



**Government of Malawi**



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## **Disaster Risk Management for Resilience Programme (DRM4R)**

**2019-2023**

**January 2019**

<b>Country:</b> Malawi	
<b>National Priority or Goal:</b> Malawi actively responds to climate change, prevents disasters, strengthens sustainable natural resources management and environmental protection (CPD, 2019-2023).	
<b>Related Programme Support Impact:</b> Sustainable social and economic development resulting from reduction in losses and damages from shocks.	
<b>MGDS III DRM Goal:</b> To reduce vulnerability and enhance resilience of population to disasters and socio-economic shocks.	
<b>UNDP Strategic Plan Outcome 3:</b> Strengthening resilience to shocks and crises.	
<b>Related CPD/UNDAF Outcome 7:</b> Households have increased food and nutrition security, equitable access to healthy ecosystems and WASH and resilient livelihoods	
<b>Country Programme Outputs:</b>	
<b>Output 1:</b> Scaled-up action, finance and partnerships for climate change adaptation, mitigation and disaster risk management across sectors.	
<b>Output 2:</b> Adaptive capacity of rural households and reduced exposure to climate risks strengthened	
<b>Output 3:</b> Scaled-up action to prevent economic losses from natural hazards (e.g., geophysical and climate-induced hazards) as a proportion of GDP.	
<b>Implementing Partner:</b> Department of Disaster Management Affairs (DoDMA)	<b>Implementation Modality:</b> Support to National Implementation (NIM) and Direct Implementation (DIM).
<b>Responsible Parties:</b>	
Ministry of Local Government and Rural Development; Ministry of Education, Science and Technology; Department of Economic Planning and Development; Ministry of Local Government and Rural Development; Department of Housing; Department of Water Resources; Nsanje, Chikwawa, Phalombe, Mangochi, Zomba, Balaka and Mulanje District Councils; two urban Councils (TBD) <sup>1</sup>	
<b>Brief Programme Description:</b>	
Previous programme support on Disaster Risk Management (DRM) prioritized support to DoDMA at central level, the national body responsible for coordinating DRM in Malawi. This support has enhanced national coordinating capabilities of DoDMA, including strengthening of the regulatory and policy environment. Malawi's DRM policy framework is in place through promulgation of the Risk Management (DRM) Policy; DoDMA is revising the 1991 Act and most recently formulated the National Resilience Strategy (2018-2030). However, in spite the existence of national institutional DRM coordination structures, these have not taken root adequately at district and sub-district levels. Currently, Malawi does	

<sup>1</sup> There will be an open tender to urban councils to meet selection criteria, the successful Councils will qualify for the support.

not have a model district, city, municipal or town council that has a fully functional DRM system<sup>2</sup>. While consolidating progress achieved in terms of national institutional coordination capacities, there is simultaneous need to place more focus on strengthening sub-national level coordination and delivery capacities of district officials and stakeholders by supporting the establishment of model sub-national structures and fully functional DRM systems. In order to enhance sustainability of these initiatives, there is need to both support institutionalization of DRM in urban local authorities, and priority risk reduction and interventions to enhance early recovery in targeted hazard and risk hotspots.

Additionally, Malawi has assented to the Sendai Framework for DRR and other related global multilateral agreements, including the 2030 agenda for sustainable development and the Paris Agreement, which have been localized through the Malawi Growth and Development Strategy III. One of the key obligations for Malawi is to improve systems of planning, monitoring and evaluating the DRM sector. Progress has been made to support the country's cities, and some town and municipal councils to develop and implement DRM Plans. The Disaster Risk Management for Resilience (DRM4R) programme will strengthen the planning, monitoring and evaluation functions of the DRM sector and will support the coordination of the sector working group and implementation of the DRM-related pillar of the National Resilience Strategy (NRS), including through the joint UN programme on resilience co-financed by DFID under the "Building Resilience and Adapting to Climate Change" initiative.

This programme co-managed by GoM and UNDP aims to achieve the following outputs over the next five-years under the new UNDP CPD (2019-2023):

- a. Strengthened capacity of national and local-level actors in effective disaster risk and resilience governance
- b. Improved delivery of risk reduction and early recovery services in shock prone urban and rural areas
- c. Improved capacity for gender responsive planning, monitoring and evaluation of the disaster risk management sector

Although the programme is national in scope, implementation will target 7 shock-prone districts; and two urban councils. The programme will be implemented over a period of 5 years (i.e.2019-2023). The programme is aligned with the development priorities of the Government of Malawi (GoM) as outlined in the Malawi Growth and Development Strategy III (MGDS III) and the NRS and was designed following extensive stakeholder consultations and technical guidance by a reference group coordinated by UNDP and DoDMA.

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<sup>2</sup> Currently Malawi has non-established DRM Officers in 11 districts out of 28 districts, who have limited budgetary support and performance across all stages of the DRM cycle remains uneven. Functional DRM system for this project will mean; the DRM office has been established by the DRM Act with an established DRM Officer, DRM committees are functional at district, area, and village level and all communication channels are flowing and feeding the DRIMS, the DRM officer has a risk informed DRM plan and operational budget and plans are funded, the information management system is established and linked to the national DRIMS and the office has measurable targets across all stages of the DRM cycle working as provided for in the Devolution Guidelines.

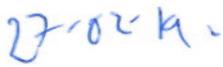
Programme Period:	2019 – 2023	Total allocated resources:	\$10,201,507
Programme Component:	Climate Change and Disaster Risk Reduction	• Regular (TRAC)	\$6,201,000
Project ID:	00117790	• Other:	
Output ID	00114693	DFID	\$4,000,507
Start date:	January 2019		
End Date	December 2023		
PAC Meeting Date	31 <sup>st</sup> January 2019		
Management Arrangements:	Support to NIM and DIM		

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## Acronyms and Abbreviations

ADRM	Assistant Disaster Risk Management Officer
AWP	Annual Work Plan
BRACC	Building Resilience and Adapting to Climate Change
CCA	Climate Change Adaptation
CPD	Country Programme Document
CSO	Civil Society Organization
DCCMS	Department of Climate Change and Meteorological Services
DDP	District Development Plan
DePD	Department of Economic Planning and Development
DfID	Department for International Development
DIM	Direct Implementation
DoDMA	Department of Disaster Management Affairs
DoF	Department of Fisheries
DoI	Department of Irrigation
DPs	Development Partners
DRM	Disaster Risk Management
DRIMS	Disaster Risk Information Management System
DRM4R	Disaster Risk Management for Resilience Programme
DWR	Department of Water Resources
EAD	Environmental Affairs Department
FACE	Funding Authorisation Certificate of Expenditure
FAO	Food and Agriculture Organisation
GDP	Growth Development Product
GoM	Government of Malawi
HACT	Harmonized Approach to Cash Transfer
ICT	Information and Communications Technology
IMF	International Monetary Fund
LPAC	Local Project Appraisal Committee

M-CLIMES	Modernized Climate Information and Early Warning Systems
MFERP	Malawi Floods Emergency Project
MGDS	Malawi Growth Development Strategy
MHCP	Multi-Hazard Contingency Plan
MoAIWD	Ministry of Agriculture, Irrigation and Water Development
MoEST	Ministry of Education, Science and Technology
MoH	Ministry of Health
MoLGRD	Ministry of Local Government and Rural Development
MoNREM	Ministry of Natural Resources, Energy and Mining
MUST	Malawi University of Science and Technology
NDRF	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NIM	National Implementation Modality
NPD	National Project Director
NRS	National Resilience Strategy
PDNA	Post Disaster Needs Assessment
PSC	Project Steering Committee
PSD	Project Support Document
PWD	People with Disabilities
RG	Reference Group
SDG	Sustainable Development Goal
SFDRR	Sendai Framework for Disaster Risk Reduction
ToC	Theory of Change
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
World Bank	World Bank
WFP	World Food Programme
WSS	Water Supply and Sanitation

## I. DEVELOPMENT CHALLENGE

18. Malawi is vulnerable to many hazards and socio-economic shocks, including floods, droughts, stormy rains, strong winds, hailstorms, landslides, earthquakes, pest infestations and disease outbreaks, fire, accidents, coupled with a fragile economy and weak institutional capacity that often culminates in disasters. All districts in Malawi are considered disaster prone, with shifting patterns of vulnerability due to climate change. While Malawi's vulnerability to shocks stems from low levels of household resilience and low investment in disaster preparedness, it is also linked to specific geo-climatic factors: (i) the influence of the El Niño and La Niña phenomena on the country's climate, and the tropical cyclones developing in the Mozambique Channel, resulting in highly erratic rainfall patterns; and (ii) the location of the country along a tectonically active boundary between two major African plates within the great East African Rift System, causing earthquakes and landslides.

19. The intensity and frequency of disasters is exacerbated by a combination of climate change, population growth, urbanization and environmental degradation. Weather-related shocks continue to affect agricultural production which is the backbone of the country's economy, contributing 28% to GDP in 2017<sup>3</sup>. Consequently, Malawi's food production is variable year-to-year. The terrain for Malawi coupled with environmental degradation and unsustainable land use practices has increased the vulnerability of ecosystems and people to shocks. Steep slope cultivation with low application of appropriate land-use management techniques has reduced vegetative cover and hence the water-holding capacity of catchment areas, inducing disastrous flash floods inundating low lying areas (EAD, 2010)<sup>4</sup>.

20. Disasters erode socio-economic development gains. Drought in 2015/2016 and floods in 2014/2015 resulted in economic losses amounting to \$366 million<sup>5</sup> and \$335 million<sup>6</sup>, respectively, which was equivalent to 5% of GDP, limiting the country's ability to invest in key sectors. Disasters exacerbate poverty of rural and urban households with 50.7% of the population still living under the poverty line of \$1 a day. Malawi's poverty rate in 2016 was estimated at 69.6% and was projected to fall further as a result of the 2015 floods and the subsequent drought of 2016 (IMF, 2017)<sup>7</sup>. In recent years, rapid urbanization estimated at 15%<sup>8</sup> per annum has exerted pressure on urban infrastructure, ecosystems and natural resources. The expansion of settlements particularly in dangerous locations, informal and peri-urban areas with no social and basic services increase the vulnerability of urban population to hazards such as fire and floods. It is estimated that almost 67% of the urban population live in informal areas that complicate planning for the provision of basic services, consequently increasing vulnerability of communities living in these settlements to the impact of hazards<sup>9</sup>. The differences in the gender roles and vulnerabilities necessarily give rise to different needs for men and women, which are worsened during disasters.<sup>10</sup> Some settlements have spread to fragile and high-risk areas such as wetlands, steep slopes and river banks, thereby increasing vulnerability to hazards and threatening lives and property.

21. In response to emerging urban disaster challenges, the GoM has supported local authorities in the country's four major cities (Blantyre, Lilongwe, Mzuzu and Zomba), two municipalities (Kasungu, and Luchenza) and one town

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<sup>3</sup> MGDS 2017-2022

<sup>4</sup> Malawi State of the Environment and Outlook Report 2010: Environment for Sustainable Growth

<sup>5</sup> MFED, EU, WB, UN, 2016. Malawi Drought: Post Disaster Needs Assessment (PDNA)

<sup>6</sup> MFED, EU, WB, UN, 2015. Malawi 2015 Floods: Post Disaster Needs Assessment (PDNA)

<sup>7</sup> Economic Development Document for the Republic of Malawi, Assessment Letter for the IMF

<sup>8</sup> UN Habitat 2011. Malawi: Lilongwe Urban Profile

<sup>9</sup> Jere Paul. 2013. Issues and Options for Improved Land Sector Governance in Malawi: Synthesis report

<sup>10</sup> Gender and Disaster Risk Reduction, UNDP GACC Policy Brief PB3-AP.

council (Mangochi) to develop DRM plans. However, weak technical and resource capacity remains a major challenge hampering implementation of these plans.

22. Disasters have differentiated impacts on men, women and various social groups. According to the contextual analysis done by Voluntary Services Overseas (VSO) in 2011, women and children are among the poorest, most vulnerable and marginalized groups in Malawi. Other specific poor and vulnerable groups include the youth, child-headed households, people living with HIV, and communities living in disaster-prone areas.

23. Considerable upstream support has contributed to the promulgation of the National DRM Policy (2015) and development of a DRM Bill (2018). A number of policy instruments and strategies supportive to DRM such as the National Climate Change Policy (2016), MGDS III 2017-2022 and the National Resilience Strategy 2018-2030 have been developed, but this programme will focus on implementation to strengthen delivery capacity and address resource constraints, among other factors.

24. Malawi has 28 districts, over half of which have no dedicated DRM personnel. The GoM has established structures for DRM with progress mainly at national level. However, while progress has been achieved at national level, there is need to provide targeted support towards establishment of fully functional DRM systems in disaster prone districts. Staffing challenges have been noted with initially 14 disaster prone districts filled with Assistant District DRM Officers, out of which 3 have resigned. The rest of the districts and urban authorities only have Desk Officers who, on top of their core duties, are assigned as DRM focal persons despite limited training and skills to deliver on performance expectations. This results in limited dedication by the officers and compromises DRM implementation. At the level of Assistant District Disaster Risk Management Officers (ADDRMOs), the positions are relatively junior to most other institutions within the district secretariat, thereby limiting the capacity of the officers to fulfil coordination of disaster management functions and exercise a level of authority needed to convene stakeholders<sup>11</sup>.

25. District DRM offices operate with limited resources and are reliant on external finance for most interventions. As a result, interventions at district level have been *ad hoc*, mostly skewed towards response rather than maximizing risk-informed development planning and reducing exposure to hazards and risks. In the absence of a dedicated budget, it is difficult for DRM Officers to influence stakeholders and lead coordination across the district.

26. Additionally, gaps exist in terms of generation and management of sex and age disaggregated data, which limits the planning for, and management of, gender-specific interventions and affects the generation of information and evidence to assess disaster responses and resilience-building interventions. Furthermore, there is limited risk knowledge downscaled to grassroots level<sup>12</sup>, which compromises the adoption of a culture of safety among communities living in shock-prone areas. This further affects management of DRM data and information both at district and national level to inform planning, which further weakens monitoring and evaluation function for the DRM sector and measurement of resilience-building investments. Leveraging Malawi's biometric ID card to improve resilience tracking, introduce cost-efficiencies in transfers to affected beneficiaries, and supply chain management for disaster response will be prioritized under DRM4R.

27. The GoM has made commendable progress towards the integration of DRR in the education sector working with education institutions to integrate DRM in primary and secondary school teacher and learner's curricula to build capacity in DRM. However, the actualization of DRR in primary and secondary schools is still limited, and the programme will enhance implementation of DRM in the education sector and enhance strengthening of DRM in same.

28. One of the gaps which has been noted in Malawi is minimizing exposure to risks. This is only possible with comprehensive risk assessments and scaling up of informed-risk development funding with express prioritization of

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<sup>11</sup> AH Consulting 2017. Final Capacity Assessment of DoDMA Report

<sup>12</sup> MGDS III 2017-2022

risk reduction interventions, including community-driven infrastructure and a mix of structural mitigation measures (e.g., low skilled labour interventions and engineering works). The programme seeks to reduce exposure of targeted rural and urban populations to natural hazards, especially floods and droughts, which are the leading causes of disasters in Malawi. The programme will further facilitate early recovery of displaced populations through strengthening DRM committees in some subnational hotspots and construction of 'green' multipurpose evacuation centres. While primary role of the centres will be to manage disaster and facilitate early recovery, the facilities will also serve other development functions managed by the community and offering multiple benefits.

## **II. STRATEGY**

### **Overview of the Strategy**

29. The Government of Malawi recognizes DRM as a complementary development area towards achievement of the aspirations of the Malawi Growth and Development Strategy (MGDS) III. The goal of DRM within the MGDS III is to reduce vulnerability and enhance resilience of population to disasters and socio-economic shocks and work towards the achievement of Sustainable Development Goals (SDGs). Additionally, the GoM assented to the Sendai Framework for Disaster Risk Reduction (SFDRR), an overarching framework aimed at safeguarding socio-economic development gains from the impact of hazards and disasters. Given the nexus between disasters and development, the Disaster Risk Management for Resilience Programme (DRM4R) will anchor its support to interventions addressing the root causes of vulnerability while strengthening national and local government institutional capacity in disaster risk knowledge, risk governance, risk reduction, preparedness, response and recovery. Vulnerabilities assessments will factor in as many intersectional factors as are relevant to the inquiry, with emphasis on sex, age, disability and income bracket.

30. DRM4R will draw synergy with a number of policy instruments and strategies supportive to DRM such as the National Climate Change Policy (2016), MGDS III 2017-2022 and the National Resilience Strategy 2018-2030. Full implementation of these instruments is critical towards the realization of sustainable socio-economic development in Malawi. In this regard, DRM4R will support the implementation of DRM priorities embedded in the NRS and related Climate Change Policy priorities.

### **Theory of Change**

31. Using a theory of change model, this section illustrates how each of the three outputs of the proposed project will contribute to the long-term objective and how the resulting project impacts can be sustained, replicated and scaled up to contribute to climate-resilient development in Malawi. The theory of change which is presented as Annex 2 indicates that each of the outputs is comprised of a series of activities responding to the identified barriers, gaps and challenges. Each output leads to intermediary outcomes, the longer-term project outcome and ultimately the impact expected from the programme. The theory of change (ToC) for DRM4R is anticipated to achieve the long-term goal of sustainable social and economic development resulting from reduced exposure from risks, reduction in losses and damages from hazards in the targeted geographic areas.

### **National and Local-level Disaster Risk Governance**

32. The GoM has established structures for DRM from national to village or ward level, with progress mainly at national level. Currently, Malawi does not have a model district that has a fully functional DRM system. In order to strengthen national and local-level disaster risk governance, DRM4R will prioritize the establishment of fully functional model district DRM systems in 6 recommended NRS districts namely; Nsanje, Chikwawa, Phalombe, Mangochi, Zomba, Mulanje. Strong collaboration and synergy will be facilitated with the aim to scaling-up ongoing related interventions such as community-based early warning systems promulgated under the M-CLIMES project. The programme will also benefit from parallel support for DRR interventions in Mangochi, Chikwawa, Phalombe and Balaka districts which makes the total number of target districts to seven.

33. In urban areas, DRM4R will provide technical and catalytic resource support to two urban councils, which will be selected through a competitive tendering process, to implement their DRM Plans as part of institutionalizing DRM practices. Selection of these councils will be done through a screening process against criteria to be proposed by DoDMA and approved by the Technical Committee on DRM. All municipal, town and city councils who have developed DRM plans will be eligible to participate in the screening process to provide additional information requested by the Technical Committee.

34. In tandem with UNDAF, DRM4R will support coordinated interventions to be established with the Ministry of Local Government and Rural Development (MLGRD) and other relevant stakeholders to strengthen the sub-national capacity to implement national DRM laws and policies, and to deliver services to the public. DRM4R will specifically advocate expedited passing of the DRM Bill into law as one way of operationalizing DRM structures and delivery of DRM services.

35. In terms of DRR in the education sector, DRM4R will support implementation of DRR in primary and secondary schools and dissemination of social marketing tools for DRR. This will include implementing priority DRM interventions in schools as informed by the council, specific risk assessments, and will establish/strengthen resilience clubs in schools within the target councils, with technical backstopping and support to be provided by an intermediary with a proven track record in this area.

#### **Risk Reduction and Recovery in Disaster Prone Urban and Rural Areas**

36. Urban areas have not been spared from the effects of natural and human-induced hazards and there is increasing vulnerability owing to decades of underinvestment in climate-resilient infrastructure. Floods have occurred in cities that have traditionally not been considered as disaster-prone. Support will be provided towards institutionalization of DRM interventions in targeted districts and urban local authorities through provision of technical and catalytic resources in the form of grants to local authorities in two successful urban councils to establish functional DRM systems and capacity. Where appropriate, the Steering Committee may recommend the recruitment of additional staff to support implementation of priority DRM interventions so as to reduce the human-resource constraints suffered by local authorities, and to expedite project implementation. The project has made provision for providing student attachment opportunities who may support the established offices of Disaster Risk Management under the supervision of the DRM Officer. The Gender Equality ratio of 60:40 (female/male) shall be encouraged for the additional staff recruitment and the student attachments.

37. Malawi has conducted two Post Disaster Needs Assessments (PDNAs) and has developed the National Disaster Recovery Framework (NDRF) for floods and droughts. A number of recovery, rehabilitation and reconstruction interventions have been implemented. Additionally, DRM and Multi-Hazard Contingency Plans (MHCPs) have been developed to prepare for and respond to hazard threats at national and district levels especially seasonal hydro meteorological hazards. In spite of these efforts, the country still suffers from weak institutional coordination capacity for DRM and recovery planning, as evidenced from the coordination challenges experienced during the 2015 floods and subsequent 2015/16 drought. DRM4R will build the capacity of DoDMA and DRM stakeholders especially in local authorities, in preparedness and recovery planning, and will provide operational support to improve the use, timely activation and institutionalization of MHCPs.

#### **Planning, Monitoring and Evaluation of Disaster Risk Management Interventions**

38. Planning, monitoring and evaluation is key to effective DRM given the multi-disciplinary nature of the sector. Coordination capacity gaps have been noted at both national and district levels, and risk assessments are done at project level where different organizations use different tools, results of which are left with the implementing institution and not available to effectively inform national planning. The projectized approach, lack of common tools and guidelines for risk assessments, resilience monitoring, and detachment of risk assessments to government planning processes are a recipe for cost inefficiencies, duplication, and poor coordination. DRM4R will support the development,

implementation and institutionalization of guidelines for risk assessments, high-frequency resilience monitoring, and coordination and standardized protocols and standards. All such assessments shall be informed with appropriate inquiries in relation to the differentials in impact of identified risks (practical needs and strategic interests, condition and position) and the guidelines will be structured accordingly to respond to findings.

39. A national baseline study on DRM has been conducted with joint support from UNDP and World Bank, and a specific baseline on hydrological and meteorological early warning systems has also been conducted. These baseline studies provide a solid information basis on the status of DRM in Malawi in 2018, and the programme will support regular assessments and tracking of DRM interventions in Malawi, linked to the indicators of the MGDS III and the Sendai reporting. This output will support planning, monitoring and evaluation of DRM sector through strengthening M&E function of the DRM sector. Specifically, DRM4R will support integration of DRM risk assessment and monitoring into district-level sectors and programmes to address inherent data inadequacies for informed risk planning and management including standardization and formalization of DRM data collection, management and reporting techniques and tools; developing information management system in local authorities and linking them with national level system; providing technical support in risk data management operations. Additionally, support will be provided to enhance Information and Communications Technology (ICT) capacity to the selected 7 districts; and 2 successful urban councils. This support includes providing on-the-job risk data management training to local level DRM structures.

### **UN Coordination Mechanisms in DRM**

40. In the context of the UN country team in Malawi, and global cross-agency division of labour, UNDP is mandated to support coordination of DRM, including capacity building and support to coordination structures at all levels, risk assessments and contingency planning, as well as providing sustainable solutions so that targeted communities graduate towards self-reliance and resilience. UNDP is also the global cluster lead on early recovery, which is not a standalone cluster in the Malawian context. Until recently, weak national systems resulted in multiple development and humanitarian actors operating parallel interventions (e.g., risk assessments, mapping, engaging communities in early warning, databases), many of which without government oversight and coordination. Such fragmentation continues to overtax national and sub-national partners, detract from long-term systems and capacity strengthening of core government entities. In light of measurable improvements in DoDMA's capacity, partners need to devote more attention and resources to using this capacity and further scaling down to districts.

41. In line with UNDAF Pillar 3 and Outcome 7, UNDP will specifically, contribute towards the achievement of DRM for resilience results articulated in DRM4R. In the previous programme support cycle (2012-2016), UNDP maintained its upstream focus, ensuring the achievement of requisite capacities, legal and institutional mechanisms at national level. While maintaining its upstream support, this programme cycle will focus on downstream support for the establishment of fully functional model district DRM systems and ensuring impact at the sub-national levels in disaster prone urban rural councils.

## **III. RESULTS AND PARTNERSHIP**

### **Expected Results**

42. The programme support aims to achieve the following results:

- a) Strengthened national and local-level disaster risk governance;
- b) Improved risk reduction and early recovery in disaster prone urban and rural areas; and
- c) Improved gender responsive planning, monitoring and evaluation of the disaster risk management sector.

## Resources Framework

43. The total resources needed for this programme are estimated at US \$10,201,507 million. UNDP has notionally committed \$6,201,000 million from its core resources<sup>13</sup>. Other resources will be jointly mobilized by DoDMA and UNDP, of which US \$4,00,507 million has been committed from the Department for International Development (DfID) of the United Kingdom. Delivery of this project will require services from UNDP, including technical support, operational support in terms of administrative services, procurement, human resource function and project quality assurance. UNDP will utilize expertise from Malawi country office, regional hubs as well as global policy centres as appropriate.

## Partnerships

44. Implementation of DRM4R will be in partnership with DoDMA, urban and rural local authorities, NGOs, national academia, private sector, development partners, and UN Agencies in the country. The programme will draw synergy with M-CLIMES project partnerships in MHCPs simulations and other related projects as appropriate (based on the partnership mapping and development plans of the targeted district and urban councils). Given that DoDMA performs a coordination role of DRM in Malawi, this programme will benefit all DRM stakeholders, and will be guided by key DRM stakeholders through technical and policy direction, including through the national technical and steering committees.

45. UNDP will develop partnerships and lead stakeholders towards implementation of risk reduction interventions, informed by risk assessments in disaster hot spots. UNDP will advocate a systems approach and will partner with key DPs including DfID, USAID, World Bank, Irish Aid and other organizations to deliver solutions to address vulnerabilities and strengthen household resilience to shocks. There will be deliberate targeting of female/ child and PWD headed households for purposes of risk analysis and response formulation.

46. For interventions in Phalombe, Balaka, Chikwawa and Mangochi districts, UNDP will jointly implement with UNICEF, FAO, WFP and NGOs which are part of the Building Resilience and Adapting to Climate Change (BRACC) project. Partnerships are envisaged to reduce transaction costs, and expand benefits accruing from diverse but integrated interventions focused on economic opportunities, climate change adaptation and disaster resilience.

47. In line with UNDAF Pillar 3<sup>14</sup>, Outcome 7<sup>15</sup>, DRM4R will forge joint implementation of interventions with UN Agencies such as UNICEF, WFP, FAO, and development partners such as WB, DfID, private sector and NGOs in project targeted disaster-prone districts.

48. The NRS has prioritized the following districts: Nsanje, Chikwawa, Phalombe, Mangochi, Zomba and Mulanje districts. DRM4R will enhance UN coordinated support to the GoM underpinned in UNDAF which seeks to strengthen disaster risk reduction management, including prevention, preparedness, and early response and recovery, with a focus at community level.

## Risks and Assumptions

49. The programme support 2019-2023 reaffirms the partnership of UNDP and the Government of Malawi to reduce socio-economic impact of disasters and to achieve socio-economic sustainable development over the coming years. The programme is based on the assumptions that the GoM will be supportive; resources available;

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<sup>13</sup> Finance is subject to annual TRAC allocations from headquarters to UNDP Malawi.

<sup>14</sup> UNDAF Pillar 3: Inclusive and resilient growth

<sup>15</sup> UNDAF Outcome 7: By 2023 households have increased food and nutrition security, equitable access to WASH and healthy ecosystems and resilient livelihoods.

organizations, institutions, groups will be functional; policies will be operational; private sector responsive and accepting of interventions; focus on integrated efforts to achieve outcomes; programme implementation will be on track, implemented timely and beneficiaries will commit throughout the programme period and beyond.

50. The following risks are pertinent to programme success: climate shocks (overwhelm capacity and efforts to build resilience and erode development gains); weak risk-informed programming; DRM Law not passed or delays in passing the law; policies not reformed/implemented; Government lacking resources and political commitment to implement DRM programmes; private sector not willing to support DRM programmes. Another risk is unwillingness to accept innovation, where sometimes partners are unwilling to accommodate new ways of doing things which defeats innovation and change. The cultural belief that only men are entitled to lead and contribute to community development (and therefore speak on behalf of women) may also hinder adequate gender responsiveness or direct interaction with women where necessary. Specific to the passing of the DRM Law, there is a new proposal to create a Disaster Risk Management Commission which will be responsible for implementation of DRM programmes, while DoDMA will be responsible for policy formulation. The proposed provision might entail transferring of implementation functions of this programme from DoDMA to the commission. This transition may require fresh capacity assessments of the new institution and possible change of implementation modality during implementation of the project which might slow down implementation.

### **Stakeholder Engagement**

51. The programme builds on previous national DRM programme with a particular focus on disaster prone local authorities (urban and rural). It complements UNDP's DRM support to the GoM in the past decade. Multi-stakeholder<sup>16</sup> consultations were conducted during programme formulation including during a national symposium on DRM held on 17th and 18th October 2018. DRM4R will adopt an inclusive multi-sectorial approach to ensure the involvement of DRR players.

### **Target groups**

52. UNDP will focus on women, youth, vulnerable groups and communities in disaster prone rural and urban areas. It will support this target group through strengthening local government structures and communities in risk knowledge, risk governance, risk reduction, and disaster preparedness, response and recovery. Collaboration and partnerships with stakeholders such as development partners, academic bodies, and NGOs is a key strategy for 'last-mile' delivery of activities under the programme.

### **South-South and Triangular Cooperation**

53. UNDP will strengthen South-South cooperation in DRM. UNDP in the previous cycle partnered with the Government of the people's Republic of China in implementing disaster risk reduction microprojects benefiting around 23,000 people. Overall, the cooperation between Republic of Malawi, the Peoples' Republic of China and UNDP yielded positive results, and lessons from this partnership have informed the design in the formulation of this programme. The interventions from the DFID are building on such lessons. UNDP will continue to partner with bilateral agencies, civil society, academia, and the private sector to mobilize resources and facilitate joint interventions, building on previous collaboration in joint projects at national, district and community levels. Additionally, the programme will promote peer-to-peer learning through existing regional DRR forums.

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<sup>16</sup> Multi-stakeholders consulted include amongst others Development Partners, NGOs, MDAs, District councils, village civil protection committees, urban local authorities etc.

## **Knowledge**

54. The project will strengthen risk knowledge generation, transfer, and collective learning to ensure long term sustainability of the project interventions and impacts. Knowledge transfer is embedded in the holistic approach of the programme as it aims to establish fully functional DRM system. The programme will promote knowledge sharing and learning exchanges with other countries especially in the Southern African Region through existing DRR forums. Given that Malawi has started grooming the next generation in studying disaster risk management, the programme will support eligible youth with internship opportunity to prepare them for entry into the labour market in the DRM sector. Malawi also assented to the Sendai Framework for DRR, and since a number of instruments are being localised from the global and regional platforms, the programme will support localisation of the SFDRR.

## **Sustainability and Scaling up**

55. The long-term viability and sustainability of interventions will depend greatly on the ownership and on institutionalization of the proposed interventions. Given that the programme is formulated to establish and strengthen DRM systems in government, the programme is therefore providing an enabling function to help Malawi plan and manage disasters better, as well as meet her obligations to some global agreements. It is expected that the GoM will provide a conducive environment and adequate resources to ensure the sustainability of interventions beyond the funding period.

56. The targeted urban and local authorities must take ownership of the interventions for sustainability. As the project is aimed at supporting investment seed interventions, for financial sustainability, the councils will be expected to meet minimum requirements, including allocation of complementary budget for DRR interventions. This will be a pre-condition for sustained support, the steering committee will have authority to reallocate resources from non-complying councils.

57. The programme has been designed through extensive consultation and involvement of DRM stakeholders drawn from government, local authorities, UN Agencies, academia, NGOs and CSOs to ensure ownership of the interventions and effectiveness of their impact. The programme will be subjected to further project appraisal by DRM stakeholders and quality assurance process within UNDP before signature. The implementing partner will be expected to adhere to gender mainstreaming guidelines recommended by the project. In doing so there will be reference to similar mainstreaming activities within the local council DPPs.

## **IV. PROGRAMME MANAGEMENT**

58. The programme will be implemented based a combination of UNDP's Support to National Implementation Modality (Support to NIM) and Direct Implementation Modality (DIM), according to the Standard Basic Assistance Agreement which was signed between UNDP and the Government of Malawi on 15 July 1977, the United Nations Development Assistance Framework (UNDAF). DIM will be applied for all activities co-financed by DfID, with UNDP serving as the implementing partner for these activities, and with personnel recruited to support implementation as required. Under the DIM component, the programme will recruit long-term consultants to support civil engineering, architectural, and resilience tracking and information management interventions. The consultants will support construction of flood mitigation structures, green evacuation centres, implementation of the resilience dashboard and DRM IMS.

59. The Implementing Partner for this project is the Department of Disaster Management Affairs (DoDMA). DoDMA is accountable to UNDP for managing the project, including the efficient and effective implementation, monitoring and evaluation of project interventions, achieving project outcomes, and for the effective use of UNDP resources in accordance with UNDP rules and regulations, policies and procedures under Support to NIM. In legal terms, this is ensured through the national Government's signature of the UNDP Standard Basic Assistance Agreement (SBAA), together with a UNDP project document, which will be signed by the Implementing Partner to govern the use

of the funds (once the funds are secured). UNDP policy documents on sexual exploitation and abuse of authority shall be part of the regulatory framework for the partnership.

60. The Senior Beneficiary and Implementing Partner for this project is the Department of Disaster Management Affairs (DoDMA). DoDMA is accountable to UNDP for co-managing the programme, including the monitoring and evaluation of project interventions, achieving project outcomes, and for the effective use of UNDP resources. The Implementing Partner is responsible for:

- Endorsing the multiyear workplan, in the context of Joint Annual Workplans under the UNDAF;
- Approving and signing the combined delivery report at the end of the year; and,

Signing the financial report or the funding authorization and certificate of expenditures, as relevant in the context of endorsement by Ministry of Finance, Economic Planning and Development of all UNDP programme AWP's under the Joint AWP process based on the UNDAF (2019-2023). There will be budget tracking of resources earmarked for activities targeting specific target groups to ensure compliance with gender mainstreaming

The responsible parties are executing bodies for the project and may enter into agreements with other specialized agencies such as NGOs and CBOs in consultation with and endorsement by the Implementing Partner (i.e., DoDMA) and UNDP. Figure 2 outlines the project management structure.

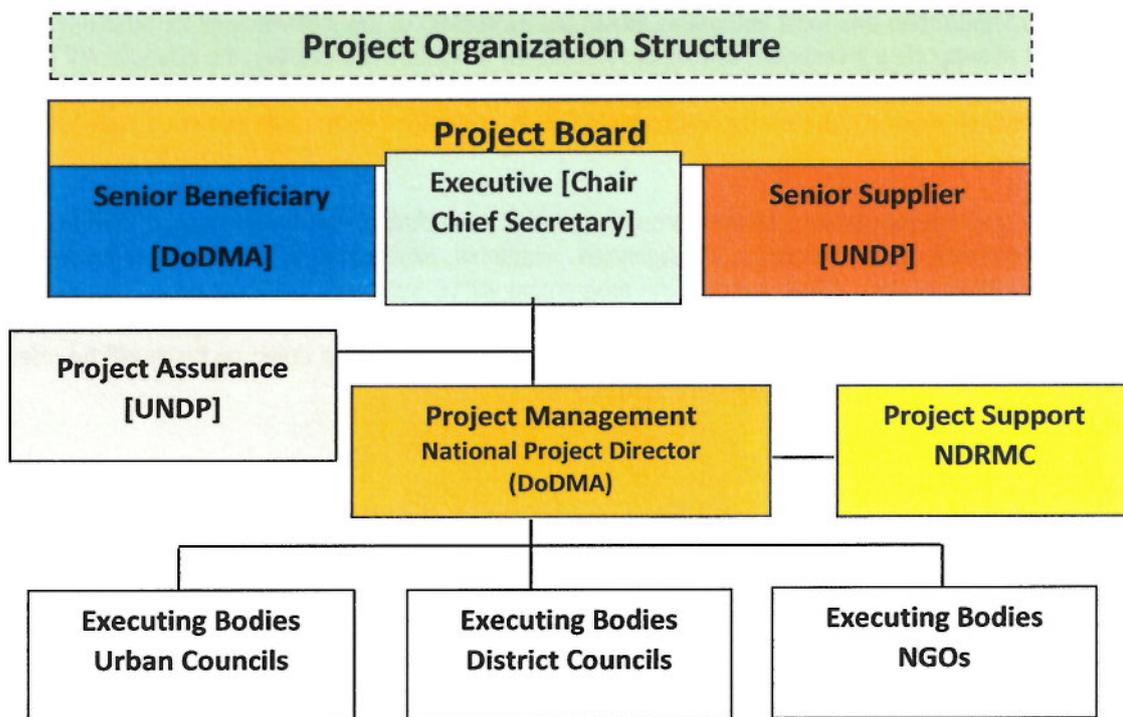


Figure 2. Project Organization Structure

61. The programme will improve cost effectiveness by leveraging activities and partnership with other projects such as the M-CLIMES, BRACC, MFERP, and other resilience and DRM initiatives. Given that significant implementation will be done at local level, the programme will leverage implementation of city, municipal and district development plans and will partner where appropriate with other stakeholders implementing DRR interventions. This

will entail doing a partnership mapping in the respective councils and leveraging on the opportunity of complementarity and synergy.

**62. Project Board/Steering Committee:** The Project Board (also called Project Steering Committee - PSC) is responsible for making by consensus, management decisions when guidance is required by the Project Manager (also called the Implementing Partner), including recommendations for UNDP/Implementing Partner approval of project plans and revisions. The National Disaster Preparedness and Relief Committee, or its designated structure, will serve as the project board.

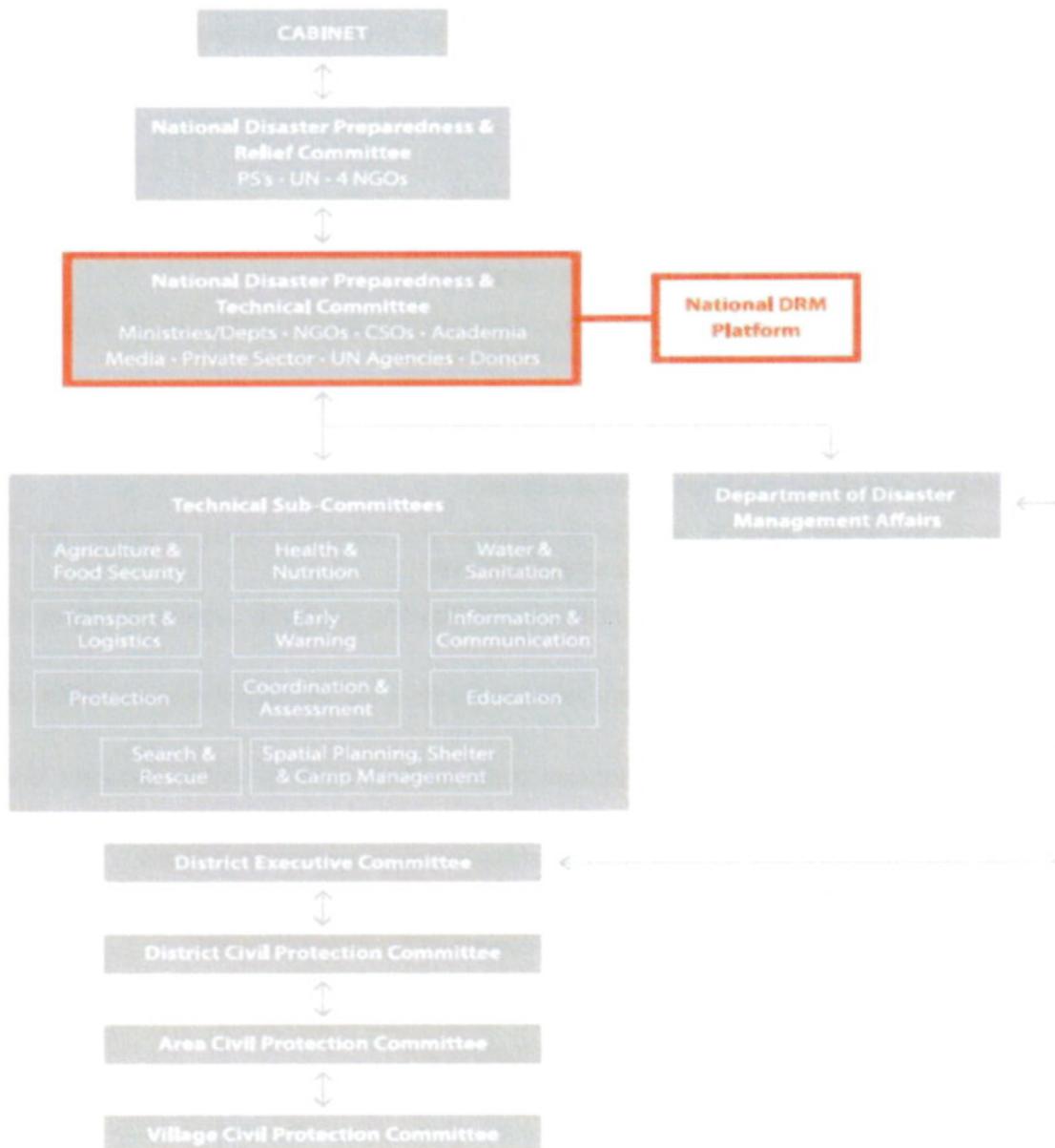
**63. Specific responsibilities of the Project Board/PSC include:**

- Provide overall guidance and direction to the programme, ensuring it remains within any specified constraints and requirements of UNDP and government procedures;
- Address project issues as raised by the Project Manager, Responsible Parties, UNDP, districts, municipal or city councils, beneficiaries, and/or other stakeholders;
- Provide guidance on programme risks, and agree on possible countermeasures and management actions to address specific risks;
- Agree on Project Executive's tolerances as required;
- Review the project progress, and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans;
- Appraise the annual project implementation report, including the quality assessment rating report; make recommendations for the workplan;
- Ensure that the requirements for responsiveness to gender and other vulnerabilities are consistently adhered to.
- Provide ad hoc direction and advice for exceptional situations when the project manager's tolerances are exceeded;
- Assess and decide to proceed on programme changes through appropriate revisions;
- Ensure that there is a coherent project organization structure and logical set of plans;
- Set tolerances in the AWP and other plans as required for the Project Manager;
- Monitor and control the progress of the programme at a strategic level;
- Ensure that risks are being tracked and mitigated as effectively as possible;
- Brief relevant stakeholders about programme progress; and
- Facilitate linkages with complementary initiatives in Malawi and regionally.

**64. PSC decisions should be made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition**

**65. The Senior Supplier represents the interests of the parties concerned which provide funding and/or technical expertise to the project (designing, developing, facilitating, procuring, implementing). The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility and implementation of the project. The Senior Supplier has the authority to commit or acquire supplier resources as required. The Senior Supplier for this project is UNDP. Figure 3 below outlines the set-up of the Disaster Preparedness and Relief Committee, which is**

subject to change following the 2019 elections and governance arrangements to be finalized under the National Resilience Strategy.



**Figure 3: National Disaster Preparedness and Relief Committee**

66. All major community investments will have to undergo environmental and social impact screening by a competent authority as prescribed by the Environment Management Act of 2016. This process will be conducted during the design stage to ensure that mitigation measures are considered from the earliest stage of any interventions. The TORs of ESIA shall include data disaggregation and an assessment of differentials in impact.

67. Social and environmental complaints by communities and people affected by the project can be submitted to UNDP's Social and Environmental Compliance Unit (SECU). SECU will respond to claims that UNDP is not in compliance with applicable environmental and social policies. Complaints can be submitted by e-mail to [project.concerns@undp.org](mailto:project.concerns@undp.org) or the UNDP website. Project-affected stakeholders can also request the UNDP Country Office for access to appropriate grievance resolution procedures for hearing and addressing project-related social and environmental complaints and disputes. Environmental and social grievances will be monitored and reported in the Annual Project Report.

68. Beneficiary is the group of individuals representing the interests of those who will ultimately benefit from the project. The Senior Beneficiary's primary function within the Board/PSC is to contribute towards and ensure the realization of project results from the perspective of project beneficiaries. The Senior Beneficiary role is held by the Department of Disaster Management Affairs (DoDMA) in partnership with seven district councils and two successful urban councils to be selected after a competitive tendering process.

69. The Senior Beneficiary is responsible for validating the needs and for monitoring that the solution will meet those needs within the constraints of the project. The Senior Beneficiary role monitors progress against targets and quality criteria. Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Prioritize and contribute beneficiaries' opinions on PSC decisions on whether to implement recommendations on proposed changes;
- Specification of the Beneficiary's needs is accurate, complete and unambiguous;
- Implementation of activities at all stages is monitored to ensure that they will meet the beneficiary's needs and are progressing towards that target;
- Impact of potential changes is evaluated from the beneficiary point of view;
- Risks to the beneficiaries are frequently monitored.

70. In its capacity as the Implementing Partner for the programme, the Department of Disaster Risk Management (DoDMA) will assign a National Project Director (NPD) who represents the day-to-day ownership of the project. The Project Manager/NPD has the authority to run the project on a day-to-day basis on behalf of DRM4R within the constraints laid down by DRM4R. The Implementing Partner appoints the Project Manager, who should be different from the Implementing Partner's representative in DRM4R. The NPD is responsible for day-to-day management and decision-making for the project and holds primary responsibility to ensure effective coordination among Responsible Parties in order that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. The steering committee will have authority to recommend recruitment of a dedicated Project Manager in the event that the project does not meet intended outcomes.

71. Specific responsibilities of the Project Manager/NPD include:

- Provide direction and guidance to project team(s)/ responsible party (ies);
- Liaise with the Project Board to assure the overall direction and integrity of the project;
- Identify and obtain any support and advice required for the management, planning and control of the project;
- Responsible for project administration;
- Plan the activities of the project and monitor progress against the project results framework and the approved annual workplan;
- Mobilize personnel, goods and services, training and micro-capital grants to initiative activities, including drafting terms of reference and work specifications, and overseeing all contractors' work;

- Monitor events as determined in the project monitoring schedule plan/timetable, and update the plan as required;
- Manage requests for the provision of financial resources by UNDP, through advance of funds, direct payments or reimbursement using the fund authorization and certificate of expenditures;
- Monitor financial resources and accounting to ensure the accuracy and reliability of financial reports;
- Be responsible for preparing and submitting financial reports to UNDP on a monthly basis and progress reports on quarterly basis;
- Manage and monitor the project risks initially identified and submit new risks to the project board for consideration and decision on possible actions if required; update the status of these risks by maintaining the project risks log;
- Capture lessons learned during project implementation, including gender or women focused highlights;
- Prepare the annual workplan for the following year; and update the Atlas Project Management module if external access is made available.
- Prepare the Annual Project Report and submit the final report to the Project Board;
- Based on the Annual Project Report and the Project Board review, prepare the AWP for the following year.
- Ensure the mid-term review process is undertaken as per the UNDP guidance, and submit the final Interim independent evaluation report to the Project Board.
- Identify follow-on actions and submit them for consideration to the Project Board;
- Ensure the Final Independent Evaluation process is undertaken as per the UNDP guidance, and submit the final TE report to the Project Board.

#### **Audit arrangements**

72. The project will be audited according to UNDP Financial Regulations and Rules and applicable audit policies on NIM implemented projects <sup>17</sup>

#### **Agreement on intellectual property rights and use of logo on the project's deliverables**

73. Ownership of equipment, supplies and other properties financed from the contribution shall vest in UNDP. Matters relating to the transfer of ownership by UNDP shall be determined in accordance with the relevant policies and procedures of UNDP.

#### **UNDP Support Services**

74. Upon request by Government, UNDP may provide services in the following areas:
- Identification, assistance with and/or recruitment of long-term or short-term technical personnel in accordance with UNDP rules and regulations.
  - Procurement of specific goods and services for the programme in cases where UNDP has a competitive advantage, e.g. import of specific goods or services from abroad. However, in general procurement will be done using national procurement systems and procedures where possible as long as key principles of

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<sup>17</sup> See guidance here: <https://info.undp.org/global/popp/frm/pages/financial-management-and-execution-modalities.aspx>

competitiveness, accountability and transparency are followed and capacity assessment ratings of the recipient institution.

- Identification and facilitation of training activities.
- Providing relevant information and technical advice obtained through UN global information systems, UN Knowledge Networks, Regional Centres and other UNDP Country Offices, e.g. rosters of consultants and providers of development services.

75. In case of specific implementation support services (ISS), including recruitment, procurement and other administrative matters provided upon request, the costs of UNDP's support will be charged according to the UNDP corporate Universal Price List.

76. Project support staff will be demand driven. Recruitment will be done upon recommendation of the Project Steering Committee (PSC). The project will recruit a Finance and Administrative Assistant, and long-term consultants to support architectural, civil engineering and information management work. Any additional staff requirements will be subjected to the appropriate committees for consideration and approval.

## V. RESULTS FRAMEWORK

National Priority or Goal: Malawi actively respond to climate change, prevent disasters, strengthen sustainable natural resources management and environmental protection (CPD, 2019-2023).											
Related Programme Support Impact: Sustainable social and economic development resulting from reduction in losses and damages from hazards.											
Related National DRM Goal: To reduce vulnerability and enhance resilience of population to disasters and socio-economic shocks (MGDS III, 2017-2022)											
UNDAF Outcome # 7											
Households have increased food and nutrition security, equitable access to healthy ecosystems and WASH and resilient livelihoods											
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:											
<ul style="list-style-type: none"> <li>UNDAF Indicator 7.5: Proportion of districts that adopt and implement local disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 (National: Number of DDPs that have integrated DRM) (SDG 11.b.1).</li> <li>Baseline: 5; Target: 21; Data Source: Dept. of Disaster Management Affairs</li> </ul>											
Applicable Outcome from UNDP Strategic Plan: Strengthening resilience and shocks to crises											
Expected Outputs	Output Indicators	Data Source	Baseline		Targets (by frequency of data collection)					Data Collection Methods & Risks	
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5		
Output 1: Strengthened capacity of national and local-level disaster risk governance	1.1 Number of DRM legal instruments approved and operational	DODMA	0	2018	3	3	3	3	3	3	Data Collection Methods: <ul style="list-style-type: none"> <li>Progress Reviews</li> </ul> Assumptions/Risks: <ul style="list-style-type: none"> <li>Political commitment for government to enact the DRM law</li> </ul>

	1.2 Number of Districts that have fully functional DRM offices <sup>18</sup>	DoDMA	0	2018	1	2	5	7	7	<b>Data Collection Methods:</b> • Progress Reviews <b>Assumptions/Risks:</b> • Political commitment • Co-operation of district councils
<b>Output 2:</b> Improved delivery of risk reduction and early recovery services in disaster prone urban and rural areas.	2.1 Number of local authorities that have institutionalized disaster risk management	DoDMA	0	2018	1	3	5	7	9	<b>Data Collection Methods:</b> • Progress Reviews <b>Assumptions/Risks:</b> • Political commitment • Co-operation of local authorities
	2.2 Nature of interventions targeting vulnerable groups									
	2.2 Percentage of the flood prone population disaggregated by gender, age & disability with reduced exposure to flooding in targeted 9 local authorities <sup>19</sup>	DODMA	TBD <sup>20</sup>	2018	TBD	TDB	TBD	TBD	TBD	TBD
	2.3 Number of districts with facilities and systems to	DODMA	7	2018	6	9	9	9	9	<b>Data Collection Methods:</b>

<sup>18</sup> Currently Malawi has non-established DRM Officers in 11 districts, who have limited budgetary support and performance across all stages of the DRM cycle remains inadequate. Functional DRM offices would imply that the Office has been established by the DRM Act, with an established ODRM Officer, functional committees at district, area, and village level, the DRM officer has a risk informed DRM plan and operational budget, the information management system is established and linked to the national DRIMS and the office has targets across all stages of the DRM cycle working as provided for in the Devolution Guidelines. Urban Councils currently do not have DRM offices.

<sup>19</sup> This project will directly benefit people in disaster prone hotspots with implementation of risk reduction and early recovery interventions. The baseline study which will be conducted in the first two quarters of implementation will determine the target population and this project will target 70% of the beneficiaries to be women, youth, people living with physical disabilities and other vulnerable groups. It is expected that the results framework baseline and targets will be updated and have gender specific targets which should be tracked.

<sup>20</sup> In year one, the project will invest in developing guidelines for risk assessments, and baseline study will be done after priority risk reduction interventions have been identified in all district councils. This process will validate the baselines and determine targets as demographics vary significantly between different district, municipal and city councils.



management sector.	3.2 DoDMA has a robust gender responsive M&E system <sup>23</sup>	DoDMA	0	2018	0	1	1	1	1	1	1	<b>Data Collection Methods:</b> <ul style="list-style-type: none"> <li>Progress Reviews</li> </ul> <b>Assumptions/Risks:</b> <ul style="list-style-type: none"> <li>Continued commitment</li> <li>Co-operation of stakeholders</li> </ul>
	3.3 Number of districts reporting on DRM and resilience interventions through a Resilience Dash board and IMS	DoDMA	0	2018	1	2	3	4	4	4	4	<b>Data Collection Methods:</b> <ul style="list-style-type: none"> <li>Progress Reviews</li> </ul> <b>Assumptions/Risks:</b> <ul style="list-style-type: none"> <li>Political commitment</li> <li>Co-operation of districts</li> </ul>

<sup>23</sup> The M&E system will aim at DODMA having an inventory and up to date registry of DRM stakeholders in Malawi, having functional framework with indicators that re regularly tracked, linked to the DRIMS for national planning and reporting against global agreements including the Sendai framework on DRR.

## VI. MONITORING AND EVALUATION

76. In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

### Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Programme Board through Programme Assurance, using the standard report format available in the Executive Snapshot.
- A programme Lessons-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the programme.
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

### Quality Management for Project Activity Results

Output 1: Strengthened capacity of national and local-level disaster risk governance		
Activity Result (Atlas Activity ID)	DRR Governance	Start Date: TBC End Date: December 2023
Purpose	To facilitate strengthening of national and local-level disaster risk governance	
Description	Planned actions include: <ul style="list-style-type: none"> <li>• Supporting the enactment of DRM bill, approval and operation of Operational Guideline for DRM and Standard Operating procedures for Disaster Response</li> <li>• Supporting the establishment of DRM Offices and implementation of devolution guidelines for DRM</li> <li>• Providing technical and catalytic resource support to urban local authorities to establish institutional systems for gender responsive DRM</li> </ul>	
Quality Criteria	Quality Method	Date of Assessment

<ul style="list-style-type: none"> <li>• Status of the DRM legislation</li> <li>• Number of local authorities with fully functional DRM systems</li> <li>• Number of urban councils with institutional DRM offices</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation reports</li> <li>• Progress reports</li> <li>• District Development Plans</li> </ul>	
<b>Output 2: Improved delivery of risk reduction and early recovery in disaster prone urban and rural areas</b>		
Activity Result (Atlas Activity ID)	Risk reduction and early recovery	Start Date: TBC End Date: December 2023
Purpose	To facilitate implementation of risk reduction and early recovery in disaster prone urban and rural areas	
Description	Planned actions include: <ul style="list-style-type: none"> <li>• Development/strengthening and operationalisation of DRM plans/MCHPs as appropriate in disaster prone urban and local authorities</li> <li>• Implementation of DRM plans in urban councils that also target vulnerable groups like women, children, PWDs and the elderly.</li> <li>• Implementation of risk reduction and mitigation interventions in disaster prone local authorities</li> <li>• Support training and equipping DRM committees with essential emergency tools (e.g. search and rescue).</li> <li>• Development and implementation of resilient oriented early recovery plans for populations displaced by hazard events.</li> <li>• Facilitation of construction of 5 evacuation centres to provide safe haven during hazard events and facilitate early recovery.</li> <li>• Promoting implementation of DRR in primary and secondary schools and dissemination of social marketing tools for DRR.</li> </ul>	
Quality Criteria	Quality Method	Date of Assessment
<ul style="list-style-type: none"> <li>• Number of DRMPs/ MHCPs developed/strengthened, reviewed and updated including tested (simulation exercises)</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation reports</li> <li>• Progress reports</li> <li>• District Development Plans</li> </ul>	

<ul style="list-style-type: none"> <li>• Number of urban councils with established office for DRM</li> <li>• Number of urban councils implementing DRM plans</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation reports</li> <li>• Progress reports</li> <li>• Urban Council Development Plans</li> </ul>	
<ul style="list-style-type: none"> <li>• Number of District and urban councils implementing gender-responsive disaster risk reduction measures</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Reports from District Councils and DoDMA, and NGOs</li> </ul>	
<b>Output 3: Improved capacity for planning, monitoring and evaluation of the disaster risk management sector</b>		
Activity Result (Atlas Activity ID)	Planning, Monitoring and Evaluation	Start Date: TBD End Date: December 2023
Purpose	To strengthen planning and M&E systems of the DRM sector	
Description	Planned actions to produce the activity result include: <ul style="list-style-type: none"> <li>• Facilitating standardization and formalization of DRM data collection, management and reporting techniques and tools.</li> <li>• Developing DRM Information Management System in local-authorities and link with national level system (DRM database, 4Ws, DisInventar, DRM Library, website).</li> <li>• Providing technical support to NRS and DFID supported districts to support risk data management operations (this will complement EOC efforts from M-CLIMES).</li> <li>• Training district personnel in gender responsive disaster risk data management.</li> <li>• Providing technical support to strengthen DoDMA M&amp;E function through the development of an M&amp;E framework to facilitate reporting on DRM interventions by sectors</li> </ul>	
Quality Criteria	Quality Method	Date of Assessment
<ul style="list-style-type: none"> <li>• Functional M&amp;E system</li> </ul>	<ul style="list-style-type: none"> <li>• DoDMA Reports</li> <li>• Sector reports</li> <li>• Evaluation reports</li> </ul>	

<ul style="list-style-type: none"> <li>• Number of sectors reporting to DoDMA on their DRM activities</li> </ul>		
<ul style="list-style-type: none"> <li>• Number of local authorities with IMS linked with national level systems</li> </ul>	Progress reports	
<ul style="list-style-type: none"> <li>• Number of local authorities with system for disaster risk data management operations</li> <li>• Number of district personnel with skills in disaster risk data management</li> </ul>	DoDMA Reports Progress reports	

### Annually

**Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Programme Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

**Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the programme and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

### Evaluations

**Baseline:** Given that the DRM baseline study is underway and scheduled to complete by March 2019, the baselines will be validated in the first two quarters of 2019 to complete the DRM sector M&E framework. Project specific baselines will be validated in the first quarter of 2019 to provide the benchmark for measuring progress against set programme goals and targets. This is particularly important considering that not all baseline figures were available at the project formulation stage. Additionally, other changes may have occurred during the project development period that necessitate documentation.

**Mid-term review:** An independent mid-term review of the programme shall be conducted in June 2021 based on UNDP procedure and guidance on conducting evaluations and incorporating a gender review.

**Final programme evaluation:** An independent final evaluation shall be conducted at least three months prior to the terminal phase of the programme and will focus on the same issues as the mid-term evaluation. UNDP CO shall prepare terms of reference for the final evaluation based on guidance from the UNDP-Regional Bureau. The final evaluation will include a gender review.

## MONITORING AND EVALUATION MATRIX

Programme Result	Measurable Indicators	Baseline	Target	Means of Verification	Important Assumptions and Risks
By 2023, women, youth, vulnerable groups and communities in disaster prone rural and urban areas are more resilient to hazards and benefiting from integrated interventions in risk knowledge, risk governance, risk reduction, and disaster preparedness, response and recovery	% of women, youth and vulnerable groups and communities in disaster prone rural and urban areas who are more resilient to disasters	To be determined (TBD) through a baseline assessment	TBD	DoDMA reports Evaluation reports	<ul style="list-style-type: none"> <li>Political commitment to decentralized DRM</li> <li>GoM demonstrates commitment to implement DRM in line with DRM legal and institutional framework.</li> <li>Beneficiaries will commit throughout the programme period and beyond.</li> <li>Continued donor financial and technical support.</li> </ul>
<b>Output 1:</b> Strengthened capacity for national and local-level disaster risk governance	Number of DRM legal instruments approved and operational	0 (DRM Bill (2018) not passed into law)	3 (Enactment of DRM law, approval of operational guidelines for DRM and SOPs for disaster response)	DRM Act	<ul style="list-style-type: none"> <li>DRM Act is approved</li> <li>Operational Guidelines and SOPs for Disaster Response adopted and under implementation</li> <li>Government willingness to implement the Act.</li> </ul>
	Number of districts with established and fully functional DRM offices	0 (11 out of 28 districts have Non-established ADDRMOs)	7 (DRM officers established in 7 districts)	DoDMA reports Evaluation reports	<ul style="list-style-type: none"> <li>Political commitment to decentralized DRM</li> <li>Co-operation of district councils</li> <li>Government willing to take over operational support to DRM offices</li> </ul>
<b>Output 2:</b> Improved delivery of risk reduction and early recovery services in disaster prone urban and rural areas	2.1 Number of local authorities that have institutionalized disaster risk management	0 (Partial implementation in 11 districts);	7 (Full implementation in 7 district councils)	District DRM reports MHCPs Evaluation reports	<ul style="list-style-type: none"> <li>Co-operation of local councils and communities</li> </ul>

	2.2 Percentage of the flood prone population, disaggregated by vulnerability factors, with reduced exposure to flooding in targeted 9 local authorities	0	7 district councils	District DRM reports Evaluation reports	<ul style="list-style-type: none"> <li>Co-operation of local councils and communities</li> </ul>
	2.3 Number of districts with facilities and systems to facilitate early recovery from disasters	TBD	7 districts	District DRM reports Evaluation reports	<ul style="list-style-type: none"> <li>Co-operation of local councils and communities</li> <li>Quality location specific vulnerability data available</li> </ul>
	2.4 Proportion (%) of primary & secondary schools in targeted councils implementing DRR interventions	0	5%	DoDMA reports	<ul style="list-style-type: none"> <li>Co-operation of schools</li> </ul>
	Proportion (%) of children population accessing DRM social marketing tools	0	TBD	DoDMA reports	<ul style="list-style-type: none"> <li>Co-operation of Ministry of education &amp; schools</li> </ul>
<b>Output 3:</b> Improved capacity for planning, monitoring and evaluation of the disaster risk management sector	3.1 Number of local authorities with functional DRIMMS linked with national level system	0	7 district councils	DoDMA reports District DRM reports	<ul style="list-style-type: none"> <li>Co-operation of local councils</li> </ul>
	3.2 DoDMA has a robust M&E system <sup>24</sup> that tracks gender mainstreaming activities	0	1	DoEPD reports	<ul style="list-style-type: none"> <li>Co-operation of local councils</li> <li>Cooperation of DRM stakeholders</li> </ul>
	3.3 Number of districts reporting on DRM and resilience interventions through a Resilience Dash board and IMS	0	4 districts	DoDMA reports District DRM reports	<ul style="list-style-type: none"> <li>Co-operation of local councils</li> </ul>

<sup>24</sup> The M&E system will aim at DoDMA having an inventory and up to date registry of DRM stakeholders in Malawi, having functional framework with indicators that re regularly tracked, linked to the DRIMMS for national planning and reporting against global agreements including the Sendai framework on DRR.

**VII. MULTIYEAR WORK PLAN**

PLANNED ACTIVITIES	Planned Budget by Year in US\$					Responsible Party	Funding Source	Budget Description	Amount
	2019	2020	2021	2022	2023				
<b>1.1 Support the enactment of the DRM law</b>									
1.1.1 Conduct national level consultative/lobbying meeting with DRM stakeholders (Parliamentary committee, Local Councils, NGOs etc) on the DRM bill and establishment of the DRM Offices in Councils	35,000	30,000	-	-	-	DoDMA, MoLGRD	UNDP	Includes lobbying for improved resource allocation beyond enactment of law, this assumes that the bill shall be enacted into law by 2019	65,000
1.1.2 Complete, print, disseminate and support operationalization of Guidelines for Disaster Risk Management and Standard Operating procedures for Disaster response	80,000	-	-	-	-		UNDP	Includes dissemination at both national and district level, and implementation to be closely supported through this project and linked to M-CLIMES on overlapping districts, especially linked to EOC operation	80,000
	<b>115,000</b>	<b>30,000</b>	<b>-</b>	<b>-</b>	<b>-</b>				<b>145,000</b>
<b>1.2 Support the establishment and operation of district DRM Offices.</b>									
1.2.1 Provide operational support to existing Disaster Risk Management Offices	60,000	180,000	180,000	180,000	90,000	DoDMA, MoLGRD	UNDP	Provision of annual operational support of \$20,000 to existing Disaster Risk Management teams in 6 target NRS districts + Balaka, and 2 urban councils.	630,000
	<b>60,000</b>	<b>180,000</b>	<b>180,000</b>	<b>180,000</b>	<b>90,000</b>				<b>630,000</b>







2.4.1 Construct 4 green multipurpose evacuation centres across 4 districts Phalombe, Chikwawa, Balaka and Mangochi	422,571	401,314	-	-	-	-	-	DFID	823,885	separately for accounting purposes
2.4.2 Construct one green multipurpose evacuation centre in Zomba	228,000	-	-	-	-	-	-	UNDP	228,000	
	650,571	401,314	-	-	-	-	-		1,051,885	
<b>2.5 Promote implementation of DRR in schools and dissemination of social marketing tools for DRR.</b>								MoEST, DoDMA		
2.5.1 Establish/upgrade DRR clubs in primary schools in target districts and implement priority DRR activities including dissemination of social marketing tools	140,000	100,000	100,000	100,000	100,000	50,000	50,000	UNDP	490,000	As there are always emerging issues, the clubs should not necessarily just be for DRR, but could cover all resilience issues, including NRM, CC, but interventions should be linked to teaching aids in the source book. Part of 2019 resources will support finalization of social marketing tools and secondary school source book
2.5.2 Disseminate social marketing tools for DRM	40,000	30,000	-	-	-	-	-	UNDP	70,000	Initiate a school competition on DRM awareness and award the winners
	180,000	130,000	100,000	100,000	100,000	50,000	50,000		560,000	

Sub-Total for Output 2	2,138,942	1,680,807	822,342	495,771	285,771			5,423,633
<b>3.1 Strengthen the monitoring and evaluation protocols for the DRM sector</b>							DoDMA, DoEPD	
3.1.1 Complete the DRM baseline study and consolidate all DRM baselines	30,000	-	-	-	-		DoDMA, DoEPD	30,000
3.1.2 Update the monitoring and evaluation framework for the DRM sector, relevant for planning, MGDS sector reporting, Sendai reporting and monitoring performance of the DRM sector across all stages of the DRM cycle.	30,000	-	-	-	-			30,000
3.1.3 Set up monitoring and evaluation systems in the targeted districts, linked to the DRIMS	4,000	40,000	-	-	-			44,000
3.1.4 Monitor the functionality of the DRM M&E framework including gender tracking	-	12,000	12,000	12,000	12,000			48,000
3.1.5 Participate in relevant international and regional platforms on DRR	20,000	15,000	20,000	15,000	20,000			90,000

	84,000	67,000	32,000	27,000	32,000	242,000
<b>3.2 Develop DRM Information Management System in local-authorities and link with national level system (DRM database, 4Ws, Disinventar, DRM Library, website).</b>						
3.2.1 Develop the DRIMS system in targeted Phalombe, Mangochi, Chikwawa and Balaka District Councils	189,200	132,971	67,714	73,542	26,000	489,427
	189,200	132,971	67,714	73,542	26,000	489,427
<b>3.3 Provide technical backstopping including web hosting, data strategy and analytics (Resilience Dash board)</b>						
3.3.1 Design a resilience dashboard portal, data collection and monitoring system	333,017	173,589	142,046	84,217	69,760	802,629
	333,017	173,589	142,046	84,217	69,760	802,629
<b>3.4 Provide technical support towards the operations of the National Resilience Secretariat</b>						
3.4.1 Support NRS Secretariat with operation, learning events and applied research, equipment, training, coordination and monitoring	60,488	58,839	58,839	58,839	36,317	273,322
	60,488	58,839	58,839	58,839	36,317	273,322
<b>Sub-Total for Output 3</b>	<b>666,705</b>	<b>432,399</b>	<b>300,599</b>	<b>243,598</b>	<b>164,077</b>	<b>1,807,378</b>

4.1 Project Quality assurance and Direct Project Costing	116,525	116,525	116,525	63,292	-		DFID	412,866
4.2 Project Quality Assurance	140,000	140,000	140,000	140,000	140,000			700,000
4.3 Support to DRM Sector Working Group & project review meetings	30,000	30,000	30,000	30,000	-		UNDP	120,000
4.4 project monitoring	10,000	10,000	10,000	10,000	-		UNDP	40,000
4.5 Procurement of two vehicles, and maintenance of vehicles and equipment	90,000	10,000	10,000	10,000	-		UNDP	120,000
4.6 Printing & Communication	5,000	5,000	5,000	5,000	5,000		UNDP	25,000
4.7 Miscellaneous (Audit)	5,000	5,000	5,000	5,000	-		UNDP	20,000
4.8 LPAC & completion of PRODOC	15,000	-	-	-	-			15,000
4.8 Baseline and Evaluation	35,000	-	35,000	-	35,000		UNDP	105,000
4.9 General Management Services	114,365	92,811	35,230	29,225	-		DFID	271,630
	<b>560,890</b>	<b>409,336</b>	<b>386,754</b>	<b>292,517</b>	<b>180,000</b>			<b>1,829,496</b>
<b>Sub-Total for Output 4</b>	<b>560,890</b>	<b>409,336</b>	<b>386,754</b>	<b>292,517</b>	<b>180,000</b>			<b>1,829,496</b>
<b>Total Annual TRAC</b>	<b>1,510,000</b>	<b>1,429,000</b>	<b>1,239,000</b>	<b>899,000</b>	<b>584,000</b>			
<b>Total Annual DFID</b>	<b>2,229,536.7</b>	<b>1,345,542</b>	<b>492,695</b>	<b>354,886</b>	<b>177,848</b>			
	<b>3,739,537</b>	<b>2,774,542</b>	<b>1,731,695</b>	<b>1,253,886</b>	<b>761,848</b>			<b>10,201,507</b>

77. Project implementation will be governed by provisions of the present Programme Support Document, its annexes and UNDP Operations Manual. Governance of the Project will be supported through annual work planning as well as reporting and monitoring the delivery of results and impact on the basis of the results framework. The annual work plans as well as progress reporting will be the responsibility of the project management and will be approved by PSC in close consultation with UNDP. The Project implementation shall ensure the Government ownership and active participation in Project activities, leaving the Project staff with the function of rendering expert support, but not substitution of the national structures/mechanisms.
78. The work plan will be implemented upon its endorsement by NIP and UNDP. The endorsed work plan will serve as an authorization to the Programme Manager to disburse funds and project implementation. Implementation responsibility will be put on the Project Manager in close partnership with the NIP in terms of ownership and UNDP – in terms of advisory support. This will create an enabling environment for participatory decisions reached in the process of preparing the work plans to be implemented effectively and efficiently. The Programme Manager will consistently inform the NIP of the progress.
79. When acting as representative of the NIP, the NPD, together with national Responsible Parties, will ensure sound linkage of all decisions and experience of the project with building the internal capacity of the Implementing Partner and Responsible Parties. Together, the NPD and Programme Manager will ensure participatory consultations with the key managers of the NIP to ensure the integration of project decisions and experience into national and local policies.

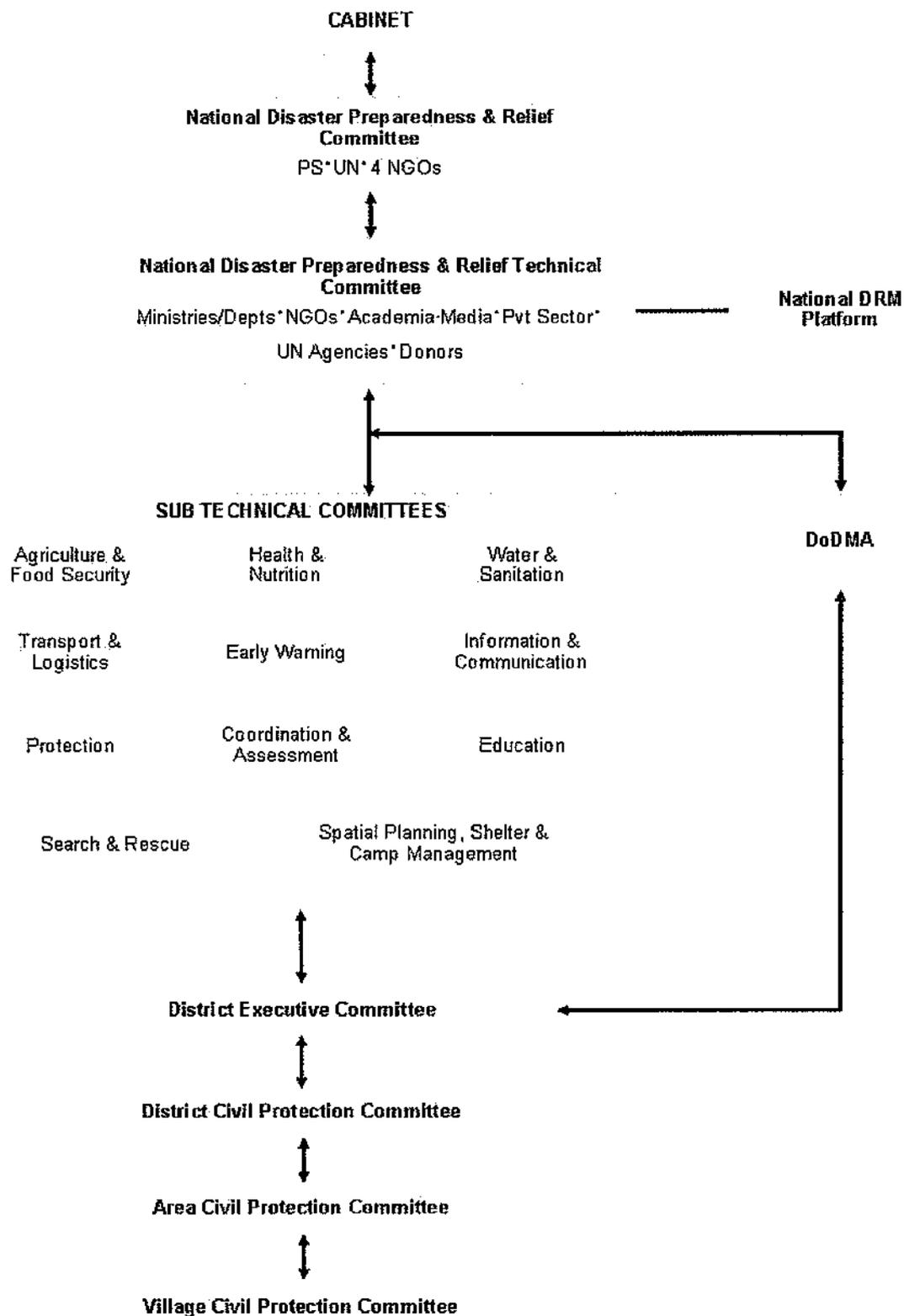


Figure 1: Current National DRM Institutional Structure

## **District level Coordination**

**80.** District level coordination of programme activities will be done through the Directorate of District Planning supported by DRM Officers to be deployed to support coordination and implementation of interventions. District Directorates are headed by the Director of Planning and Development (DPD). The executive body will be the District Civil Protection Committee (DCPC), chaired by the DPD and the District Disaster Risk Management Officer (DDRMO) will serve as the secretary to the DCPC and will be the technical focal point for this project. The DDRMO will also provide the necessary guidance to the DCPC to ensure full establishment of fully functional DRM systems. The DCPC will prepare and present quarterly programme progress reports to the District Executive Committee (DEC), which will also be shared with DoDMA and UNDP.

## **Execution modality**

**81.** Based on approved Annual Work Plans (AWPs) and HACT assessment rating, UNDP will make cash transfers according to the National Implementation (NIM) modality to the implementing partner except for the DFID supported components and following the procedures of the UN Harmonized Approach to Cash Transfers (HACT) for the NIM component of the project.

**82.** Cash transfers for activities in AWP's can be made by UNDP using the following modalities:

- a) Direct cash transfers whereby cash is transferred directly to the Implementing Partner (DoDMA) prior to the start of activities based on agreed cost estimates;
- b) Reimbursements whereby the Implementing Partner is reimbursed for expenditures agreed prior to the costs being incurred; and
- c) Direct payments to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner.

**83.** Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. The National Project Coordinator/ Manager will be responsible for preparing and submitting monthly financial reports and requests for quarterly advance of funds to UNDP. The financial reports and requests are to be submitted according to the Funding Authorization and Certificate of Expenditures (FACE) standard format due on the 10th day of the subsequent month. Delays in submission may negatively impact the access to future advances. No new direct cash transfers will be made until at least 80% of prior advances have been satisfactorily reported against. If the implementing partner does not fully liquidate any advances within 5 months from date of transfer, UNDP will suspend any further Direct Cash Transfer until the Implementing Partner clears all outstanding Direct Cash Transfer.

**84.** Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. UNDP shall not be obligated to reimburse expenditures made by the implementing partner over and above the authorized amounts. Following the completion of any activity, any balance of funds shall be reprogrammed by mutual agreement between the implementing partner and UNDP or refunded.

**85.** As per HACT procedures, UNDP will conduct HACT assurance activities including spot checks and onsite reviews on a regular basis based on the findings of HACT micro-assessments.

**86.** DoDMA will be responsible for the management of a project specific bank account for the NIM component of the project where the advance of basket funds will be deposited by UNDP on a quarterly basis. Based on the quarterly

work plan prepared by DoDMA, UNDP will review the request for advance and disburse the appropriate amount. The National Project Director will be accountable for the use of funds advanced to the project according to agreed-upon work plans. DoDMA will be expected to maintain books of accounts in accordance with UNDP's NIM accounting and reporting guidelines.

87. For activities being supported by DFID, funds will not be transferred to a NIM account managed by DoDMA, UNDP will be the Implementing partner and all finances for this component will be directly managed by UNDP. This will be DFID's support to Malawi government but through UNDP direct implementation in collaboration with DoDMA.

88. In terms of the rates applied for Daily Subsistence Allowances (DSA), the harmonized DSA guidelines as stipulated in the guidance note effective 1st October 2016 will be strictly applied. UNDP will make sure that the correct rates are applied and inform DoDMA accordingly whenever the rates are adjusted.

## VIII. LEGAL CONTEXT

89. The programme will be implemented within the framework of UNDAF (2019-2023) and CPD (2019-2023) which form the basis of cooperation between the Government of Malawi and the United Nations as well as UNDP Malawi contained Article 1 of the SBAA between the Government of Malawi and UNDP, signed on 15 July 1977.

90. Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

91. The executing agency shall:

- a. Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b. Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

92. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

93. The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).

**94.** An Audit of the project funds will be conducted in accordance with UNDP Financial Regulations and Rules and applicable audit policies on UNDP projects.

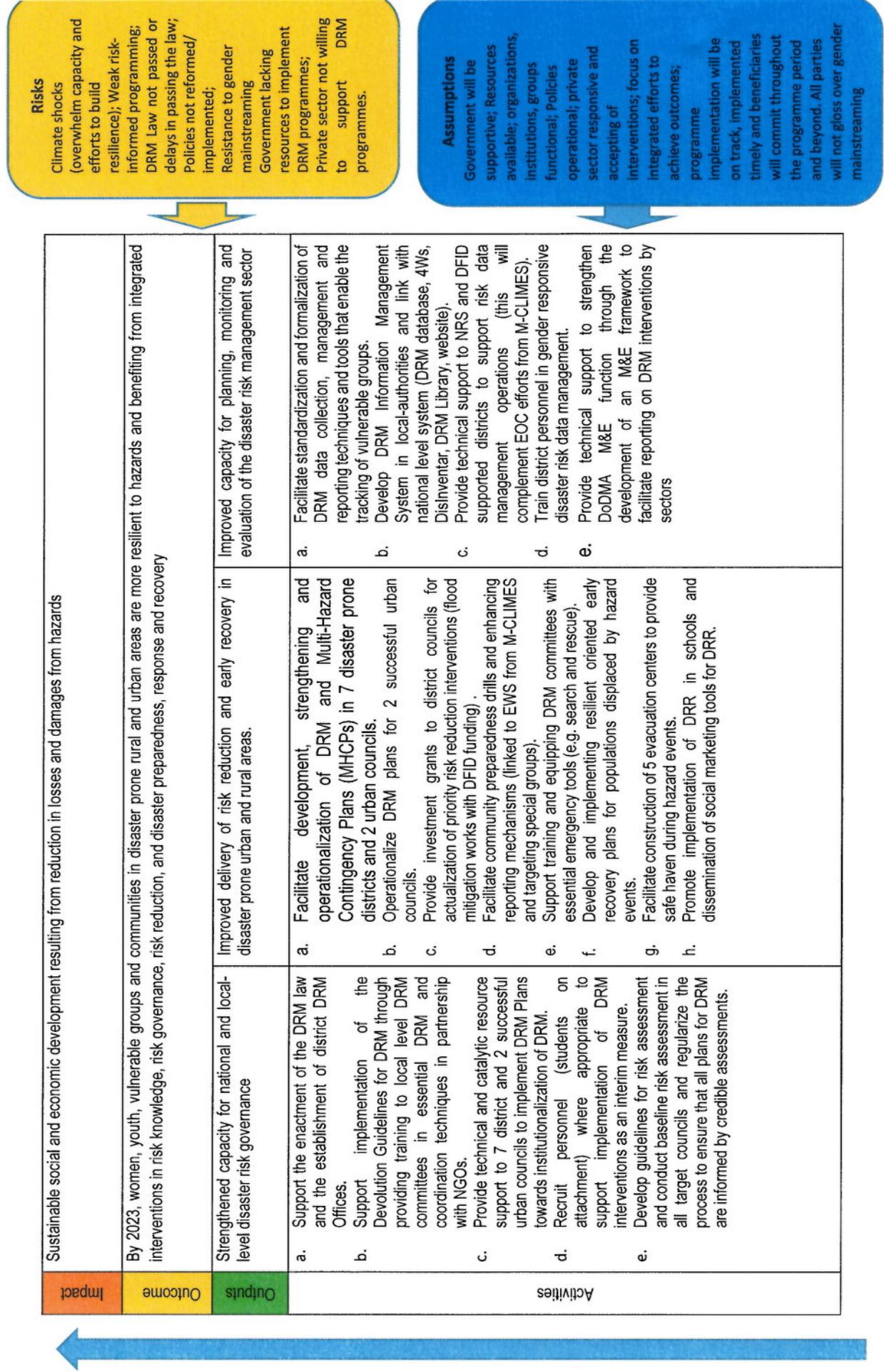
## IX. ANNEXES

### Annex 1: Risk Analysis

Key Risk	Type	Description	Anticipated Impact and Probability (scale from 1 (low) to 5 (high))	Mitigation Options
Lack of political will and full ownership	Political and strategic	DoDMA must take full leadership and ownership of the project	Probability: 3 Impact: 4	Awareness and advocacy of PSC to provide the necessary support
Inadequate staffing at DoDMA and in targeted districts	Organizational/operational	DoDMA has junior staff deployed in districts as Assistants. Other districts have no DRM officers	Probability: 4 Impact: 5	DoDMA must advocate for the enactment of DRM law that will pave the way for deployment of District DRM Officers. A functional review will be done to determine staffing levels at national and sub-national levels, in line with proposed institutional arrangement for DRM as per the DRM Bill.
Lack of involvement and/or co-operation among stakeholders	Operational	Staff turn-over in DoDMA including in the 15 disaster-prone districts (ADDRMOs) through postings, transfers and job-changes.	Probability: 2 Impact: 5	Where key staff members resign from their positions for various reasons, measures will be taken through the programme to ensure that positions are established under the DRM law.
Perceptions of gender analysis as irrelevant	Organizational/Operational	Lack of involvement and or co-operation by key stakeholders may affect achievement of project's intended outcomes. There may be reluctance and resistance to integrate gender responsiveness into plans	Probability: 2 Impact: 3 Probability: 3 Impact: 3	Clear commitment of the relevant stakeholders regarding specific project deliverables will be sought through PSC members and meetings. Ensure that programme parameters are clearly spelt out and understood to be informed and guided by UNDP guidelines and requirements for gender mainstreaming

Key Risk	Type	Description	Anticipated Impact and Probability (scale from 1 (low) to 5 (high))	Mitigation Options
Malawi will be holding national elections in 2019 that may impact on delivery of project activities	Political	Implementation of project activities is likely to be affected during the periods of national elections. Elections may also delay passing of the DRM Bill as with a new Parliament/Cabinet, more time may be required.	Probability: 3 Impact: 4	More technical support will be given to districts during elections time in order to minimize any potential disturbances. DoDMA will capitalize on existing arrangements to ensure the Bill is passed in time, such as through the Catastrophe Deferred Drawdown Options arrangement with the World Bank where the Bill is one of the prior actions.

## Annex 2. Schematic Change Pathway



### Annex 3. Theory of Change Template

Activities	Programme Support-Outputs related to CPD 2019-2023	Overall PS Outcome related to (UNDAF Outcome 7 and UNDP Strategic Plan outcome)	Overall PS Goal (MGDS III)	Impact (related to National Priority or Goal and CPD)
<p>a. Support the enactment of the DRM law and the establishment of the office of the district DRM Offices.</p> <p>b. Support implementation of the Devolution Guidelines for DRM through providing training to local level DRM committees in essential DRM and coordination techniques in partnership with NGOs.</p> <p>c. Provide gender mainstreaming policy and implementation guidelines to ensure adequate targeting in line with project Outcome</p> <p>d. Provide technical and catalytic resource support to local authorities in successful urban councils to implement DRM Plans towards institutionalization of DRM.</p> <p>e. Recruit personnel (student on attachment) where appropriate to support implementation of DRM interventions as an interim measure.</p> <p>f. Develop guidelines for risk assessment and conduct baseline risk assessment in all target councils and regularize the process to ensure that all plans for DRM are informed by credible assessments.</p>	<p><b>Output 1: Strengthened capacity for national and local-level disaster risk governance</b></p> <p>Linkages with global and national frameworks and strategies:</p> <p>SFDRR Targets: 2.4; 13.1</p> <p>Paris Agreement DRR Priority: 5</p> <p>Related SDGs goals: 1, 2,9,11, 13 and 15</p> <p>DRM Policy Priority Area 2</p> <p>National Climate Change Policy</p> <p>MGDS III DRM Outcome</p> <p>NRS Outcomes: 2.1; 2.3; and 2.4</p>	<ul style="list-style-type: none"> <li>By 2023, women, youth, vulnerable groups and communities in disaster prone rural and urban areas are more resilient to hazards and benefiting from integrated interventions in risk knowledge, risk governance, risk reduction, and disaster preparedness, response and recovery.</li> <li>Strengthening resilience and shocks to crises.</li> </ul>	<ul style="list-style-type: none"> <li>To reduce vulnerability and enhance resilience of population to disasters and socio-economic shocks</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable economic development resulting from reduction in losses and damages from hazards</li> <li>Malawi actively respond to climate change, prevent disasters, strengthen sustainable natural resources management and environmental protection</li> </ul>

Activities	Programme Support Outputs related to CPD 2019-2023	Overall PS Outcome related to (UNDAF Outcome 7 and UNDP Strategic Plan outcome)	Overall PS Goal (MGDS III)	Impact (related to National Priority or Goal and CPD)
<p>a. Facilitate development/strengthening of DRM and operationalization of Multi-Hazard Contingency Plans in successful urban councils and 5 flood disaster prone districts.</p> <p>b. Operationalize gender responsive DRM plans for successful urban councils, which require implementation.</p> <p>c. Provide investment grants to district councils for actualization of priority risk reduction interventions (flood mitigation works with DFID funding).</p> <p>d. Facilitate community preparedness drills and enhancing reporting mechanisms (linked to EWS from M-CLIMES and targeting special groups).</p> <p>e. Facilitate construction of 5 evacuation centers to provide safe haven during hazard events.</p> <p>f. Promote implementation of DRR in schools and dissemination of social marketing tools for DRR.</p>	<p><b>Output 2: Improved delivery of risk reduction and early recovery services in disaster prone urban and rural areas.</b></p> <p>Linkages with global and national frameworks and strategies:</p> <p>SFDRR Pillars: 1,2,3,4;</p> <p>Paris Agreement DRR Priority: 5</p> <p>Related SDGs goals: 1, 2,9,11, 13 and 15</p> <p>DRM Policy Priority Area 2</p> <p>National Climate Change Policy</p> <p>MGDS III DRM Outcome</p> <p>NRS Outcomes: 2.1, 2.1.2,3,2.4</p>	<ul style="list-style-type: none"> <li>By 2023, women, youth, vulnerable groups and communities in disaster prone rural and urban areas are more resilient to hazards and benefiting from integrated interventions in risk knowledge, risk governance, risk reduction, and disaster preparedness, response and recovery</li> <li>Strengthening resilience and shocks to crises</li> </ul>	<ul style="list-style-type: none"> <li>To reduce vulnerability and enhance resilience of population to disasters and socio-economic shocks</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable economic development resulting from reduction in losses and damages from hazards</li> <li>Malawi actively respond to climate change, prevent disasters, strengthen sustainable natural resources management and environmental protection</li> </ul>

Activities	Programme Outputs related to CPD 2019-2023	Overall PS Outcome related to (UNDAF Outcome 7 and UNDP Strategic Plan outcome)	Overall PS Goal (MGDS III)	Impact (related to National Priority or Goal and CPD)
<p>a. Facilitate standardization and formalization of DRM data collection, management and reporting techniques and tools that capture vulnerable groups.</p>	<p><b>Output 3: Improved capacity for planning, monitoring and evaluation of the disaster risk management sector.</b></p>	<ul style="list-style-type: none"> <li>By 2023, women, youth, vulnerable groups and communities in disaster prone rural and urban areas are more resilient to hazards and</li> </ul>	<ul style="list-style-type: none"> <li>To reduce vulnerability and enhance resilience of population to disasters and socio-economic shocks</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable economic development resulting from reduction in losses and damages from hazards</li> </ul>

Activities	Programme Outputs related to CPD 2019-2023	Overall PS Outcome related to (UNDAF Outcome 7 and UNDP Strategic Plan outcome)	Overall PS Goal (MGDS III)	Impact (related to National Priority or Goal and CPD)
<p>b. Develop DRM Information Management System in local-authorities and link with national level system (DRM database, 4Ws, Disinventar, DRM Library, website).</p> <p>c. Provide technical support to NRS and DFID supported districts to support risk data management operations (this will complement EOC efforts from M-CLIMES).</p> <p>d. Provide technical support to strengthen DoDMA M&amp;E function through the development of an M&amp;E framework to facilitate reporting on DRM interventions by sectors</p>	<p>Linkages with global and national frameworks and strategies:</p> <p>SFDRR Pillar Targets: 1.5; 2.4; 3.6; 11.5; 13.1; and 15.3.</p> <p>Paris Agreement DRR Priority: 1;2;3;4;5;7; and 8.</p> <p>Related SDGs goals: 1, 2, 13 and 15.</p> <p>DRM Policy Priority Area 2</p> <p>MGDS III DRM Outcome</p> <p>NRS Outcomes 2.2; 2.3; and 2.4</p>	<p>benefiting from integrated interventions in risk knowledge, risk governance, risk reduction, and disaster preparedness, response and recovery</p> <ul style="list-style-type: none"> <li>Strengthening resilience and shocks to crises</li> </ul>		<ul style="list-style-type: none"> <li>Malawi actively respond to climate change, prevent disasters, strengthen sustainable natural resources management and environmental protection</li> </ul>

