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**United Nations
Country: Malawi
Project Support Document**

December 2012

Project Title: Support to National Climate Change Programme (NCCP), 2013-2016

UNDAF Key Priority:

National policies, local and national institutions effectively support equitable and sustainable economic growth and food security by 2016.

UNDAF / CPD Outcome:

1.3: Targeted population in selected districts benefit from effective management of environment, natural resources, climate change and disaster risk by 2016.

UNDAF Outputs:

1.3.1. Environment, natural resources, climate change, and disaster risk management mainstreamed in policies, development plans and programmes at national level and implemented in 15 disaster-prone districts.

1.3.2. Data and knowledge on the impact of climate change, environmental and natural resources degradation and natural disaster collected and made accessible to decision makers in Government, Private Sector and Civil Society.

1.3.3. Coordination mechanisms and implementation arrangements for CC, ENR and DRR established and used at national level and in disaster-prone districts.

Project specific Expected Outputs:



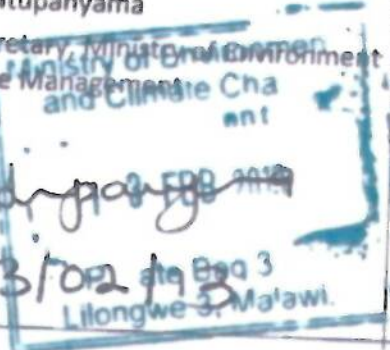

1. Climate change mainstreamed in policies, development plans and programmes at national level and implemented in 15 disaster-prone districts;
2. Data and knowledge on the impacts of climate change collected and made accessible to decision makers in Government, private sector and civil society;
3. Coordination mechanisms and implementation arrangements for climate change established and used at national level and in 15 disaster-prone districts;
4. Implementation modalities and financing mechanisms for National Climate Change Investment plan established and operationalized at national and district levels;
5. Programme management and advisory support.

Implementing Partner: Ministry of Environment and Climate Change Management

Responsible Parties: Ministries of Economic Planning and Development, Agriculture and Food Security, Water Development and Irrigation, Health, Energy and Mining, Transport, Local Government and Rural Development, Ministry of Information, Ministry of Tourism, Ministry of Lands and Housing, Ministry of Industry and Trade, Ministry of Finance, Office of the President & Cabinet, Department of Disaster Management Affairs.

Implementation Modality: National Implementation (NIM)

Signature Page

On behalf of implementing partner	On behalf of UNDP
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Brief Description

Science is now unequivocal as to the reality of climate change; that emissions of greenhouse gases through a range of human activities are its principle cause. Climate change is an all encompassing threat, directly affecting the environment, the economy, health and safety. However, change is a constant. Climate change adds another layer of complexity to Malawi's existing development challenges, such as high levels of poverty and inequality, rapid population growth, underdeveloped markets, poor infrastructure and service provision, and weak governance systems. Climate change is affecting individuals and communities across the country, "bringing increased hunger, disease, poverty and lost livelihoods — reducing economic growth and posing a threat to social and, even, political stability". Increasing weather variability is posing a serious threat to Malawi achieving the Millennium Development Goals and the medium to longer-term consequences of climate change threaten the economic growth and prosperity in Malawi into the long-term.

This project will support the Government of Malawi to climate-proof the policies, strategies and plans of the sectors of the economy most directly affected by climate change, in order to create an enabling policy and regulatory environment within which vulnerable communities will be empowered to adapt to these challenges in harmony with the environment. The project will catalyse a change in approach from reactive adaptation to making proactive adaptation as a core component in all development, particularly in aspects of decentralised planning, notably in agriculture / land management. The project will include enhanced data and knowledge management, to support improved decision making at all levels (from individual to national), and also improve co-ordination of activities addressing climate change (at national and district Government levels, between donors / NGOs and CSOs). Key in achieving these results is to strengthen the capacity of the relevant institutions, e.g. the new Ministry of Environment and Climate Change Management, and other stakeholders, specifically around planning, coordination and implementation of effective climate change adaptation and mitigation efforts, including the foreseen establishment of a Sector Wide Approach (SWAp). An important element is to ensure increased financing to mitigate and adapt to climate change, through the production of the National Climate Change Investment Plan, and the establishment and operationalization of implementation modalities and financing mechanisms of this investment plan at national and district levels. The project will work to assist Malawi to secure financial support for adaptation and mitigation from the various emerging markets / funds, while providing advice to assist the country to move towards a low carbon growth path.

Programme Period:	2013 - 2016
Key Result Area (Strategic Plan)	Env. & Energy
Atlas Award ID:	00069211
Project ID:	00083914
Start date:	1 st January 2013
End Date:	December 2016
LPAC Meeting Date	11th December 2012
Management Arrangements:	National Implementation

Total resources required	\$14,850,000
Total allocated resources:	
• Regular	\$2,645,000
• Other:	
◦ GEF	\$6,945,000
Government Contribution:
Unfunded budget:	\$5,260,000
In-kind Contributions	_____

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LIST OF ACRONYMS

ACCRA	Africa Climate Change Resilience Alliance
AF	Agro forestry
ARET	Agriculture Research and Extension Trust
ASWAp	Agricultural Sector-Wide Approach
AWP	Annual Work Plan
CA	Conservation Agriculture
CC	Climate Change
CC / ENRM SWAp	CC /ENRM Sector-Wide Approach
CDM	Clean Development Mechanism
CEPA	Centre for Environmental Policy and Advocacy
CISANET	Civil Society Agriculture Network
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSA	Climate Smart Agriculture
CSO	Civil Society Organization
CU	Carbon Unit (Department of Forestry)
DAES	Department of Agriculture Extension Services
DAPS	Department of Agriculture Planning Services
DARS	Department of Agriculture Research
DCAFS	Donor Coordination on Agriculture and Food Security
DCCMS	Department of Climate Change and Meteorological Services
DoDMA	Department of Disaster Management Affairs
DDP	Department of Development Planning
DEC	District Executive Committee
DFID	Department for International Development (UK)
DMS	Department of Meteorological Service
DPD	Director of Planning and Development
DNPW	Department of National Parks and Wildlife
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EA	Evergreen agriculture (CA + AF)
EAD	Environmental Affairs Department
ECRP	Enhancing Climate Resilience Programme
ENR	Environment and Natural Resources
EWS	Early Warning System
FAO	Food and Agriculture Organization
FD	Forestry Department
FFS	Farmer Field Schools
FGLG	Forest Governance Learning Group
FICA	Flanders International Cooperation Agency
FISP	Farm Input Subsidy Programme
FRIM	Forest Research Institute of Malawi
FUM	Farmers Union of Malawi
GCCA	Global Climate Change Alliance
GHG	Greenhouse gas
GoM	Government of Malawi
IALUO	Integrated Assessment of Land Use Options for Climate Adaptation and Mitigation
INC	Initial National Communication (to UNFCCC)
IP	Implementing Partner (Government)
LCBCCAP	Lake Chilwa Basin Climate Change Adaptation Programme
LEAD	Leadership for Environment and Development
LECRDS	Low-Emission and Climate-Resilient Development Strategies
LPAC	Local Programme Advisory Committee
MBC	Malawi Broadcasting Cooperation

MDG	Millennium Development Goal
MEET	Malawi Environment Endowment Trust
MIE	Malawi Institute of Education
MGDS	Malawi Growth and Development Strategy
MoAFS	Ministry of Agriculture and Food Security
MoECCM	Ministry of Environment and Climate Change Management
MoEPD	Ministry of Economic Planning and Development
MoEM	Ministry of Energy and Mining
MoEST	Ministry of Education, Science and Technology
MoF	Ministry of Finance
MoGCCD	Ministry of Gender, Children and Community Development
MoH	Ministry of Health
MoIW	Ministry of Irrigation and Water Development
MoLGRD	Ministry of Local Government and Rural Development
MoLHUD	Ministry of Lands, Housing and Urban Development
Mzumara	Media Council of Malawi
MRV	Monitoring, Reporting and Verification
NAP	National Adaptation Plan
NAPA	National Adaptation Programmes of Action (of UNFCCC)
NAMA	Nationally Appropriate Mitigation Actions
NASFAM	National Smallholder Farmers Association of Malawi
NCCC	National Climate Change Committee
NECCCS	National Environment and Climate Change Communication Strategy
NGO	Non-Governmental Organization
NIE	National Implementing Entity (under Adaptation Fund)
NP	National Park
NRs	Natural Resources
OPC	Office of the President and Cabinet
PET	Potential Evapotranspiration
PSD	Programme Support Document
RCMs	Regional Climate Models
REDD	Reducing Emissions from Deforestation and Forest Degradation
REDD+	as REDD, also including other activities (sustainable management of forests and the enhancement of forest carbon stocks)
REDD++	as REDD+, also including soil carbon
RP	Responsible Party (National Execution)
SC	Steering Committee
SLM	Sustainable Land Management
SNC	Second National Communication (to UNFCCC)
SEOR	State of the Environment and Outlook Report
SREX	Special Report on Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation
SSA	sub-Saharan Africa
TC	Technical Committee
TLC	Total Land Care
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VCM	Voluntary Carbon Market
VSO	Voluntary Service Overseas
WFP	World Food Programme
WHO	World Health Organisation

I. SITUATION ANALYSIS

Dependence of the population and economy of Malawi on natural resources

Malawi's environment and natural resources sustain people's livelihoods and are the backbone of the country's main productive sectors. The recent Malawi State of the Environment and Outlook Report (MNREE, 2010) highlights that "achieving environmental sustainability in Malawi is an urgent concern" as the productive sectors of Malawi's economy, notably agriculture, forestry, national parks and wildlife, fisheries, tourism and energy are dependent on healthy functioning ecosystems, sustained by the climate.

The current unsustainable use of the environment and natural resources in Malawi is making it more difficult to achieve food security, poverty reduction and other national development priorities and will undermine development interventions, including towards achieving the Millennium Development Goals (MDGs). This is corroborated by the 2011 UNDP and UNEP report "Economic Valuation of Sustainable Natural Resource Use in Malawi", which concluded that unsustainable management of natural resources costs Malawi 5.3% of GDP (US\$ 191 million) annually. The issues are exemplified in agriculture, upon which national and household food security depends, employing over 80% of the country's workforce, contributing over 80% of its foreign exchange earnings and 35% to GDP¹. Maize is particularly important to the national economy, food security and to the livelihoods of most people, but it is predominantly grown under rain fed conditions using methods which are associated with low agricultural productivity.

Given the high dependence on the natural resource base, pressure will continue to grow as the current annual human population growth rates are 2.7%, a rate at which Malawi's population is projected to reach 20 million by 2025².

Increasing weather variability / climate change and its effects

Climate change is affecting individuals and communities across Malawi, "bringing increased hunger, disease, poverty and lost livelihoods — reducing economic growth and posing a threat to social and, even, political stability."³

Malawi's unimodal rainfall pattern is characterised by high spatial and temporal variability. According to Global Circulation Models (GCMs) and Regional Climate Models (RCMs), the predicted effects of climate change (CC) are expected to exacerbate this situation, with some areas expected to get higher rainfall while others will become drier (see Annex 5). Furthermore, the projected temperature increase of 1.1 to 3.0°C by the 2060s and 1.5 to 5.0°C by the 2090s will worsen the effects in areas receiving low rainfall due to higher potential evapotranspiration. In the absence of adaptation, these changes will have significant, potentially devastating negative effects on the livelihoods of the people, consequently on food security and the economy of Malawi.

Already Malawi is experiencing increasing frequency of extreme weather events (*inter alia* floods, droughts, storms, heat waves) attributed to climate change, the impacts of which include loss of life (human, also domestic and wild animals), loss of crops in fields and reduced yields, damage to fisheries, infrastructure and buildings, also changes in pest and disease pressures. A recent FAO / Government of Malawi (GoM) joint study (2009) reported that CC is likely to increase post-harvest loss of grains due to, *inter alia*: i) an increase in episodes of heavy rainfall, which may delay harvest; ii) an increase in the frequency and intensity of droughts, which will increase food gaps, requiring better management of post harvest grain; iii) an increase in temperature and extreme heat days, which will dry out and crack grain. Additionally, the combination of changes in temperature and humidity are likely to create new environments for new pests and pathogens to successfully breed and prosper, increasing the number of pests and diseases which attack stored crops, for which no local or traditional knowledge of management and control exists. Reduced yields will increase food prices.

¹GoM (2010) Malawi State of the Environment and Outlook Report

²LTS International Ltd (2012) Integrated assessment of land use options for climate adaptation and mitigation Draft Inception Report 06 January 2012

³Global Humanitarian Forum (2009) The Anatomy of a Silent Crisis, Geneva, Switzerland

Non-farm and urban households are also vulnerable to climate change, especially the poor who spend a large proportion of their income on food and often occupy regions vulnerable to floods. Urban growth in Malawi is variously reported at between 3.6%⁴ and 6.3%⁵ per annum (the latter is one of the highest rates in the world). This rapid urban development has been characterized by unplanned and poorly regulated informal settlements, with some urban centres located in vulnerable areas such as flood plains and wetlands / river fringes, without organised storm water drainage systems. The difficulties are exacerbated by poor housing construction materials and building standards, often leading to seepage through the floors and leakage from poorly constructed roofs, walls and doors. Urban flooding notably exposes the poorer populations (particularly children) to ill health especially respiratory infections.

Malawi's 2006 National Adaptation Programmes of Action (NAPA) assessed the impacts of climate change on agriculture, water, human health, energy, fisheries, wildlife and forestry sectors, as well as the implications on existing gender inequalities. The NAPA noted that the sector that will be most severely affected by CC is agriculture, particularly noting that "continued reliance on the maize crop will restrict livelihood options for millions and exacerbate food insecurity over the long term". The document noted that Malawi is particularly vulnerable to the impacts of increasing weather variability and climate change due to its low adaptive capacity, high dependence on rain-fed cropping systems, the already severe levels of environmental and natural resource degradation, exacerbated by the high rate of population growth (currently 2.7% per year).

Change is a constant in the lives of rural people in Africa. Climate change adds another layer of complexity to Malawi's existing development challenges, such as high levels of poverty and inequality, rapid population growth, underdeveloped markets, poor infrastructure and service provision and weak governance systems.

The consequences of climate change are not distributed uniformly within communities - the poorest and most marginalized are hardest hit. Individual and social factors such as gender, age, education, ethnicity, health status, location and language lead to differential vulnerability and capacity to adapt to the effects of climate change. Women and children are disproportionately represented among the people most affected by CC and displaced by extreme weather events. It has been particularly demonstrated across SSA that as women's livelihoods are more highly dependent on NRs, they are more rapidly and directly affected by the deleterious impacts of CC. Furthermore, as women are largely responsible for water collection and also often serve as the primary caretaker in households, they are disproportionately affected by decreasing crop yields and changes in water supply, impairing food provision and increasing their household workload. The gender dimension has therefore been a priority consideration in the design of the programme and should be continually considered and prioritised in its implementation, otherwise there is a high likelihood that the impacts of CC will exacerbate inequality and act against progress in women's empowerment.

Children in Malawi are among the most vulnerable to the health risks of climate change, as they (and pregnant women) are particularly susceptible to vector- and water-borne diseases, malnutrition and diarrhoea, all of which are expected to increase due to climate change (about 90% of the deaths from these causes occur in children under 5). In the absence of adaptation, CC will decrease access to food, which will have devastating effects on children's growth and development. Children will also be exposed longer to the health consequences of CC.

The other impacts of CC on children's lives (e.g. on the chores they perform in households) are lamentably under-prioritised across the globe, with the notable exception of by Save the Children Fund⁶. In Malawi for example, in times of hardship young girls are particularly likely to be taken out of school to care for sick relatives or earn extra income. As UNICEF propose to increasingly prioritise CC, the programme will particularly address and seek to mitigate the impacts of CC on the lives of children and young people in Malawi (including the internally displaced, street children and those orphaned due to HIV/Aids).

The elderly are also disproportionately vulnerable to the effects of climate change. Aging is often accompanied by chronic illnesses that may increase susceptibility to infectious diseases or to extreme

⁴GoM(2009)Malawi Second National Communication

⁵GoM (2011) MDGS II

⁶See work of Save the Children Fund, see [http://www.savethechildren.org.uk/resources/online-library/search?f\[0\]=field_publication_topic%3A24](http://www.savethechildren.org.uk/resources/online-library/search?f[0]=field_publication_topic%3A24)

environmental conditions (e.g. high air temperatures, other weather events and water contamination). Poverty, which increases with age, further exacerbates this group's risk from severe weather. The elderly are also highly vulnerable to weather-related disasters due to reduced mobility. The programme will work closely with the DRM support programme to address these issues.

Increasing weather variability and longer-term climate change are affecting and posing a serious threat to Malawi achieving the Millennium Development Goals (MDGs), notably MDG 1: "Eradication of extreme poverty and hunger" and MDG 7: "Ensuring environmental sustainability". The long-term consequences of climate change threaten also the long-term economic growth and prosperity in Malawi. This may mean that the targets of the Malawi Growth and Development Strategy (MGDS) for 2011 – 2016 may not be achieved.

Institutional and policy landscape

Institutions

Climate change is a cross-cutting issue, thus most, if not all, Ministries and Departments of the Government of Malawi will need to develop new policies or adapt existing ones to address it. To-date, the following are most actively involved in CC issues at national and /or district levels:

- The Office of the President and Cabinet (OPC);
- The Ministry of Environment and Climate Change Management (MoECCM, formerly part of MNREE), which was established in April 2012, but its constituent Departments⁷ having been instrumental in the formulation of environmental policies and coordination of their implementation. This includes the National Adaptation Programmes of Action (NAPA) strategies, which now need to be localized at the district level (in collaboration with the DRM PSD and DoDMA);
- The Ministry of Agriculture and Food Security (MoAFS), which drives the agricultural input subsidy programme and is mandated to implement the ASWAp. This ministry hosts the Agriculture Extension Service, which is the hub through which knowledge on strategies for adaptation and mitigation could be directed as it trains users. The ministry has the expertise to train in-service officers on climate change impacts on agriculture and water resources. Within the ASWAp management structure in the MoAFS, Technical Working Groups exist on Sustainable Land and Water Use, as well as on Food Security & Risk Management. These could be the entry points for climate related land management issues [*inter alia* climate risk assessments, climate smart agriculture, sustainable land management, rainwater harvesting, reduced bush burning practices and tree planting (agro-forestry and re-forestation for shade etc.)];
- The Ministry of Irrigation and Water Development (MoIWD), which is responsible for the management of water resources in Malawi and the development of irrigated agriculture;
- The Ministries of Finance (MoF) and Economic Planning and Development (MoEPD), which approve fiscal flows to regions, monitor the Malawi Growth and Development Strategy (MGDS) and have a stake in ensuring that regional development is balanced and not undermined by environmental risks. These Ministries were initially mandated by the Office of the President and Cabinet (OPC) to coordinate national efforts around Climate Change, which is currently supported by donors (spearheaded by UNDP), under the National Climate Change Programme. However, with the changes in management structure, and the establishment of the Ministry of Environment and Climate Change Management, in January 2013, OPC shifted the mandate of climate change coordination to the new Ministry. The Ministry of Education, Science and Technology (MoEST) is responsible for the development and delivery of basic and higher education and thus has a strategic position in ensuring that i) climate change training becomes part of the school curricula; ii) research informs education and the development and/or modification of technologies for addressing climate change risks;

⁷ Environment Affairs Department (EAD), Department of Forestry (DoF), Department of Climate Change and Meteorological Services (DCCMS)

- The Ministries of Transport (MoT) and Public Infrastructure and Lands, Housing and Urban Development are responsible for the infrastructure development and have a stake in ensuring that climate change risks are factored into existing and new developments, to secure long-term safety;
- The Ministry of Local Government and Rural Development (MoLGRD), which is responsible for the District led development efforts, which will need to prioritise climate change concerns, including both adaptation (in agriculture, land use planning, forestry, also health and gender) and mitigation (e.g. energy efficient stoves).
- The Department of Disaster Management Affairs (DoDMA) is responsible for disaster risk management, which is will increasingly become concerned with the effects of climate change.

Although the Government of Malawi has been keen to raise the profile of climate change issues and mainstreaming them in national planning, there remains a lack of clarity on roles and responsibilities amongst the various agencies involved, in part as numerous agencies wish to take the lead in this complex cross-sectoral field. Currently, the key players include the Ministry of Economic Planning and Development, the Environmental Affairs Department (EAD) and the Department of Climate Change and Meteorological Services (DoCCMS). Until January 2013, MEPD was coordinating the NCCP.

The Environmental Affairs Department (EAD) (now of the Ministry of Environment and Climate Change Management), in collaboration with the Department of Climate Change and Meteorological Services (DoCCMS), is responsible for coordinating international climate change related issues. The EAD is the focal point for the UNFCCC and the UNCBD. It is also the Designated National Authority (DNA) for the Clean Development Mechanism (CDM) in Malawi since 2007. The DoCCMS is the lead implementing agency at national level, and chair of the National Climate Change Technical Committee. The department of forestry is the national focal point for the UNCCD.

After the launch of the NAPA in 2008, GoM renamed the Department of Meteorological Service (DMS) to Department of Climate Change and Meteorological Services (DoCCMS). The DoCCMS (which became part of the Ministry of Environment and Climate Change in April 2012) has the mandate to monitor, predict and provide information on weather and climate that would contribute towards the socio-economic development of the country. It also has the added responsibility of formulating and implementing a strategic plan to take on new climate change mandates such as advocacy and public awareness. However, DoCCMS is still building an appropriate organisational capacity to fully handle climate change issues.

Within the Department of Forestry (DoF), the Forestry Research Institute of Malawi (FRIM) provides technical support in forest management to environment and agriculture departments. In most countries, REDD+ programs have been pursued by the forestry agency, however in Malawi the low capacity and lack of leadership on REDD+ in the Forestry Department (DoF) catalysed the DoF to request donor partner assistance (principally USAID, Norway and UNDP). In January 2012, the DoF formed a consultative committee on REDD+ in partnership with the Lake Chilwa Basin Climate Change Adaptation Programme (LCBCCAP), MEET and the Forest Governance Learning Group (FGLG). Their work plan includes multi-stakeholder consultations, awareness raising efforts, capacity building and drafting of a national REDD strategy. The GoM has designated the NGO Leadership for Environment and Development (LEAD) as technical coordinator for REDD+ and the Malawi Environmental Endowment Trust (MEET) has been asked to coordinate carbon activities, including identifying carbon markets, facilitating capacity building for MRV and acting as a “broker” for carbon investments. FRIM, LEAD and MEET have formed the Malawi REDD Committee to support REDD readiness. UNDP has been requested to follow up with the UN-REDD (UN global partnership around REDD, involving UNDP, FAO and UNEP) and to see what the potential opportunities and benefits are for Malawi from joining the UN-REDD programme.

Policies and Strategies

The major policy thrust in Malawi includes the coordination and proper management of the environment and the natural resource base in collaboration with line ministries and departments, the private sector, NGOs, select communities, and other relevant stakeholders at district, national, regional and international levels.

Malawi already has many policies, laws and programmes, which have largely been driven by objectives tailored to reduce poverty, catalyse economic growth and ensure food security. These policies, laws and

programmes are generally sector-specific and broadly framed, mostly developed prior to the appreciation of the full implications of climate change fuelled by anthropogenic activities – and thereby offer very limited scope for addressing the complexity of the issues confronting the country and climate change policy goals [e.g. the National Environmental Policy (2004), the National Water Policy (2005) and the National Energy Policy (2003), supported by legal frameworks including the EMA (1996), The Forestry Act (1996), Water Act, Energy Act and the Disaster Preparedness and Relief Act (DPRA) (1991)]. Many activities carried out to meet these goals unintentionally promote GHG emissions and risk maladaptation.

Policies and Strategies specifically addressing CC include:

Vision 2020 (2000) is a policy framework for Malawi's development that was adopted in 2000 and will be used until 2020. The ambition of Vision 2020 is for Malawi to be "secure, democratically mature, environmentally sustainable and self-reliant with equal opportunities for and active participation by all" and to have "social services, vibrant cultural and religious values and a technologically driven middle-income economy". The document specifically states that "this will be achieved through: ensuring well conserved and managed land; zero per cent deforestation; availability of adequate and clean water resources; restored and well conserved biodiversity and ecosystems; low population growth; preventing air and noise pollution from becoming serious problems; **contributing to global efforts to managing climate change** and other global environmental issues; incorporating environmental considerations at all stages, and enhancing the participation of the public in the planning and implementation of natural resource and environmental programmes."

In 2009, the Government of Malawi added: *Managing Climate Change, Natural Resources and Environment*, as one of the nine Key Priorities Areas (KPAs) in its medium-term strategy for reducing poverty and achieving growth-led economic development and achieving the MDGs known as **Malawi Growth and Development Strategy I (MGDS I)**.

The new **Malawi Growth and Development Strategy II (MGDS 2011 - 2016)**, launched in April 2012, is the second medium term national development strategy. It represents a decisive and strategic single reference document to be followed by all stakeholders to achieve the goal of wealth creation through sustainable economic growth and infrastructure development. The fundamentals of the MGDS II are based on the shared Vision 2020 and therefore it will guide the national development process by building on the gains, lessons and best practices achieved during the implementation of the predecessor strategy.

The MGDS II is built around six broad thematic areas namely: Sustainable Economic Growth; Social Development; Social Support and Disaster Risk Management; Infrastructure Development; Improved Governance; and Cross Cutting Issues. From these themes, the MGDS II identifies nine Key Priority Areas which are central to the achievement of sustainable economic growth and wealth creation. The last of these key priorities is: **Climate Change, Natural Resources and Environmental Management** (see more details in Annex 6).

MGDS II is to be implemented through the National Budget, in line with the Medium Term Expenditure Framework. Its successful implementation will be achieved with full cooperation and participation of all stakeholders. Government will champion the implementation process, however, all stakeholders will be expected to complement by aligning and harmonizing their programmes and activities to the MGDS II.

The **National Adaptation Programmes of Action (NAPA) (2006)** document prioritized the following adaptation actions:

- Improve community resilience to climate change through the development of sustainable rural livelihoods;
- Restore forests in the Shire River Basin to reduce siltation and associated water flow problems;
- Improve agricultural production under erratic rains and changing climatic conditions;
- Improve Malawi's preparedness to cope with droughts and floods;
- Improve climate monitoring to enhance Malawi's early warning capability and decision making, and sustainable utilization of Lake Malawi and lakeshore areas resources.

The NAPA was well-informed and well-intentioned; however the ability of government to reduce the vulnerability of communities still remains limited.

The **Malawi State of Environment and Outlook Report (SEOR)–(MNREE, 2010)** limits actions on atmosphere and climate change to mitigation issues ("develop a unified climate change policy to reduce

Malawi's emissions; urgently seek alternative energy sources that can reduce the population's dependence on firewood and charcoal; create subsidies or incentives for poor consumers to shift to green energy sources"). However, other sections of the SEOR include messages relating to but not identified as both adaptation and mitigation, notably in Environment and Economic Development; Health and the Environment; Environmental Education and Public Awareness; Land and Agriculture; Biodiversity; Forests and Woodlands; and Water Resources.

Sectoral policies and strategies which address or could address CC include:

The **Local Government Act (1998)** and the **National Decentralization Policy (1998)** do not include aspects of CC, but their revision would provide an opportunity for mainstreaming CC in local planning and decision making. In Malawi, local governance and development processes are coordinated by the district councils, thus mainstreaming mandatory CC considerations in their policies, programmes and plans would make all local development more resilient to the impacts and effects of CC. In Malawi, agricultural production systems are expected first and foremost to increase productivity and resilience to support food security, which in the face of increasing weather variability and CC across the country by definition necessitates the adaptation of rural livelihood systems to the likely impacts of CC and their full engagement in low emission development trajectories, to ensure economic advancement and food security goals are not compromised. Key requirements for an enabling policy environment to promote local development led by climate-smart smallholder agricultural transformations is greater coherence, coordination and integration between CC and local level agriculture-based development and food security policy processes. However, the district councils are still weak and have unclear policies on climate change and development. In addition, they lack skills and finances to enforce the mainstreaming of CC considerations in the local development processes. These challenges need to be urgently addressed to ensure an effective climate response.

The **Land Resources Conservation policy (1999)** recognizes water as an important resource and a requirement for sustainable agricultural production and development in Malawi (GoM, 1999). The policy also recognizes that water is a threatened resource due to pollution, siltation of water courses, pasture degradation, forest degradation and deforestation – but does not yet mention the impacts of or adaptation to CC. However, in the face of CC, the Department of Land Resources and Conservation has been promoting soil and water conservation measures including promoting conservation agriculture (CA – which is widely reported to increase crop yields, reduce yield variability and reduce labour requirements), currently it is reported to being adopted by only 2% of smallholder farmers, but importantly distributed across almost all the districts in the country (offering scope for demonstrations and up scaling).

The recent (2011) AAP review of policy responses to CC noted that the parks and wildlife sector could (and should) take many measures to adapt to climate change, which is catalyzing changes in wildlife and vegetation distribution and increased risks from floods and fires. This is important to Malawi given the importance of the sector for tourism and generation of foreign exchange. The current **Department of National Parks and Wildlife (DNPW) policy (2000)** does not include reference to climate change, but a revised / new policy of the DNPW should ensure that CC is included in PA management plans, for example including provision of additional water points in PAs where the nyala and other animal species are highly vulnerable to the impacts of climate change especially in the drought prone regions such as the Lower Shire (Lengwe NP). This is important to avoid congestion of animals on limited water holes which will lead to localized habitat degradation. Also improvements to park infrastructure (roads and bridges) are required to cope in times of floods. In addition to adaptation, the sector policy should include scale-up the on-going work with Terra Global Capital, USAID, Total Land Care and CBOs around some protected areas in Malawi, where communities are being paid to protect forests from the voluntary carbon market (i.e. mitigation). This will contribute to maintaining vital wider ecosystem services. The knowledge about the impacts of climate change on wildlife resources and the park and wildlife reserves remains incomplete. The DNPW should strengthen research units in all PAs to continue monitoring and evaluation of various activities in order to provide management with sound information for decision making. Adaptive management in response to climate change should be strengthened as one of the policy options.

The Environmental Affairs Department (EAD) prepared the **Second National Communication (SNC - MNREE, 2009)** for submission to the COP of the UNFCCC (as provided in Articles 4 and 12 of the Convention). Specifically, the SNC aims to guide: (i) strengthening the technical and institutional capacities of various public and private sector organizations to acquire skills and competencies in mainstreaming

climate change issues into their respective sectoral programmes, policies and strategies; (ii) contributing to global efforts in better understanding the various sources and sinks of greenhouse gases, potential impacts of climate change, and effective response measures to achieve the ultimate goal of UNFCCC of stabilizing greenhouse gas concentrations in the atmosphere to a level that would prevent dangerous anthropogenic interference with the climate system; (iii) proposing climate change projects aimed at finding solutions to climate change problems that communities can adapt and/or use to mitigate climate change; (iv) enhancing general awareness on climate change and climate change related issues; and (v) strengthening dialogue, information exchange, networking and cooperation among various stakeholders in the public and private sector organizations, including NGOs, and the university, involved in climate change studies in accordance with Article 6 of the UNFCCC.

Regarding compliance with legal frameworks, the Second National Communication (SNC) noted that the implementation of various policies, strategies and programmes require an enabling environment with appropriate legal frameworks, including measures and strategies for enforcing compliance of these by various stakeholders. Presently, the enforcement of actions through inspections to determine compliance is minimal. This is because the current legal and policy frameworks lack negotiations with individuals or facility managers who are out of compliance, to develop mutually agreeable schedules and approaches for achieving compliance. However, benefits exist when people comply with policies and laws on environmental management and particularly CC adaptation and, eventually mitigation. These include: (i) protecting environmental quality and public health, (ii) building and strengthening the credibility of environmental requirements, and (iii) ensuring fairness. Without enforcement, those who comply voluntarily do not benefit compared with those who violate environmental regulations. Compliance ensures reduction in costs and liability of a healthy environment. However, legal and policy frameworks are influenced by many factors, including: institutional credibility and capacity, socio-economic and psychological factors, technical feasibility and know-how, among many others.

Relevant sectoral policies and strategies currently under review / revision:

The mission of the Ministry of Agriculture and Food Security (formerly MoAIW) is to promote economic growth by raising farm incomes, employment and household food security through the development of partnerships and promotion of private sector investment for increased agriculture productivity, diversification, commercialization and the sustainable use of the nature resources. However, the recent AAP policy review (2011) identified gaps in the **agriculture sector policy frameworks** relating to climate change, notably:

- Agriculture sector is (as elsewhere) one of the major contributors to greenhouse gases (GHG) emissions in Malawi, but the policy does not make clear measures to regulate GHG emissions in agricultural activities (*inter alia* in processing tobacco, tea and coffee⁸, burning of sugar cane fields prior to harvesting, over-use of inorganic fertiliser, poor management of paddy rice).
- The policy does give a definition of “environmental friendly and sustainable”, this remains general, particularly in the context of climate change mitigation.
- The draft agriculture policy (2011) has a thematic area on CC and environment, the objective of which is to promote adaptation and mitigation technologies and interventions to minimize future adverse effects of CC on agricultural production and rural livelihoods. However the issues of CC mentioned are very broad. As the policy is still in draft, it would be opportune to specifically tackle CC in each thematic area to address adaptation and also mitigation issues.
- Promotion of conservation agriculture (CA), evergreen agriculture (EA = CA + agroforestry (AF), or other climate smart agriculture approaches (sustainable, economically profitable approaches which bring CC adaptation and / or mitigation benefits) are not articulated as policy actions towards CC adaptation; however dimba (valley bottom) production is. Conservation and evergreen agriculture have potential to contribute to both adaptation and mitigation, also reducing labour and input

⁸The agricultural and food security policy does not have objectives to control production and processing of these commercial crops which are heavy users of forest products resulting in loss of carbon sinks.

(inorganic fertiliser) requirements and securing higher / more reliable crop yields, whereas dimba production is an example of maladaptation⁹.

- Crop diversification and increasing holdings of small livestock would also be useful adaptations to CC.
- The government ambition is to maintain 6% growth on agriculture for the next five years. This is being achieved through government programmes such as the Greenbelt Initiative, Agriculture Sector Wide Approach Programme (ASWAp) and the Farm Input Subsidy Programme (FISP). This means that for the coming years, the plan is for increased use of inorganic fertilizers, conversion of forest or wetlands into agricultural land and extensive use of blue water for irrigation, activities which if not properly planned have the potential to contribute to environmental degradation (including risks of pollution of water courses, increased frequency of floods and occurrences of low river flows) and additional GHG emissions (LTS Inception Report, 2012) and not lead to the vital adaptation of agriculture to the range of scenarios being predicted due to CC.

The Department of Forestry is currently revising the **Forestry Policy**, which already includes efforts to reduce deforestation, reduce bush fires and emerging opportunities in carbon finance. The revision provides a timely opportunity to mainstream aspects of CC adaptation and also mitigation, including development of a Carbon Unit (CU), which is supported particularly by USAID for REDD+. When operational, the CU will enable Malawi to benefit from the existing and emerging opportunities to secure funding from the various carbon markets (a wide assessment of opportunities is currently being prepared by Winrock, for the World Bank under the NCCP).

Exacerbating the limited efforts directed towards addressing climate change within public sector policies, there is apparent lack of coordination between sectoral policies, resulting in gaps and lack of synergy in supporting vulnerable areas and communities resulting in disharmony. Policies that are formulated without considering the cross-links can unintentionally undermine the effectiveness of public sector policies and programs because of unaddressed conflicts between the strategies.

The Department of Climate Change and Meteorological Services (DoCCMS) have developed two policies to guide its functions and these are the **Meteorological Data Policy (2001)** and the **Draft National Meteorological Policy (2010)**.

The **Meteorological Data Policy (2001)** goal was to ensure efficient and cost effective methodical collection, quality control, storage, inventory, protection, ownership, exchange, responsibility for, usage of and access to DoCCMS weather and climate data, within the framework of various national and international agreements. The Overall Policy Objectives were to: i) ensure that DoCCMS is the sole custodian of meteorological data and information ii) ensure that meteorological data is collected, classified and safely stored; iii) ensure accessibility and timely dissemination of meteorological data to users; iv) ensure compliance on data use and exchange; v) ensure that all meteorological data is quality controlled in accordance with WMO standards and formats; vi) ensure that DoCCMS recovers cost on cost recoverable data; vii) ensure that there is proper storage and archiving and viii) ensure data security.

The **Draft National Meteorological Policy (2010)** goal is to monitor and understand Malawi's weather and climate and provide meteorological services in support of Malawi's national needs and international obligations for sustainable development. The specific policy goals are translated into the following objectives:

- a) To provide an efficient and effective system for the making, collection and distribution of meteorological data and information at national and international levels;
- b) To provide accurate weather information for efficient operation of air transport.
- c) To minimize the social and economic impacts of natural disasters through prediction and warning systems;
- d) To contribute to increased production of food and fibre through effective application of meteorological data and information;

⁹Dimbas are riverine wetlands, which play a vital role in regulating rainwater run-off, intact they act as a sponge, regulating high and low river flows. If cultivated, high and low river flows, including flooding will become more common – and their cultivation will exacerbate GHG emissions (particularly methane)