



# Malawi

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## National progress report on the implementation of the Hyogo Framework for Action (2011-2013)

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# Section 1: Outcomes 2011-2013

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## Strategic Outcome For Goal 1

### Outcome Statement:

DRR has been mainstreamed into the Draft National Disaster Risk Management (DRM) Policy, ready to be submitted to Cabinet and the process of the review of the 1991 Disaster Preparedness and Relief Act has started.

Effective implementation at all levels requires development of capacity of institutions and staff and appropriate resource allocation. In 14 out of 28 districts, the Department has stationed staff to ensure further integration of DRM principles. This representation of staff at district level also ensures effective mainstreaming of DRR in individual projects funded by Government's own sources and external resources. This is an important step that ensures projects' outcomes lead to more resilient communities, and reduced disaster risks.

## Strategic Outcome For Goal 2

### Outcome Statement:

To better use knowledge, education and innovations to promote a culture of safety and adoption of interventions that enhance resilience, including strengthened capacity for effective response and recovery from disasters at all levels, a forum was organised where DRM and climate change (CC) presentations were shared and published.

The Shire River Basin Management Project and related projects promote a strong local culture for disaster risk reduction (DRR), investment and proactive measures needed to support local development structures such as village and area development committees (VDCs and ADCs) and civil protection committees (CPCs) at district and city council and below levels for a response orientated DRR.

## Strategic Outcome For Goal 3

### Outcome Statement:

All early warning systems (EWS) related project proposals since 2010 are geared towards putting in place an effective system to identify assess and monitor national and cross border risks, leading to a people-centered early warning system strengthened at national and local levels.

Tools and mechanisms for incorporation of risk reduction preparedness, response and recovery programmes are being adopted adapted and developed in Government and together with stakeholders.

People and institutions are being made aware and motivated to participate in activities aimed at reducing risks. To develop essential skills and knowledge to integrate and manage DRR,

government actively participates in educational curricula reviews and development at all levels.

## Section 2: Strategic goals

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### Strategic Goal Area 1

*The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.*

#### Strategic Goal Statement:

The DRM policy endorsed and the 1991 Disaster Preparedness and Relief Act reviewed for enhanced planning and programming at all levels, with a special emphasis on enhancing resilience of the rural and peri-urban communities.

### Strategic Goal Area 2

*The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.*

#### Strategic Goal Statement:

Strengthened capacities and mechanisms to sustainably reduce disaster losses in lives and in the social, economic and environmental assets of individuals, communities and the nation. Strengthen coping mechanisms to increase community resilience.

### Strategic Goal Area 3

*The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*

#### Strategic Goal Statement:

The Government brings stakeholders together prior to, and after, disasters to ensure incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities. Funding and coordination are the main bottlenecks.

## Section 3: Priority for action 1

*Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.*

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### Priority for action 1: Core indicator 1

*National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.*

Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### Key Questions and Means of Verification

Is disaster risk taken into account in public investment and planning decisions?  
Yes

<b>National development plan</b>	Yes
• <a href="#">MGDS II</a> (2012) [PDF - 4.74 MB]	
<b>Sector strategies and plans</b>	Yes
<b>Climate change policy and strategy</b>	No
<b>Poverty reduction strategy papers</b>	Yes
<b>CCA/ UNDAF (Common Country Assessment/ UN Development Assistance Framework)</b>	Yes
<b>Civil defence policy, strategy and contingency planning</b>	No

Have legislative and/or regulatory provisions been made for managing disaster risk? Yes

## Description:

DRR is considered in most of strategic documents that guide the implementation development programmes. For instance, disaster risk is incorporated in the Malawi Growth and Development Strategy, Common Country Assessment, United Nations Development Assistance Framework and most of climate change programmes and projects. National Disaster Risk Reduction Framework and draft National Disaster Risk Management Policy were developed in 2010 and 2012 respectively.

Decentralization is one of the preconditions for DRR in the country. Civil Protection Committees (CPC) have been established at district, area and village. At national level, the National Disaster Preparedness and Relief Committee (NDPRC) provide policy directions on the implementation of DRM programmes and the Department of Disaster Management Affairs coordinates the implementation of DRM programmes and serves as the secretariat of the NDPRC. The National Disaster Preparedness and Relief Technical Committee and its eight (8) sub-committees (Agriculture and Food Security; Health and Nutrition; Water and Sanitation; Assessment; Shelter and Camp Management; Transport and Logistics; Early Warning and Search and Rescue) which comprise government line ministries and departments, civil society organisations, the private sector and development partners provide technical support in the implementation of DRM at national level.

At district level, there are civil protection committees which are at district, area and village levels. These are responsible for coordinating disaster risk management issues at district, area and village levels respectively.

## Context & Constraints:

The Final Draft National Disaster Risk Management Policy is yet to be approved by the Cabinet. This is expected to be done by December 2012.

The Disaster Preparedness and Relief Act of 1991 is not comprehensive enough and only makes provisions for response measures to be taken once a disaster has occurred. It is also not aligned to the HFA and thus does not provide for the mainstreaming of disaster risk management by all stakeholders.

The civil protection committees are not present in all the districts. In addition, in some districts they are existent but not functional.

## Recommendation

The implementation of the National Disaster Risk Management Policy will address the challenges through the mainstreaming of DRM in development planning and policies.

There is need to establish civil protection committees in districts where they are not existent and to revamp those that are not functional.

## Priority for action 1: Core indicator 2

*Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels*

Level of Progress achieved: 2

Some progress, but without systematic policy and/ or institutional commitment

### Key Questions and Means of Verification

What is the ratio of the budget allocation to risk reduction versus disaster relief and reconstruction?

	Risk reduction / prevention (%)	Relief and reconstruction (%)
National budget	<1	<1
Decentralised / sub-national budget	0	0

USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)	0
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#### Description:

The government does not allocate adequate resources to disaster risk reduction activities at national and district level. This hinders the implementation of DRR projects. The government provides funds for disaster response but the resources are inadequate to respond to all disasters that occur in a season and also provided late. There is no budget line for DRM in ministries/departments, city, municipal and district councils which could have been used to channel funds for implementation of DRM activities.

The Department of Disaster Management Affairs has for the past two years been lobbying for DRR funds and the creation of a budget line for DRM and efforts are still being made to that effect.

However, in districts where active NGOs are operating, districts civil protection committees have been technically and financially assisted to develop DRM plans. For instance, Balaka, Ntcheu and Phalombe districts have these plans.

## Context & Constraints:

### Challenges

There is more inflow of cash towards response as opposed to DRR (partners prefer supporting response as opposed to DRR)

The DoDMA is not provided with funds for DRR. However, funds are provided to ministries and departments for their development activities which turn out to be DRR activities. Data on finances of such activities is not disaggregated to allow for clear analysis of the total amount for DRR activities.

### Recommendation

Intensification of advocacy on the significance of investing in DRR.

DoDMA should be supported with DRR funds

There is need for a deep analysis of public funds which are provided to support DRR activities within ministries and departments

Creating a budget line for DRM in ministries and departments and city, municipal and district councils.

## Priority for action 1: Core indicator 3

*Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels*

Level of Progress achieved: 2

Some progress, but without systematic policy and/ or institutional commitment

### Key Questions and Means of Verification

Do local governments have legal responsibility and regular / systematic budget allocations for DRR? Yes

<b>Legislation (Is there a specific legislation for local governments with a mandate for DRR?)</b>	No
<b>Regular budget allocations for DRR to local government</b>	No
<b>Estimated % of local budget allocation assigned to DRR</b>	0

## Description:

District councils and civil society organisations have gained reasonable experience in implementing community based DRR initiatives such as small scale irrigation schemes, local capacity building, relocation of people from flood prone areas to safer areas, flood mitigation and flood early warning systems. Most of these initiatives are donor funded. Local governments do not make budget allocations for DRR.

## Context & Constraints:

District Councils are the basic planning and implementation units for government at the district level under the decentralization system. This level is the most important level for DRR to be integrated. However, there is no budget line for DRR in the budgets. Although civil protection committees exist at district, area and village level, lack of resources for implementation of DRR activities makes them non-functional and ineffective.

## Priority for action 1: Core indicator 4

*A national multi sectoral platform for disaster risk reduction is functioning.*

### Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

## Key Questions and Means of Verification

Are civil society organizations, national finance and planning institutions, key economic and development sector organizations represented in the national platform? Yes

<b>Civil society members (specify absolute number)</b>	10
<b>National finance and planning institutions (specify absolute number)</b>	3
<b>Sectoral organisations (specify absolute number)</b>	3
<b>Private sector (specify absolute number)</b>	14
<b>Science and academic institutions (specify absolute number)</b>	4
<b>Women's organisations participating in national platform (specify absolute number)</b>	0

**Other (please specify)**

34 Government institutions  
and 9 UN agencies

Where is the coordinating lead institution for disaster risk reduction located?

**In the Prime Minister's/President's Office**

Yes

**In a central planning and/or coordinating unit**

No

**In a civil protection department**

No

**In an environmental planning ministry**

No

**In the Ministry of Finance**

No

**Other (Please specify)**

**Description:**

The National Disaster Preparedness and Relief Technical Committee which comprise government, civil society organization, the private sector, the media, academic institutions, and development partners serves as the national platform for DRM. The Department of Disaster Management Affairs serves as the secretariat of the platform. A launch of the national platform is being planned.

**Context & Constraints:**

As the Platform has not yet been launched, coordination in country is not yet optimal given the large amount of NGO's and other stakeholders on the ground.

## Section 4: Priority for action 2

*Identify, assess and monitor disaster risks and enhance early warning*

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### Priority for action 2: Core indicator 1

*National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.*

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

#### Key Questions and Means of Verification

Is there a national multi-hazard risk assessment with a common methodology available to inform planning and development decisions? No

<b>Multi-hazard risk assessment</b>	No
<b>% of schools and hospitals assessed</b>	0
<b>Schools not safe from disasters (specify absolute number)</b>	0
<b>Gender disaggregated vulnerability and capacity assessments</b>	No
<b>Agreed national standards for multi hazard risk assessments</b>	No
<b>Risk assessment held by a central repository (lead institution)</b>	No
<b>Common format for risk assessment</b>	No
<b>Risk assessment format customised by user</b>	Yes
<b>Is future/probable risk assessed?</b>	No
<b>Please list the sectors that have already used disaster risk assessment as a precondition for sectoral development planning and programming.</b>	-- not complete --

## Description:

No significant multi hazard risk assessments have been undertaken in the country. Most risk assessments have been done by civil society organisation on one or two hazards and the assessments have been localized to their target districts. Hence, there are no agreed national standards for the multi hazard risk assessments and the format for undertaking them varies from one institution to the other. This is mainly due to lack of resources to undertake a comprehensive risk assessment.

## Context & Constraints:

### Challenges:

Lack of financial resources and technical expertise to undertake a comprehensive multi hazard risk assessment.

### Recommendations:

Mobilization of resources to undertake the multi hazard risk assessment.

## Priority for action 2: Core indicator 2

*Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities*

### Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

## Key Questions and Means of Verification

Are disaster losses and hazards systematically reported, monitored and analyzed? Yes

<b>Disaster loss databases exist and are regularly updated</b>	Yes
<b>Reports generated and used in planning by finance, planning and sectoral line ministries (from the disaster databases/ information systems)</b>	Yes
<b>Hazards are consistently monitored across localities and territorial boundaries</b>	Yes

## Description:

The Department of Disaster Management Affairs maintains a database of disaster losses which is updated regularly. Districts also keep a database of disaster losses and update them regularly. Reports regarding disasters are generated and circulated to stakeholders for use in planning. Some reports are specific to certain disasters while some, for instance, the Humanitarian Update, are general with the purpose of updating stakeholders on humanitarian situation prevailing at that particular time.

## Context & Constraints:

### Challenges:

There is inadequate capacity to quantify disaster losses in monetary terms to inform programming.

Lack of modern equipment for early warning and communication of early warning information

Flood early warning system covers only major rivers leaving out smaller rivers which equally cause problems

Inaction by community members to use early warning information

### Recommendations:

There is need for capacity building particularly on the aspect of quantifying disaster losses in monetary terms

Upgrading equipment used for collecting and disseminating early warning information

Capacity building on the interpretation of early warning information

Sensitization on the use of early warning information

## Priority for action 2: Core indicator 3

*Early warning systems are in place for all major hazards, with outreach to communities.*

Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

## Key Questions and Means of Verification

Do risk prone communities receive timely and understandable warnings of impending hazard events? Yes

<b>Early warnings acted on effectively</b>	Yes
<b>Local level preparedness</b>	Yes

**Communication systems and protocols used and applied**

Yes

**Active involvement of media in early warning dissemination**

Yes

## Description:

Early warning information is provided by the Department of Climate Change and Meteorological Services (DCCMS) and the Department of Water Services. The DCCMS operates a network of 21 surface observing stations, 27 automatic weather stations, 63 rainfall loggers, satellite receiving station and over 100 rainfall stations across the country for the purposes of producing early warning information. In addition, the DWS has water gauging stations installed in major rivers across the country for flood monitoring. The forecasts and warnings are disseminated through radio, television, internet, conference, and bulletins and newsletters. However, early warning information is not widely used by communities due to inability to interpret warning data. Consequently, there are minimal preparedness activities undertaken by community members. Generally, there are challenges with using national early warning system. Recently, some NGOs introduced community based early warning systems and indications are there that warning information generated of this is more used than that generated from the national early warning system.

## Context & Constraints:

### Challenges:

Lack of modern equipment for early warning systems

Flood early warning systems cover only major rivers leaving out smaller rivers which equally cause flooding

Ineffective channels of dissemination to affected communities

The national early warning system focuses on a few hazards, mostly floods, strong winds and drought.

The way of reporting is also haphazard as some reports are area specific while some are general. This results in the general populace losing trust in the warning information

Lack of capacity at community level to interpret and use early warning information

### Recommendations:

There is need to acquire modern early warning equipment

There is need to develop systems for other hazards like civil strife

Establish mechanisms for disseminating information to communities

Flood monitoring systems should be extended to smaller rivers

Capacity building of community members on the interpretation and use of early warning information

## Priority for action 2: Core indicator 4

*National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.*

Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

### Key Questions and Means of Verification

Does your country participate in regional or sub-regional actions to reduce disaster risk? Yes

<b>Establishing and maintaining regional hazard monitoring</b>	No
<b>Regional or sub-regional risk assessment</b>	No
<b>Regional or sub-regional early warning</b>	Yes
<b>Establishing and implementing protocols for transboundary information sharing</b>	No
<b>Establishing and resourcing regional and sub-regional strategies and frameworks</b>	No

Description:

Regional early warning information is provided by the Southern Africa Regional Climate Outlook Forum (SARCOF). The outlook provides information on projected rainfall pattern which in turn allows stakeholders to undertake preparedness activities. Neighboring countries share information in regional fora, however there are no clear cut protocols for regular transboundary information sharing.

Context & Constraints:

Challenges:

There are no regional risk assessments done

Bilateral relations with neighboring countries have not been fully utilised

Recommendations:

Mechanisms for regional hazard monitoring should be established

Regional risk assessments should be done

There is need for maximum utilization of bilateral relations

## Section 5: Priority for action 3

*Use knowledge, innovation and education to build a culture of safety and resilience at all levels*

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### Priority for action 3: Core indicator 1

*Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)*

Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### Key Questions and Means of Verification

Is there a national disaster information system publicly available? No

<b>Information is proactively disseminated</b>	Yes
<b>Established mechanisms for access / dissemination (internet, public information broadcasts - radio, TV, )</b>	Yes
<b>Information is provided with proactive guidance to manage disaster risk</b>	Yes

#### Description:

The Department does not have a concrete information sharing system but disseminates information on disasters and disaster risk reduction activities to stakeholders through a number of ways; workshops, print and electronic media, training sessions, and a newsletter known as Humanitarian Update. Part of the information is provided to stakeholders while most is provided upon request. Over 20 tele-centres have been established across the country, to be extended to all 193 constituencies by 2013. The public are access information about other countries through internet. However, there are high illiteracy levels in the rural areas such that most of the tele-centres are underutilized.

Disaster Risk Management (DRM) documents like national DRM policy, DRM operational guidelines, DRM framework for action and DRM handbook were developed and disseminated to all DRM stakeholders at all levels.. The department also produced and disseminated flyers highlighting DRM concepts including living with floods, drought, earthquakes as well as disaster risk management terms to DRM stakeholders.

## Context & Constraints:

### Challenges:

Inadequate numbers of tele-centres

High illiteracy levels particularly in rural areas which hinders people's understanding of DRM issues

### Recommendations:

There is need to increase the number of tele-centres

There is need for intensification of adult literacy as well as basic education

## Priority for action 3: Core indicator 2

*School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.*

### Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

## Key Questions and Means of Verification

Is DRR included in the national educational curriculum? Yes

<b>Primary school curriculum</b>	Yes
<b>Secondary school curriculum</b>	Yes
<b>University curriculum</b>	Yes
<b>Professional DRR education programmes</b>	Yes

### Description:

DRR related concepts have been incorporated in primary school curriculum of standards 1 and 2..Currently efforts are being to incorporate DRR concepts in the remaining classes and secondary school curriculum. The DoDMA assisted in the development of modules for degree programme on DRM and Climate Change to be offered at newly built University of Science and Technology. Short term DRR course for DRM professionals has been Introduced at one of the constituent colleges of the University of Malawi. In addition, a private university is also offering a degree course in DRM. Through the Education in Emergencies programme which is implemented by Ministry of Education, Science and Technology, District Education Managers (DEMs) were trained in education in emergencies to enhance their capacity to respond to emergencies, and to ensure that learning process is not disturbed during emergencies. Training in basic DRM issues was also provided to curriculum

developers from Malawi Institute of Education.

## Context & Constraints:

### Challenges:

There are no supplementary teaching and learning materials on DRM concepts and practices

Institutions providing DRM courses are not properly regulated

Inadequate knowledge on DRM issues by many stakeholders in the education

Limited human capacity to provide training to all primary and secondary school teaching staff

### Recommendations:

Provision of supplementary teaching and learning materials

There is need for regulation of institutions offering DRM courses

Sensitization of stakeholders in the education sector on DRM issues

Capacity building on DRM targeting primary and secondary school teaching staff

## Priority for action 3: Core indicator 3

*Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.*

Level of Progress achieved: 2

Some progress, but without systematic policy and/ or institutional commitment

## Key Questions and Means of Verification

Is DRR included in the national scientific applied-research agenda/budget? No

<b>Research programmes and projects</b>	Yes
<b>Research outputs, products or studies are applied / used by public and private institutions</b>	Yes
<b>Studies on the economic costs and benefits of DRR</b>	Yes

## Description:

The National Commission for Science and Technology is a government agency mandated to conduct research in various fields in the country. However, not much or no research at all has been done on DRM.

## Context & Constraints:

### Challenges:

Research on DRM is overlooked by the National Commission for Science and Technology and many other private institutions

### Recommendations:

There is need for research on DRM to be done

## Priority for action 3: Core indicator 4

*Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.*

## Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

## Key Questions and Means of Verification

Do public education campaigns for risk-prone communities and local authorities include disaster risk? Yes

<b>Public education campaigns for enhanced awareness of risk.</b>	Yes
<b>Training of local government</b>	Yes
<b>Disaster management (preparedness and emergency response)</b>	Yes
<b>Preventative risk management (risk and vulnerability)</b>	Yes
<b>Guidance for risk reduction</b>	No
<b>Availability of information on DRR practices at the community level</b>	Yes

## Description:

A concrete public awareness strategy is not available. However, sensitization campaigns on seasonal rainfall forecast and possible disasters projected to occur in the season are undertaken through public meetings, jingles and press conferences in both print and electronic media. Due to limited funds, most of these awareness campaigns have targeted disaster prone districts. Some district officers have been trained in DRM by both local and international institutions.

## Context & Constraints:

### Challenges

Most of the awareness campaigns and trainings have been limited to only disaster prone districts and central level officers

Absence of an awareness strategy

### Recommendations

There is need to mobilize resources to widen the target of the awareness campaign

There is need to develop an awareness strategy

## Section 6: Priority for action 4

*Reduce the underlying risk factors*

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### Priority for action 4: Core indicator 1

*Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.*

Level of Progress achieved: 2

Some progress, but without systematic policy and/ or institutional commitment

### Key Questions and Means of Verification

Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

<b>Protected areas legislation</b>	Yes
<b>Payment for ecosystem services (PES)</b>	Yes
<b>Integrated planning (for example coastal zone management)</b>	No
<b>Environmental impacts assessments (EIAs)</b>	Yes
<b>Climate change adaptation projects and programmes</b>	Yes

### Description:

Progress has been made to strengthen the link between climate change, DRR and the environment at policy and planning levels. It is now being recognised that development projects have to be formulated, monitored and evaluated with regards to DRR considerations. The Africa Adaptation Programme, a climate change adaptation programme has been developed and is being implemented and DRR stakeholders are part of this process. More often than not social and environmental impact assessment is also done by the Department of Environmental Affairs (DEA).

### Context & Constraints:

#### Challenges:

Existing guidelines on project planning do not provide specific guidance on how to assess the potential risk reduction benefits of projects or to explore the potential risks posed by development projects or tourism.

There is laxity in the enforcement of policies

Recommendation:

Consideration of disaster risks in the project formulation, appraisal and approval process as well as Environmental Impact Assessment (EIA) and Social Impact Assessment (SIA) by the government can help in understanding the benefits and negative consequences of prospective projects.

Strict enforcement of policies

## Priority for action 4: Core indicator 2

*Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.*

Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

### Key Questions and Means of Verification

Do social safety nets exist to increase the resilience of risk prone households and communities? Yes

<b>Crop and property insurance</b>	Yes
<b>Temporary employment guarantee schemes</b>	Yes
<b>Conditional and unconditional cash transfers</b>	Yes
<b>Micro finance (savings, loans, etc.)</b>	Yes
<b>Micro insurance</b>	Yes

Description:

Improving disaster risk management” is a sub theme of Theme three of the Malawi Growth and Development Strategy (MGDS).The long-term goal of sub theme three is ‘the reduction in the socio-economic impact of disasters as well as building a strong disaster management mechanism. A number of safety nets programmes are being implemented in the country in a bid to improve the livelihoods of vulnerable populations. Some of these include social cash transfers, farm input subsidy programme, public works programme, targeted food distributions, food for work programme and cash for work programme. The cash transfer programme was piloted in six districts of the country last year. The programme is being upscaled this year with an addition in the number of targeted districts and beneficiaries. The

number of beneficiaries under the public works programme has also increased this year. The Social Support (Social Protection) policy has recently been approved. This will ensure the promotion of social support programmes.

**Context & Constraints:**

**Challenges:**

Lack of adequate financial resources for the implementation of social welfare programmes to target more vulnerable population

**Recommendation:**

Resource mobilization for the programmes

**Priority for action 4: Core indicator 3**

*Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities*

**Level of Progress achieved: 3**

Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Key Questions and Means of Verification**

Are the costs and benefits of DRR incorporated into the planning of public investment? No

<b>National and sectoral public investment systems incorporating DRR.</b>	Yes
<b>Please provide specific examples: e.g. public infrastructure, transport and communication, economic and productive assets</b>	
<b>Investments in retrofitting infrastructures including schools and hospitals</b>	Yes

**Description:**

Ministry of Economic Planning and Development developed a Project Planning Manual and guidelines to support the planning process of ministries. As per the process, projects included in the Public Sector Investment Programme (PSIP) are required to undergo economic appraisal. The Malawi Growth and Development Strategy has a number of key priority areas which will contribute towards the economic development of the country. These include agriculture and food security; irrigation and water development; transport infrastructure development; integrated rural development and energy generation and supply.

A lot of development projects under these priority areas are being implemented in the country and they are contributing to reducing vulnerability of economic activities. There are also insurance, trade and finance regulations to protect economic investments. Most of these activities are not classified however, as DRR initiatives.

**Context & Constraints:**

**Challenges:**

Requirements indicated in the PSIP are mostly overlooked in development projects. Most people just look at the positive impacts development programmes without analyzing the negative impacts

DRR is mostly overlooked in public investments

**Recommendations:**

Strict enforcement of rules laid out in PSIP in development programmes

**Priority for action 4: Core indicator 4**

*Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.*

**Level of Progress achieved: 2**

Some progress, but without systematic policy and/ or institutional commitment

**Key Questions and Means of Verification**

Is there investment to reduce the risk of vulnerable urban settlements? Yes

<b>Investment in drainage infrastructure in flood prone areas</b>	No
<b>Slope stabilisation in landslide prone areas</b>	No
<b>Training of masons on safe construction technology</b>	Yes
<b>Provision of safe land and housing for low income households and communities</b>	No
<b>Risk sensitive regulation in land zoning and private real estate development</b>	No
<b>Regulated provision of land titling</b>	No

## Description:

Currently, there is no policy framework for human settlements especially for the rural setting. Building guidelines were developed by the government through the Ministry of Lands, Housing and Urban Development. Building codes also exist (in draft form) for buildings in towns, however, they do not exist for houses in the villages where most of the disasters occur.

The new land bill has provisions for making the entire country a Planning Area. The implications of this will be that even rural areas that are not subject to planning control will now be subject to planning control and this will offer the opportunity to introduce statutory land use planning that incorporates reduction of vulnerability to disasters of all communities in Malawi.

A Malawi Land Use Planning and Management Policy is being formulated and should contribute to strengthening the policy framework for promoting human settlements that incorporate disaster risk reduction elements.

For urban areas which have been subject to planning control for a long time, the challenge is that many of them are operating with outdated land use plans and in most of them where such plans exist, they do not adequately address disaster risk reduction as a key principle of planning control. Although these are planning areas, the de facto situation is that up to 60% of urban development takes place outside planning control. This is manifested in the growth of informal settlements some of which are in vulnerable locations such as steep slopes, wetlands and in flood prone areas. This is where most of the urban poor live in substandard housing.

The Building Code in use in many urban centres is also outdated and does not adequately address DRR nor green construction issues. Efforts are being made to address this situation. Construction guidelines addressing safer construction in earthquake and flood prone areas have been developed and a new national building code is under formulation through the Ministry of Lands and Housing. Masons in selected districts are being trained in the application of these construction guidelines.

## Context & Constraints:

Poverty of most people in the rural and some parts of urban areas results in their constructing weak houses which are usually damaged when affected by disasters. There is need for these people to be empowered economically. The development of a settlement policy framework as one of the UNDAF cluster plan will increase the likelihood that DRR will be incorporated in designing human settlements.

The rapid rate of urbanization (5.3%) is placing severe social, economic and environmental pressure on the urban environment. As urbanization cannot be stopped and neither is it desirable to try to do so, it is important to support strengthening of capacity of local governments to manage urbanization and make it sustainable. This includes strengthening capacity for planning, urban management, promoting access to land by the urban poor in safe locations with secure tenure, improving construction, drainage and other engineering solutions to disaster risks. Strengthening capacity of local governments for implementation of land use plans, policies and by-laws.

Disaster risk management attention has tended to focus on rural areas only. It will be important to carry out a national urban risk and vulnerability assessment in order to

determine the extent of urban risk and vulnerability and design relevant programmes to address them.

## Priority for action 4: Core indicator 5

*Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes*

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

### Key Questions and Means of Verification

Do post-disaster programmes explicitly incorporate and budget for DRR for resilient recovery? Yes

<b>% of recovery and reconstruction funds assigned to DRR</b>	?
<b>DRR capacities of local authorities for response and recovery strengthened</b>	Yes
<b>Risk assessment undertaken in pre- and post-disaster recovery and reconstruction planning</b>	No
<b>Measures taken to address gender based issues in recovery</b>	Yes

#### Description:

Government occasionally plans for recovery activities. However, funds are not provided for such activities. Provided funds only cover disaster response activities for a specified period. Nevertheless, a number of NGOs plan for and have implemented disaster recovery activities.

#### Context & Constraints:

##### Challenges:

Lack of commitment towards recovery activities by government

Lack of proper planning during project design

##### Recommendations:

There is need for more lobbying for funds for recovery activities

There is need for capacity building in project design

## Priority for action 4: Core indicator 6

*Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.*

Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

### Key Questions and Means of Verification

Are the impacts of disaster risk that are created by major development projects assessed? Yes

Are cost/benefits of disaster risk taken into account in the design and operation of major development projects? No

<b>Impacts of disaster risk taken account in Environment Impact Assessment (EIA)</b>	No
<b>By national and sub-national authorities and institutions</b>	No
<b>By international development actors</b>	No

### Description:

There is a requirement that EIAs be undertaken for all major development projects. This requirement ensures that there is an assessment of the disaster risk impacts of such major projects. Cost/benefits of disaster risk has not yet been conducted.

### Context & Constraints:

#### Challenges:

Laxity in monitoring adherence to findings of the EIAs and its recommendations

#### Recommendations:

Conducted cost/benefits analysis of DRR in general and project/program specific

Strict enforcement and regular monitoring of the major developments to ensure adherence to EIA's recommendations

# Section 7: Priority for action 5

*Strengthen disaster preparedness for effective response at all levels*

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## Priority for action 5: Core indicator 1

*Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.*

Level of Progress achieved: 4

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

### Key Questions and Means of Verification

Are there national programmes or policies for disaster preparedness, contingency planning and response? Yes

<b>DRR incorporated in these programmes and policies</b>	Yes
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<b>The institutional mechanisms exist for the rapid mobilisation of resources in a disaster, utilising civil society and the private sector; in addition to public sector support.</b>	No
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Are there national programmes or policies to make schools and health facilities safe in emergencies? Yes

<b>Policies and programmes for school and hospital safety</b>	No
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<b>Training and mock drills in school and hospitals for emergency preparedness</b>	No
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Are future disaster risks anticipated through scenario development and aligned preparedness planning? -- not complete --

<b>Potential risk scenarios are developed taking into account climate change projections</b>	No
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<b>Preparedness plans are regularly updated based on future risk scenarios</b>	Yes
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## Description:

Government is in the final stages in the development of the National Disaster Risk Management Policy which addresses disaster risk reduction issues comprehensively. One of the policy priority areas in the policy is strengthening preparedness capacity for effective response at all levels. With the efforts of the department at mainstreaming DRR, various institutions are recognizing their role in DRM, however, lack of resources is the key hindering factor at effectively taking up their roles.

The government also developed the Operational Guidelines for Disaster Risk Management which addresses the need for a comprehensive expression of roles and responsibilities of stakeholders in DRM in Malawi. The main purpose is to identify the lead organization in each phase of every hazard situation, the coordination modes that ensure action without gaps or redundancies.

The Ministry of Education, Science and Technology implements Education in Emergency programme which aims at ensuring that learning sessions are not interrupted in times of disasters.

Training and mock drills on risk reduction are done at small scale in private schools. The Department of Civil Aviation also undertakes air crash drills once every two years.

## Context & Constraints:

### Challenges:

Key challenges are lack of resources to properly implement DRM activities. Although stakeholders know their roles, most haven't yet started effectively participating due to lack of resources. There is also lack of awareness by stakeholders on their role in DRM.

### Recommendations:

Sensitization of stakeholders on their roles in DRM

## Priority for action 5: Core indicator 2

*Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.*

### Level of Progress achieved: 3

Institutional commitment attained, but achievements are neither comprehensive nor substantial

## Key Questions and Means of Verification

Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes

<b>Plans and programmes are developed with gender sensitivities</b>	Yes
<ul style="list-style-type: none"> <li>• <a href="#">Draft Food Insecurity Response plan</a> (2012) [DOC - 218.00 KB]</li> </ul>	
<b>Risk management/contingency plans for continued basic service delivery</b>	Yes
<b>Operations and communications centre</b>	No
<b>Search and rescue teams</b>	No
<b>Stockpiles of relief supplies</b>	Yes
<b>Shelters</b>	Yes
<b>Secure medical facilities</b>	No
<b>Dedicated provision for disabled and elderly in relief, shelter and emergency medical facilities</b>	Yes
<b>Businesses are a proactive partner in planning and delivery of response</b>	No

### Description:

The National contingency plan was developed and is reviewed annually. This plan takes into account gender sensitivities. The overall objective of the National Contingency Plan is to help ensure that government, development partners and civil societies mount a timely, consistent and coordinated response in times of disasters to minimise potential humanitarian consequences and ensure the early recovery of affected communities. 14 districts out of 28 also have contingency plans which are also reviewed annually. Besides government, most NGOs have contingency plans specific to their operations which can be used to supplement government efforts in times of emergencies.

Besides government, some civil society organizations stockpile relief supply to allow quick and effective response in times of disasters. The supplies comprise, food, shelter, water and sanitation materials, health kit, school kits among others. The private sector is a partner in the delivery of response initiatives in times of disaster.

The Ministry of Education, Science and Technology implements Education in Emergency programme which aims at ensuring that learning sessions are not interrupted in times of

disasters. Ministry of Health also has mechanisms put in place which ensure continued delivery of health services in times of disaster (Mobile clinics)

Search and rescue teams are not yet In place. However, plans are underway to form them and provide them with proper training.

The Ministry of Agriculture and Food Security is also actively involved in risk management through the crop weather insurance.

**Context & Constraints:**

**Challenges:**

The contingency plan is not resourced which makes its operationalization difficult

Some districts do not have the contingency plans. In addition, there are no contingency plans at community level.

Most district contingency plans have not been operationalised such that they are not reviewed if there are no funds from NGO partners

**Recommendations:**

There is need to intensify resource mobilization for operationalising the contingency plan

Contingency plans should be developed for the remaining districts and at community levels.

There is need for institutionalization of district contingency plans to allow funds to be allocated for its review

**Priority for action 5: Core indicator 3**

*Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.*

**Level of Progress achieved: 3**

Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Key Questions and Means of Verification**

Are financial arrangements in place to deal with major disaster? Yes

<b>National contingency and calamity funds</b>	Yes
<b>The reduction of future risk is considered in the use of calamity funds</b>	No
<b>Insurance and reinsurance facilities</b>	Yes

**Catastrophe bonds and other capital market mechanisms** No

**Description:**

Govt of Malawi provides funds for disaster response every year. There are plans under the coordination of United Nations Resident Coordinator's Office (UNRCO), humanitarian actors to establish a humanitarian fund which will be accessible for initial response to disasters. This fund will also be useful for conducting joint assessments. This fund however does not cover for early recovery activities. Other NGOs, have emergency funds in their respective headquarters which can be used in emergencies eg Oxfam, Malawi Red Cross Society Micro Insurance and reinsurance are provided by some banks there but not extensively used due to people lack knowledge on it. There is therefore, a need for a review of the mechanisms used in the delivery of these services.

**Context & Constraints:**

**Challenges:**

There are delays in accessing the disaster response funds from government.

**Recommendation:**

There is need to develop a mechanisms to ensure timely disbursement of disaster response funds.

There is need for sensitization on the role of insurance in providing resources for disaster response

There is need for government and humanitarian partners to find innovative means of mobilizing resources for preparedness activities

## **Priority for action 5: Core indicator 4**

*Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews*

**Level of Progress achieved: 4**

Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

### **Key Questions and Means of Verification**

Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? Yes

**Damage and loss assessment methodologies and capacities available**

Yes

**Post-disaster need assessment methodologies** Yes

**Post-disaster needs assessment methodologies include guidance on gender aspects** Yes

**Identified and trained human resources** Yes

### Description:

Damage and loss assessment methodologies are available and staff have been trained on how to use them. Officers from line ministries were trained on how to conduct a post disaster needs assessment. The exercise has been piloted in one of the districts which is frequently affected by floods. Further when a disaster of big magnitude occurs, a joint assessment exercise is undertaken. The joint mission comprises members of the government, CSO, and UN agencies.

### Context & Constraints:

#### Challenges:

There is absence of key institutions in assessment due to their lack of funds  
Training covered a few stakeholders

#### Recommendation:

There is need to train more officers at national and district level

## Section 8: Drivers of Progress

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### **a) Multi-hazard integrated approach to disaster risk reduction and development**

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?: Yes

If yes, are these being applied to development planning/ informing policy?: Yes

Description (Please provide evidence of where, how and who):

Many studies, Docs, Strategies exist: FRM, Economic Vulnerability, OG, Handbook, DRM Policy

Focus should be directed towards Multi-Hazard, Vulnerability and Risk maps

### **b) Gender perspectives on risk reduction and recovery adopted and institutionalized**

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Is gender disaggregated data available and being applied to decision-making for risk reduction and recovery activities?: No

Do gender concerns inform policy and programme conceptualisation and implementation in a meaningful and appropriate way?: Yes

Description (Please provide evidence of where, how and who):

DRM Policy has Gender perspectives strongly embedded but the implementation of these broad directions need to be further detailed.

## **c) Capacities for risk reduction and recovery identified and strengthened**

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do responsible designated agencies, institutions and offices at the local level have capacities for the enforcement of risk reduction regulations?:  
No

Are local institutions, village committees, communities, volunteers or urban resident welfare associations properly trained for response?: No

Description (Please provide evidence of where, how and who):

Some capacity does exist in the 14 Districts where ADDRMO's have been placed. In areas and villages where CPC are active there is some capacity, too. However the means or resources that these individuals and groups have, almost always needs to come from outside sources as gov't does not have budget lines for DRR and DRM at those levels.

## **d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities**

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do programmes take account of socio-environmental risks to the most vulnerable and marginalised groups?: Yes

Are appropriate social protection measures / safety nets that safeguard against their specific socioeconomic and political vulnerabilities being adequately implemented?: No

## Description (Please provide evidence of where, how and who):

Because there is not an agreed UNISDR definition, let us assume that the term, socio-environmental risks, is used for the circumstances where human activity is increasing the occurrence of certain natural environmental risks.

The Human Rights based approach is adhered to as much as possible and is coordinated through the Humanitarian Response Committee and DoDMA for DM and through DoDMA for DRR.

Proper, well informed and targeted social protect measures are implemented but the scale is inadequate.

## **e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels**

### Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Are there identified means and sources to convey local and community experience or traditional knowledge in disaster risk reduction?: Yes

If so, are they being integrated within local, sub-national and national disaster risk reduction plans and activities in a meaningful way?: Yes

## Description (Please provide evidence of where, how and who):

Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels and will be more aligned and coordinated through the DRM Platform before 2013.

## **Contextual Drivers of Progress**

### Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

## Description (Please provide evidence of where, how and who):

Institutional framework is a priority together with the implementation of the Draft DRM Policy and Operational Guidelines, The review of the 1991 NDMR Act etc

# Section 9: Future Outlook

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## Future Outlook Area 1

*The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.*

### Overall Challenges:

Enough DRR awareness across sectors to integrate RR measures in daily work.  
Localised risk maps are not of desired resolution to be able to effectively inform the mitigation of disaster risks.

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### Future Outlook Statement:

Government will ensure that DRM is mainstreamed in all sectors and at all levels, based on solid knowledge that is shared with all stakeholders.

## Future Outlook Area 2

*The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.*

### Overall Challenges:

Enough DRR awareness across sectors to integrate RR measures in daily work.  
Many focal points are overwhelmed with subjects, projects, courses, trips due to a general lack of adequate staff (numbers are just too low).

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### Future Outlook Statement:

Coordination and knowledge management needs uplifted.

## Future Outlook Area 3

*The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*

### Overall Challenges:

Resilience is difficult to achieve in a vicious circle of poverty and has been hampered by a lack of stakeholder coordination.

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### Future Outlook Statement:

Better Stakeholder coordination to ensure early incorporation of pre-defined measures and approaches to include DRR into all programmes and project dealing with preparedness, response, recovery.

## Future Outlook Area 4

*The United Nations General Assembly Resolution 66/199, requested the development of a post-2015 framework for disaster risk reduction. A first outline will be developed for the next Global Platform in 2013, and a draft should be finalized towards the end of 2014 to be ready for consideration and adoption at the World Conference on Disaster Reduction in 2015.*

### Overall Challenges:

Building capacity to enhance resilience in order for communities to cope with the most common local hazards.

In addition to that, Malawi believes that many countries including ourselves, will not have the HFA fully implemented in 2015 and that for ease of complete implementation the Priority Areas should be maintained.

## Section 10: Stakeholders

Organizations, departments, and institutions that have contributed to the report

Organization	Type	Focal Point
Government	Gov	M Kmazinga
UNDP/DoDMA	Gov	Noud (AG) Leenders, DRM Advisor to DoDMA
ActionAid	NGO	Ken Matekenya
Care	NGO	Billy Molosoni
Concern Worldwide	NGO	Manu Mwaipopo
Concern-Universal	NGO	Senard Mwale
Cooperazione Internazionale	NGO	Alexandre Castellano
EAM	NGO	Bryer Mlowoka
Goal Malawi	NGO	Ken McCarthy
World Vision	NGO	Essau Mwendo
FAO	UN & Intl	Chester Kumwenda
UNFPA	UN & Intl	N. Yasulu
UNICEF	UN & Intl	Estere Tsoka
UNRCO	UN & Intl	Atupele Kapile
WFP	UN & Intl	Duncan Ndhlovu
WorldBank	UN & Intl	Francis Nkoka