL.pdf](http://www.oecd.org/dac/environment-development/Revised%20climate%20marker%20handbook_FINAL.pdf)

OECD. (2017). *Official Documents*. Retrieved from Organisation for Economic Co-operation and Development (OECD) Website: OECD DAC DRR Policy Marker. Accessed via [http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT\(2017\)26&docLanguage=En](http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD/DAC/STAT(2017)26&docLanguage=En)

Peters, K., Bahadur, A., Tanner, T. and Langston, L. (2016). 'Resilience' across the post-2015 frameworks: towards coherence. ODI Working Paper. Overseas Development Institute: London

Petri, H. (2016). Short guide to the use of Rio markers. Retrieved from <https://europa.eu/capacity4dev/public-environment-climate/minisite/tools-and-methods/short-guide-use-rio-markers>

Tumushabe, G., Muhumuza, T., Natamba, E., Bird, N., Welham, B., & Jones, L. (2013). Uganda national climate change finance analysis. Available from <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/8622.pdf>

UNDRR (2020), Disaster Risk Reduction and Climate Change Adaptation, Pathways for policy coherence in Sub-Saharan Africa. Nairobi: UNDRR.

UNDP (2018) Malawi First Phase CPEIR. Final report produced for UNDP. 111p. <https://climatescrutiny.files.wordpress.com/2020/02/malawi-cpeir-final-report-dec-2018.docx>

World Bank. (2016). Malawi Drought 2015-2016: Post-Disaster Needs Assessment (PDNA). Washington, D.C.: World Bank Group, p.17 and Executive Summary.

# Annex 1: Methodologies

## Full methodology for policy review

### Desk review and mapping methodology

The following documents were analysed for this study: regulatory frameworks (laws, act, decrees), national government policies, strategies and plans for DRR and CCA as well as National Development Plans (NDPs). The documents were sourced from online sources such as UNFCCC, respective country and UNDRR websites. In some instances, the DRR and CCA focal persons in the country supplied these documents.

### Analysis of documents

The desk review of documents included two parts: (i) a preliminary screening and (ii) an analysis of how CCA is considered in DRR documents and how DRR is considered in CCA documents. During preliminary screening, the following information was gathered from the instruments:

- Basic information of the document (e.g., name, timeframe, from DRR or CCA etc).
- Stage of development (e.g., draft; adopted; implemented).
- Scope of disasters addressed by the document.
- Leading institution and coordination mechanism.

In-depth analysis of the DRR, CCA and development documents followed the basic screening guided by the UNDRR coherence analytical framework called the “integration spectrum”, which looks at **strategic, conceptual, institutional, operational, and financial** aspects in order to establish the overall level of coherence of the documents. To determine the level of integration of DRR and CCA into the policy instruments, the five dimensions were examined as explained in the table below.

Dimension	Characteristics
<b>Strategic</b>	Looks at whether DRR and CCA are explicitly addressed jointly or if there is an aim to strengthen the relationship and linkages between the two fields.
<b>Conceptual</b>	Explores how countries link DRR and CCA conceptually, in particular through the concepts of risk and resilience.
<b>Institutional</b>	Considers whether there are intentions to promote coordination between DRR and CCA institutions and the institutional provisions for such coordination.
<b>Operational</b>	Looks at measures, actions and activities which bring together DRR and CCA practices, and, to what extent planning is considered cross-sectoral.
<b>Financial</b>	Explores whether and how funding strategies and investments bring together DRR and CCA.

A rating of either limited, partial, or substantial, depending on the level of coherence of the instrument, was assigned. A matrix comprised of 15 questions was used for the analysis. The matrix includes detailed questions which are more adapted to the review of strategies, but the same questions can guide the analysis of the other documents (regulatory frameworks and NDPs).

#### Characteristics of the dimensions

<b>Strategic</b>	<ul style="list-style-type: none"> <li>Adheres to international and regional guidance and processes related to DRR and CCA</li> <li>Addresses DRR and CCA jointly in the vision, goals, principles</li> <li>Aims to mainstream DRR and CCA jointly into other sectors</li> </ul>
<b>Conceptual</b>	<ul style="list-style-type: none"> <li>Aims to build resilience to climate and disaster risks</li> <li>Establishes linkages between disasters and climate-change risks</li> <li>Discusses synergies or differences between DRR and CCA</li> </ul>
<b>Institutional</b>	<ul style="list-style-type: none"> <li>Describes coordination mechanisms to support coordination between CCA and DRR stakeholders and activities</li> <li>Identifies the lead agency for DRR and CCA</li> <li>Refers to coordination of DRR and CCA practices at the decentralized level</li> <li>Identifies roles and responsibilities of DRR and CCA actors through a cross-sectoral plan</li> <li>Identifies external actors who support coherence between DRR and CCA</li> </ul>
<b>Operational</b>	<ul style="list-style-type: none"> <li>Includes objectives and activities aiming to boost coherence between DRR and CCA</li> <li>Identifies specific activities and sectors for which DRR/CCA are relevant</li> </ul>
<b>Financial</b>	<ul style="list-style-type: none"> <li>Includes an estimation of budget in support of joint DRR/CCA activities.</li> <li>Refers to joint funding for DRR and CCA.</li> <li>Promotes risk insurance schemes to reduce the impacts of climate change and multiple hazards.</li> </ul>

#### Limits of the methodology

The analytical frame was initially developed to read and analyse DRR and CCA policies, strategies, and plans. In the context of this research, it was also used to analyse the DRR and CCA coherence in other national documents such as national development plans, laws, decrees, and sectoral plans. The analysis revealed that although the five dimensions are useful in order to look at different aspects of these documents, the screening questions are not always relevant when reading more-general documents, as DRR and CCA practices may not be explicitly mentioned. The analysis is thus subject to interpretation to what DRR and CCA practices entail and how they can contribute to achieving planned outcomes (enhancing resilience of vulnerable people etc.). Although some laws and decrees were analysed through the matrix, the lack of elements to fill in the matrix systematically led to a score of 0 and as such, the scoring system was not used for these documents. For NDPs, the matrix helped identify some strategic, conceptual and operational elements of coherence, but was very weak for assessing institutional and financial coherence. This result has been anticipated as NDPs usually do not explicitly mention DRR and CCA.

#### Key informant interviews

After the desk review, detailed KIIs were conducted over a period of two weeks focusing on the DRR and CCA focal persons and stakeholders using the five dimensions of coherence. The information gathered from the KIIs helped to further analyse coherence achievements and practices. Interviews also helped capture organizational practices and activities that support coherence with regard to DRR and CCA.

# Methodology for finance review

## Desk review and mapping methodology

Desk-based research reviewed various organizations and websites and documents. Document sampling identified five documents with clear budget-tracking methodologies and allocations for DRR and CCA (listed under Annex 2 and highlighted). These documents were selected using key words in search engines and organizations' search functions. These key words include \*DRR policy, \*CCA policy, \*DRR law, \*CCA law, \*DRR CAA integration, \*financing for DRR\*, \*financing for CCA\*, \*budget methodologies for DRR\*, \*budget methodologies for CCA\*, \*DRR initiatives in Malawi and Uganda \*, \*CCA initiatives in Malawi and Uganda\*. From the top results, only the most relevant documentation was chosen for analysis. The most recent documentation was chosen to avoid out-of-date information. To ensure this, only documents from 2010 onwards were considered since they were assumed to align to HFA and SFDRR. The leading questions to be answered during the document sampling were:

- “What type of policy coherence between DRR and CCA in Malawi and Uganda is evident?”
- “What are the existing frameworks and methodologies for tracking and monitoring DRR and CCA spending in Malawi and Uganda?”

The mapping methodology used the following criteria in order to clearly define the budgeting-allocation tools that can be used to review climate and disaster-risk expenditures and thus, evaluate financial coherence:

- The mapping reviewed only current and available budgeting and financing directly accessible to governments, or channelled via the finance ministry in Malawi and Uganda. It does not include budgeting and finance that was not disbursed nor those yet to be accessed.
- LFunding and financing instruments offered by development partners that target DRR and CCA, and are directly available and accessible to Malawi and Uganda were considered.

The funding and financing instruments included in the mapping study are all aligned with global disaster risk reduction (SFDRR), and climate (Paris Agreement) frameworks. They have a strong disaster risk reduction and climate change adaptation component.

## Key informant interviews

Key informant interviews (KII) were chosen as the best-suited data collection method. KII were decided upon not because they are in any way representative of the general population that may be affected by whatever issue is being studied, but because of their specialised knowledge of the topic under investigation. KII were conducted online due to current logistic limitations and COVID-19 restrictions, to obtain qualitative data. These interviews took the form of online exchanges with individuals who are knowledgeable about budget allocations and institutional arrangements for DRR and CCA. To save time, and target the maximum number of respondents, some interviews accommodated up to four respondents from one organisation simultaneously. Although respondents could build on the responses of other participants, a true focus group methodology was not followed, and each respondent was treated as an individual response. Multiple researchers form part of the discussions and used probing and follow-up questions to elicit responses.

## Sampling

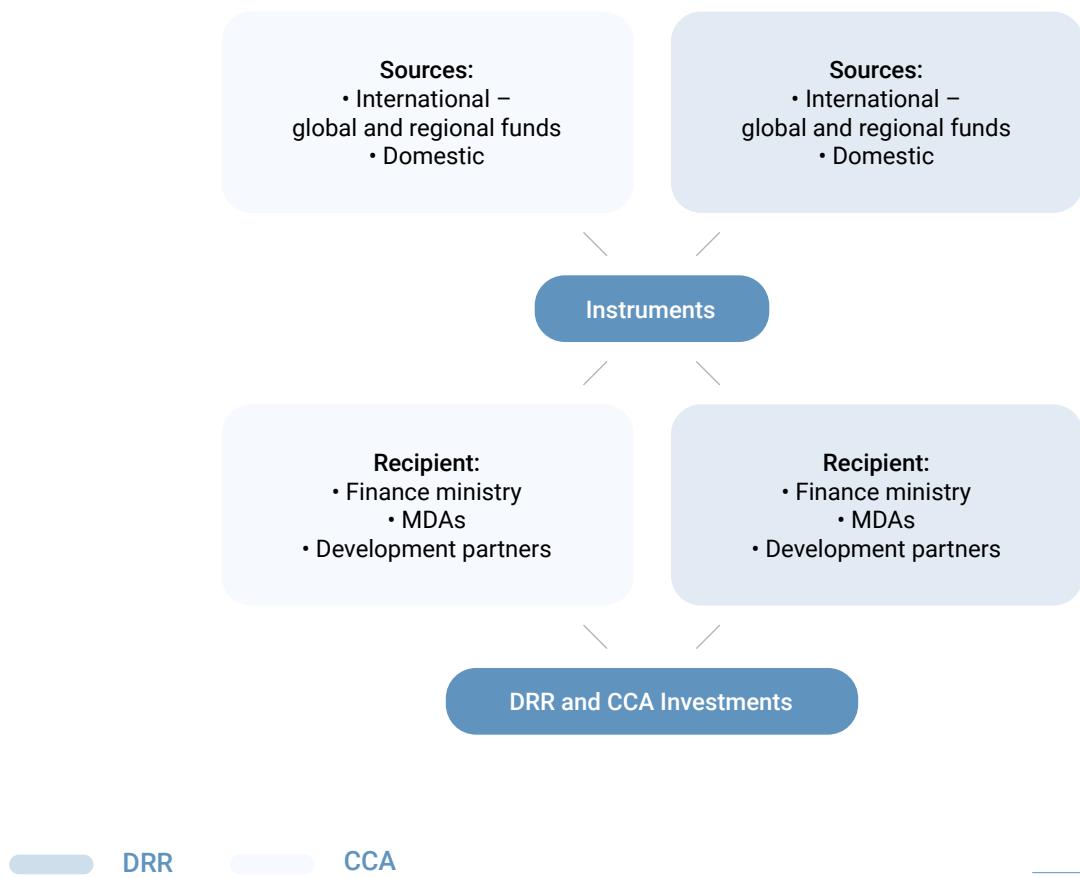
Respondents were purposefully sampled due to their expert and in-depth knowledge of the field of study. Focal points for DRR and CCA in Malawi and Uganda were identified and approached via email. The purpose of the study was explained, and a process of snowball sampling followed, based on the referrals by respondents.

Subsequent possible respondents were targeted, which led to more interviews and referrals. The snowball sampling continued until data saturation was reached in each of the countries. In total, nine KII (four for Malawi and five for Uganda) were held, which included 15 respondents from Malawi (10) and Uganda (five).

### Analytical framework

Under financial coherence, the analytical framework presented below is largely descriptive in nature, with quantitative data identifying DRR and CCA investments. These investments can be backtracked to a financial value chain for DRR and CCA. The main part of financial coherence is to document the sources, instruments, recipients and volumes of DRR and CCA financing both at domestic and international levels. This analysis can show the gaps in expected DRR and CCA financing against currently budgeted and mobilised resources. Hence, this analysis provides a systematic overview of investment and financial routes and flows for DRR and CCA and the revealed gaps in the value chain. From Figure 2, the dotted box represents the entry points for coherence – at source and recipient levels.

**FIGURE 2. ANALYTICAL FRAMEWORK OF COHERENT DRR AND CCA FINANCE**



Source: Authors' analysis

# Annex 2: List of documents analysed

Field	Document
<b>SD</b>	Malawi Growth and Development Strategy (MGDS) III
<b>DRR</b>	National Resilience Strategy
	Malawi Disaster Risk Management Bill
	International Disaster Response Law (IDRL)
	Malawi Disaster Risk Financing and Implementation Plan 2019-2024,
	2019 Floods Post Disaster Needs Assessment Report
	Climate Public Expenditure and Investment Review (CPEIR) 2018
	Joint Public Expenditure Review of Malawi's Environment and Disaster Risk Management sectors 2006-2012
<b>CCA</b>	National Climate Change Policy
	Malawi's National Adaptation Plan Framework
	Intended Nationally Determined Contribution (INDC)
	Malawi National Meteorological Policy
	Malawi's climate finance landscape 2019
	Climate Public Expenditure and Investment Review (CPEIR) 2018
	Joint Public Expenditure Review of Malawi's Environment and Disaster Risk Management sectors 2006-2012
	National Climate Change Investment Plan, 2013-2018

# Annex 3: List of institutions interviewed

For this analysis, there were three rounds of consultations:

- Key informants' interviews during the development of the analysis.
- Written consultation on version 1 of the document. The document was shared with those consulted during the research phase, and other stakeholders identified afterwards.
- A multi-country virtual consultation was held on version 1 of the document.

## Institution

Civil Society Network on Climate Change (CISONECC)

Department of Disaster Management Affairs

Ministry of Finance, Economic Planning & Development

Ministry of Forestry and Natural Resources, Environmental Affairs Department

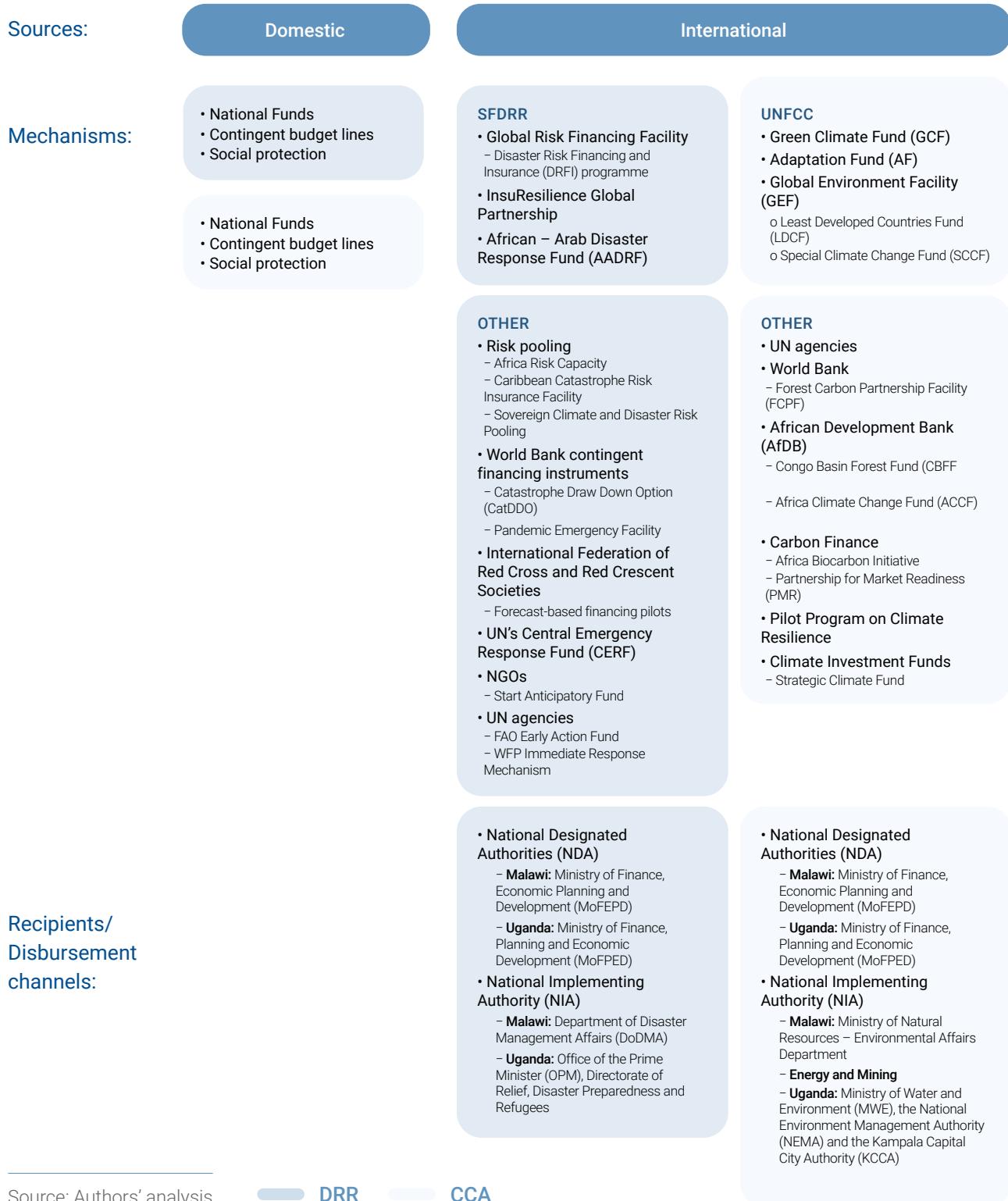
Sustainable Development Initiative (SDI)

UNDP, Malawi

UN Habitat, Malawi

# Annex 4: DRR and CCA financial architecture

**FIGURE. DRR AND CCA FINANCING ARCHITECTURE**



Source: Authors' analysis

DRR

CCA

# Annex 5: List of active donor-funded DRR and CCA programmes in Malawi

International DRR and CCA donor-funded information was obtained by reviewing dedicated DRR and CC funds that were still active as at 2020. The database for UNDP projects was also reviewed. The analysis accounted only for financing that was tagged as either DRR or CCA as its primary or secondary objective.

Project/ Programme	Project Aim	Focus	Instrument	Financier	Timeframe	Implementing Partners	Funds, in USD millions
<a href="#"><u>Enhancing Disaster Preparedness in Malawi</u></a>	Provide technical assistance to strengthen the government's capacity to prepare for disasters to minimize their effects and impacts in disaster-prone areas of the country	DRR	Grant	European Union (EU) - African, Caribbean, and Pacific (ACP) Region Disaster Reduction Partnership Trust Fund	2019-2020	Department of Disaster Management Affairs, Department of Climate Change and Meteorological Services, Department of Water Resources, Department of Irrigation and the Department of Land Resources, and Ministry of Local Government and Rural Development	0.2
<a href="#"><u>Strengthening technical and institutional capacity to manage climate and disaster risks</u></a>	Undertake a comprehensive flood-risk assessment for Lilongwe City by developing tools for city-level flood-risk management and contributing to hydrologic and hydrodynamic modelling	DRR	Grant	European Union (EU) - African, Caribbean, and Pacific (ACP) Region Disaster Reduction Partnership Trust Fund	2019-2021	Department of Disaster Management Affairs, Ministry of Education, Department of Urban Development, Department of Climate Change and Meteorological Services.	0.5
<a href="#"><u>Malawi Drought Recovery and Resilience Project</u></a>	Support the government of Malawi in meeting the immediate food-security and livelihoods-restoration needs of the communities affected by drought, and promote recovery and resilience in key affected sectors	DRR	Grant	World Bank	2016-2021	Min. of Finance, Economic Planning, and Development	104
<a href="#"><u>Scaling Up of Modernized Climate Information and Early Warning Systems in Malawi</u></a>	Protecting lives and livelihoods in Malawi from climate-related disasters by providing early -warning weather and climate -information systems, and improving the resilience of vulnerable communities.	DRR	Grant	Global Climate Fund (GCF)	2016-2022	Department of Disaster Management Authority	12.3
<a href="#"><u>Additional Financing to the Malawi Resilience and Disaster Risk Management Project</u></a>	Support the Government of Malawi in meeting the immediate food-security and livelihoods-restoration needs of the communities affected by drought, and promote recovery and resilience in key affected sectors	DRR	Loan	World Bank - IDA	n.a.	Min. of Finance, Economic Planning and Development, and Min. of Agriculture, Irrigation and Water Development	80

Project/ Programme	Project Aim	Focus	Instrument	Financier	Timeframe	Implementing Partners	Funds, in USD millions
<a href="#"><u>Social Support for Resilient Livelihoods Project</u></a>	Improve resilience among the poor and vulnerable population of Malawi through social cash transfers, and support income generating investments at household level	Multi focus	Grant	World Bank - IDA	2020-2024	Malawi National Local Government Finance Committee	142
<a href="#"><u>Building Resilience and adapting to climate change in Malawi</u></a>	Strengthening the resilience of 1.2 million vulnerable people in the country against climatic shocks such as droughts and floods.	DRR/CCA	Grant	UK - Foreign, Commonwealth and Development Office (FCDO)	2018-2023	World Food Programme (WFP), United Nations Development Programme (UNDP), United States Agency for International Development (USAID), IMC Worldwide, Concern Worldwide, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), International Food Policy Research Institute, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), African Parks	44.25*
<a href="#"><u>Technical Assistance for Catchment-Based Climate Resilient Water Security in Northern Malawi (Nkhata Bay, Rumphi, and Chitipa)</u></a>	Strengthen the resilience and water security of communities, particularly women and youth, in Northern Malawi (Nkhata Bay, Rumphi, and Chitipa) by developing a comprehensive Climate Resilient Water Security Framework that will enable a series of related interventions.	CCA	Grant	Pilot Programme for Climate Resilience (PPCR) under GEF	2021-2022	Min.of Finance, Economic Planning and Development, Min. of Natural Resources and Environmental Affairs, Min. of Irrigation and Water Development and Northern Region Water Board	0.76
<a href="#"><u>Climate Proofing Local Development Gains in Rural and Urban Areas of Machinga and Mangochi Districts</u></a>	Using ecological, physical and policy measures to reduce vulnerability to climate -change -driven droughts, floods and post-harvest grain losses for rural and urban communities of Machinga and Mangochi Districts of Malawi (reaching over 0.5 million people)	CCA	Grant	Global Environment Facility (GEF), UNDP	2014-present	Min. of Agriculture Development Planning and Min. of Public Works	5.3

\*used World Bank Local Currency Unit to USD exchange rate for 2018

---

Source: Authors' compilation based on linked sources



UN Office for Disaster Risk Reduction