



Realising Malawi's adaptation and resilience priorities for COP26

OUTCOMES OF A WORKSHOP
HELD ON 30th OCTOBER 2020

This workshop was held to elaborate Malawi's ambition on resilience and climate change adaptation, and to identify activities and communications strategies to ensure those ambitions are profiled effectively at the 26th Conference of Parties to the United Nations Framework Convention on Climate Change (UNFCCC COP26). The workshop followed an earlier high-level roundtable hosted by Minister Nancy Tembo (Minister of Forestry and Natural Resources, Malawi) and Minister James Duddridge (Minister for Africa, UK).

Summary of outcomes

- Malawi will be successful in profiling its climate resilience and adaptation achievements and needs at COP26 if diverse parties across government and civil society coordinate effectively together. Malawi has knowledge to share from all of society.
- The delay of COP26 provides an unprecedented opportunity for greater participation by civil society in the national preparations.
- As UNFCCC focal point, the Environmental Affairs Department (EAD) should lead the process and convene a transparent and inclusive dialogue (a) to identify good practices to showcase and (b) to articulate the country's position.
- The inclusive dialogue should be particularly open to youth engagement. It is suggested that youth have their own platform to feed in to Malawi's COP26 position (as opposed to being combined with other stakeholders). This can also contribute to broader UNFCCC-related processes, including the development of the Nationally Determined Contribution (NDC).
- A COP26 position paper for the Malawi negotiating team, which summarises the key needs and asks, should be produced on the basis of the national dialogues. This can be used as a reference point for all COP delegates.
 - Issues to highlight are the potential need for ongoing capacity building (the fact that not all readiness funds have been accessed suggests capacity is lacking) and more effective climate finance at sub-national level.
- Nationally-owned communications materials that showcase good practices in adaptation and resilience across Malawi (whether supported by government, donors, NGOs, or autonomous self-help efforts) can also be developed.
 - Examples of good practice exist in climate-smart agriculture, early warning systems, watershed protection approaches, responses to tropical cyclone Idai, resettlement in Chikwawa, evaluation of climate finance at council level, the existence of the National Resilience Strategy.
- A transparent and inclusive dialogue creates additional opportunities to catalyse progress on adaptation and resilience in Malawi, for example:

- The opportunity to raise awareness and build capacity at sub-national level, including a chance to shift disaster response toward proactive disaster risk reduction and to encourage budgeting for resilience activities.
- The opportunity to champion and encourage ownership of the National Resilience Strategy (which will require many parties to implement it effectively).

Introduction

This workshop was held to elaborate Malawi's ambition on climate change-related resilience and adaptation, and to identify activities and communications strategies to ensure those ambitions are profiled effectively at COP26.

The workshop took place from 10am-12pm on Friday 30th October 2020, and was attended by a range of governmental and non-governmental participants (see Annex 1). The main aim of the session was to create an action-orientated discussion on adaptation and resilience, i.e., what needs to be done and what might this look like? As a result of the session, the findings will be used to consolidate plans for actions to be taken – and by whom – to leverage existing work and raise Malawi's profile at COP26.

In addition to national actions, the Building Resilience and Adapting to Climate Change (BRACC) programme will use these inputs to shape its work programme and partnership with other stakeholders to advance knowledge management, policy and advocacy in this area. FCDO Malawi will use outputs from the workshop to inform their communications plan for COP26.

FCDO context-setting on COP26 and ministerial roundtable

Christina Connolly, UK Foreign and Commonwealth Development Office (FCDO) Malawi Climate and Environment Advisor, provided an overview of the high-level roundtable held earlier in the month with Nancy Tembo, Malawi's Minister of Forestry and Natural Resources, and James Duddridge, UK Minister for Africa. The mandate for the roundtable was to bring together key stakeholders working on climate change and environmental issues. The event was intended to set the scene of the UK's COP26 presidency, as well as to highlight current needs and issues on climate resilience and adaptation in Malawi for Minister Duddridge.

There was limited time in the roundtable to discuss how to put the identified resilience priorities into practice, so it was decided to hold the 30th October workshop to exchange deeper technical knowledge on current work on resilience in Malawi.

The UK is hosting COP26 in Glasgow in November 2021. The conference is delayed by a year because of the COVID-19 pandemic. Nonetheless, the UK plans to capitalise on the delay to drive higher ambition on climate action among all Parties to the Paris Agreement.

At the time of the workshop, there was exactly one year to go until COP26. At this time, the UK was reaching out to all countries and urging them to be ambitious in their Nationally Determined Contributions and Long Term Strategies, aiming for net zero emissions. The UK recognises that for Malawi, with its minimal greenhouse gas emissions, the priority is to build momentum on climate adaptation and climate resilience. The UK is running five thematic campaigns during the run-up to COP26, as a way of focusing Parties' ambitions, and adaptation and resilience is one of the campaigns (see <https://www.ukcop26.org/the-conference/campaigns/>).

Overview of the road to COP26

Mairi Dupar, BRACC Hub Strategic Knowledge Management and Communications Lead, outlined key checkpoints in the run-up to COP26 (Table 1).

Table 1: Key checkpoints in the run up to COP26

Date	Event
9-19 November 2020	Race to Zero / Race to Resilience Dialogues – UN High Level Champions / Marrakech Partnership for non-state action https://www.globalresiliencepartnership.org/race-to-zero-november-dialogues-on-resilience
23 November – 4 December 2020	UN Climate Dialogues – UNFCCC Parties and others https://unfccc.int/process-and-meetings/conferences/un-climate-change-dialogues-2020-climate-dialogues
9 December 2020)	Thimphu Ambition Summit – LDC Group https://www.ldc-climate.org
12 December 2020	Ambition event led by COP26 Presidency on the fifth anniversary of the Paris Agreement – “when governments are expected to present ambitious and quality climate plans (NDCs, Long Term Strategies)” (Antonio Guterres, Boris Johnson) https://news.un.org/en/story/2020/09/1073392
25 January 2020	Climate Adaptation Summit, especially Africa Segment – Netherlands Government, Global Commission on Adaptation https://www.cas2021.com/
Still to be confirmed, 2021	Meeting of Subsidiary Bodies Under the Paris Agreement (Bonn, Germany) https://unfccc.int/process-and-meetings/conferences/bonn-climate-change-conference-sb-52-postponed-to-2021-dates-to-be-confirmed
2-12 November 2021	COP26 (Glasgow, UK) https://unfccc.int/process-and-meetings/conferences/glasgow-climate-change-conference

Updates and progress on disaster risk reduction and resilience

James Chiusiwa, Commissioner for Disaster Management Affairs, outlined the wide range of hazards to which Malawi is exposed, noting in particular the increased incidence of urban flooding (see Annex 2 for the presentation).

Progress has been made in the policy and legislative framework to modify the approach from reactive disaster response to more proactive disaster risk reduction, in line with the Sendai Framework for Disaster Risk Reduction. The National Disaster Risk Management Policy was adopted in 2015 and is due for review shortly.

The Disaster Risk Management Bill had various shortfalls, which led to modifications in the proposed Act. With the new Government, there is a need to go through the above Acts and Bills again, and they are hopeful that the Act will be discussed in the next sitting of parliament. Guidelines and regulations on disaster risk management are under development.

The National Resilience Strategy 2018-30 aims to break the cycle of food insecurity through a multi-pronged approach that includes resilient agricultural development, social protection, flood risk management and early warning, and catchment protection. It has yet to be launched but a number of development partners have programmes aligned with it, including BRACC.

Notable recent progress has been made with urban resilience and district-level implementation. Three resilience projects are currently underway in Lilongwe, Mzuzu, Zomba and Blantyre. At least 17 local authorities are benefitting from resilience building interventions, with a primary focus on food security and flood risk reduction and community involvement. Progress has also been made with decentralisation of Department of Disaster Management Affairs (DODMA) functions and resources, and since the 2019-20 financial year, the government has been providing resources which have devolved these functions to councils so authorities can have resources to deal with disasters.

Challenges remain to reducing disaster risks as much as possible, in Malawi. These include inadequate funding for disaster risk reduction (and inadequate and delayed funding for disaster response) and the weak legal framework (until the Disaster Risk Management Bill is passed). The shift from disaster response to disaster risk reduction requires longer-term approaches that are rarely feasible – although there are some 4-5 year programmes funded by development partners that are more likely to be successful in supporting communities to

build resilience. For disaster risk reduction to be successful it needs to be mainstreamed across sectors, which requires capacity and guidelines.

Updates and progress on climate change adaptation

The last COP, COP25, covered issues of National Adaptation Plans (formulation and implementation), a review of NDCs and the global goal for adaptation. There is a need for metrics to enable countries to measure progress against the global goal for adaptation. Until those are agreed, the process of Measuring, Reporting and Verification (MRV) will be difficult. At COP25, the Malawi negotiating team tried to emphasise their expectations of support for adaptation finance and meaningful collective action to address climate-related loss and damage.

In terms of outcomes from COP25, issues postponed until the next COP include the adequacy and effectiveness of adaptation support, private sector roles and public financing. There was no agreement between the Global South and Global North on how the private sector can support climate adaptation in countries like Malawi. In terms of public financing, there has been no agreement on how finance can be made available for NAPs or NDCs. Since the beginning of 2020 and going forward, countries should be updating NDCs.

Malawi is in the process of updating its NDC, with some support from NDC Partnership. The process is being coordinated by EAD and led by consultants with expertise in Malawi, and key stakeholders have been consulted. It is due to be completed in December 2020.

Q&A on presentations

- **To what extent is the lack of adequate weather and climate information a barrier? or, the inadequate communication of timely weather and climate information (i.e., climate services delivery)?**

The limited ability of weather and climate information becomes a barrier because communities that may be affected by different hazards aren't aware of the risks, and so do not take necessary action to reduce risk. However, a lot of progress is being made in developing modern climate and weather information systems. Since 2017/2018 a [Green Climate Fund-supported project on early warning systems and climate services \(MCLIMES\) has been underway, with DODMA as the lead executing agency](#). This has allowed equipment to be procured, for the Department for Water Resources, in order to collate data to generate early warning messages. For the first time in Malawi, they have lake buoys to monitor water levels. The Department of Climate Change and Meteorological Services (DCCMS) can then disseminate more accurate forecasts around the lake, and issue more accurate and timely extreme weather alerts. The Department for Water Resources is

restoring hydrological monitoring stations, which relay information to headquarters. This can be used to issue flood warnings. The MCLIMES project is also scaling up operation of a decision support system in the Central and Northern regions, with World Bank funding. This will contribute to improvement in early warning in the country.

It would serve Malawi well to quantify the improvement in weather information and reduced disaster losses, generated from the MCLIMES project. Such evidence would help the government to advocate for more resources towards similar projects.

- **Do you feel that the international climate negotiations focus sufficiently on disaster risk management; and how well do you think the international policy architecture and related finance are set up to support?**

There are lots of discussions on adaptation in the international climate change negotiations. It has been through that window that Malawi accessed funding from the GCF. Some couch these discussions as adaptation, others as disaster risk reduction – both fronts are covered in the negotiation tracks and also in the side events during COP. However, we should also look at the discussions on climate-related loss and damage. Developed countries do not want to commit resources to compensate developing countries for loss and damage. The procedures and processes to access related funding for minimisation of loss and damage via disaster preparedness (preparation for proposals, for example) are minimally supported. There is a need for capacity building for stakeholders, to help come up with a bankable proposal to be supported through mechanisms there (i.e. in addition to the readiness funds already available via GCF, Adaptation Fund, etc). Otherwise the situation will continue that relevant stakeholders will not manage to access sufficient finance.

- **Has Malawi accessed the 'readiness funds' of the GCF, Adaptation Fund, etc, which are given to help countries develop proposals?**

The Ministry for Health is making progress in discussing proposals for GCF readiness in Malawi. Malawi is not yet able to access this funding, but efforts are being made to push through the work previously done on this in 2019.

Breakout sessions

To enable effective participation, breakout groups were formed, and the following guiding questions provided to structure discussion:

- What needs to be done over the next year to ensure Malawi's needs and priorities are effectively showcased at COP26?
- How can the opportunity of COP26 be used to catalyse national level action? (including National Resilience Strategy)
- How can we ensure that Malawi is a more active participant in the international arena?

Group 1 – *(the Mural online software did not work, notes follow below):*

What needs to be done in next year to make sure needs and priorities to be showcased?

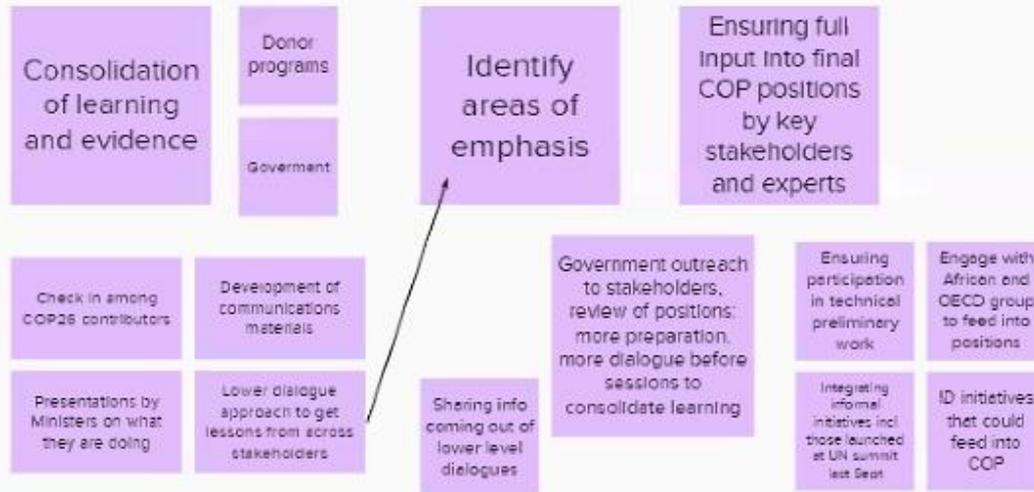
- Consolidate Malawi's key needs and asks in one document. Such a briefing document has been prepared for previous large conferences and conventions. It is helpful as a reference point for Malawian government officials.
- Consultations for COP priorities are typically only held at a high level of government. Even when local areas and communities are consulted, the subsequent reports written by government do not capture the nuances of specific issues.
- This is a missed opportunity and COP26 provides a major opportunity to do things differently, and especially to capture youth voices, because young people are highly motivated to contribute their views.
- All stakeholders should have the chance to contribute to a country position process – so that it is a true reflection of stakeholders' needs and aspirations. For instance, different organisations and groups could shape their own documents and communicate these during a national consultation period; the Ministry could then amalgamate these into a national COP position paper.
- There is appetite for greater transparency, accountability and inclusiveness from the Malawian COP delegation. In the past, position papers were developed but not really used – and feedback to the nation was lacking. Around COP26 and subsequent international negotiations processes, transparency and post-conference engagement could be much improved.
- Young people need to have their own platform on climate change issues, separate from platforms involving government departments and bigger institutions, so that they have the space to educate each other and articulate their concerns. Capacity development is needed for young people, too, so that they can be effective advocates in national political processes. This includes finding ways for young people to get involved in influencing climate-related decision-making (e.g. enhancing Malawi's NDC) and promoting transparency.
- Malawi should also seek public climate finance that is accessible to and inclusive of young people – this should not only be GCF funds but diverse sources of climate finance including at local and national levels and including public-private blended finance.
- A Malawian COP26 position paper should highlight the country's capacity building needs, i.e. that Malawi is still not accessing readiness funds.
- The issue of access to climate-smart technologies is still a very live issue in Malawi. As well as hard infrastructure, there is a need for professional skill-building in the installation, use and maintenance of climate-smart technologies.
- On the accountability agenda, the spotlight needs to shift toward climate programme accountability toward the communities that such programmes are meant to serve: not purely accountability to donors. A movement of young climate leaders is needed: young people who can understand and influence this accountability agenda.
- We need to get better at engaging and amplifying community voices in the climate programme decision-making context. There was a discussion with Concern Worldwide about how they operate, and their due diligence procedures with communities. The Concern representative agreed that NGOs should keep

challenging themselves to be better in involving communities meaningfully in decision-making and setting local priorities.

Group 2



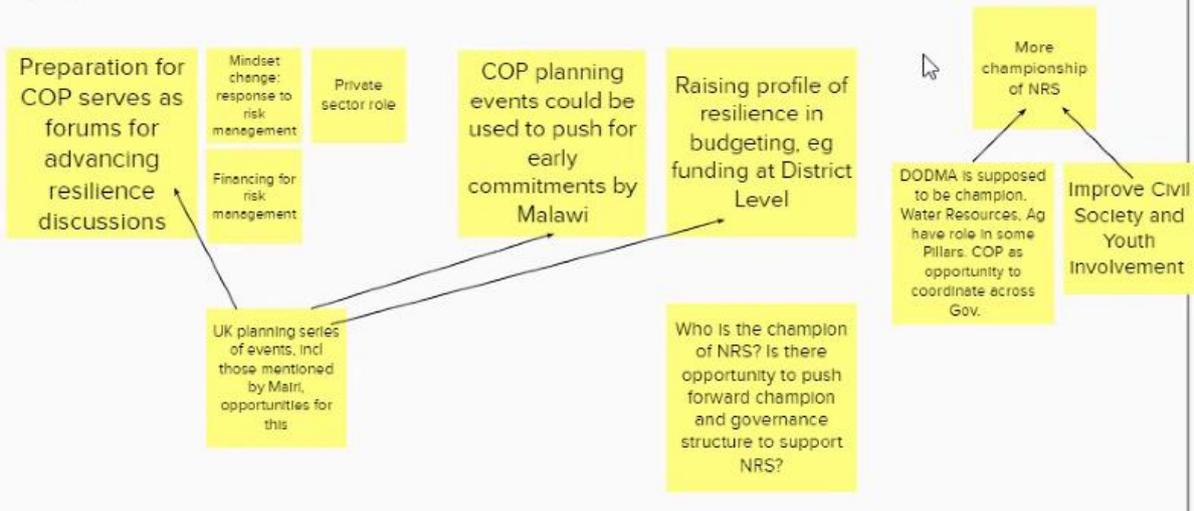
What needs to be done over the next year to ensure Malawi's needs and priorities are effectively showcased at COP26?



- Importance of ethical dialogue with stakeholders and ensuring very comprehensive input, to share lessons learned in the field and prepare for COP26. There has been, in the past, a government process for reviewing the national COP position with stakeholders, but done at the last minute without time for dialogue on areas of disagreement. A more organised approach would be welcome, involving the dialogue-based development of materials and positions.
- Input could be wide ranging and could build on technical preliminary work. Engagement with other African countries would be helpful, including the development of integrated, informal initiatives around resilience.



How can the opportunity of COP be used to catalyse national level action? (including National Resilience Strategy).



The group suggested:

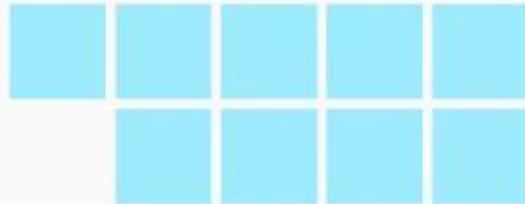
- events to push for early commitments
raise profile of resilience in funding – especially around district level funding
- championing National Resilience Strategy – among different entities in government and among young people, to develop more champions and profile.



How can we ensure that Malawi is a more active participant in the international arena?

Participation in International Processes from national citizens, not just Ministries

Independent institution leading process of engagement?



In order to push beyond just the involvement of ministries in international processes, it may be helpful to designate an institution to lead an engagement process from a broader range of Malawian stakeholders.

Group 3



It is fortunate that we have more time before COP26 – we need to make the most of this. One proposition is for EAD to convene a series of meetings to invite more engagement from stakeholders and to assign actions to stakeholders in time for COP26.

Malawi could compile its best practices: in terms of what the government and other stakeholders are doing.

- This could include progress that is being made via the MCLIMES project on generating more robust climate information, disseminating it and using it for early warning in different parts of the country. There is scope to show how MCLIMES has been effective – and how its gains could be leveraged to upskill stakeholders to adapt to climate change and build resilience more effectively.
- Malawi's decentralisation of funding for climate resilience activities to the council level could be showcased: what has funding done and what activities were undertaken? Showcase how these resources have been used and had impact.
- Malawi could feature interventions on climate smart agriculture and on catchment management – by government and non-state actors and development projects.
- There are lessons to share from the response to Cyclone Idai.

On the National Resilience Strategy, this could be a major showpiece: not just that Malawi has devised this strategy, but also the fact that more resources will be needed for its implementation and these requirements could be highlighted.

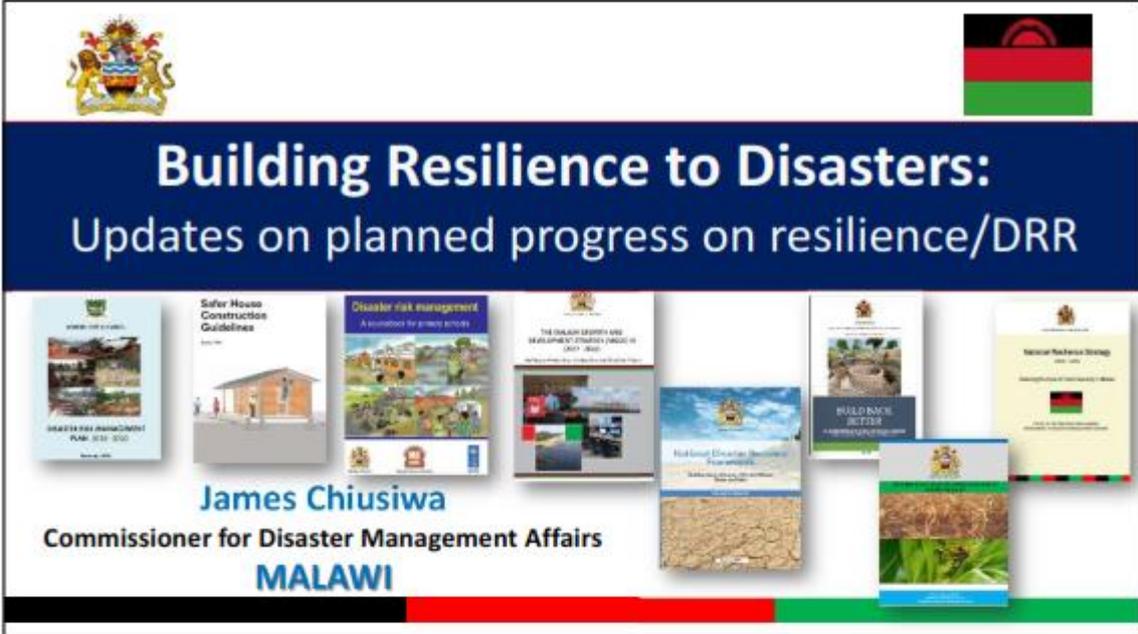
There should be a consultative process to identify good practice examples to be showcased and enable Malawian stakeholders to develop their own narratives (they haven't often had time to showcase their own materials – it is usually done by others, e.g. UNDP for MCLIMES).

In case it is of interest - if one of the Malawian national UNFCCC delegation (preferably from within government department, senior level) would make a written request to express 'demand for support', then the delegation as a whole could access training on specific technical issues and also on 'soft skills' of how to be a good negotiator, via this programme <https://casaclimate.org/training-development>. For more details on accessing this support, contact m.dupar@odi.org.uk

ANNEX 1: Attendees

Herbert Mwalukomo	BRACC Hub and Centre for Environmental Policy and Advocacy
Katharine Vincent	BRACC Hub and Kulima Integrated Development Solutions
Mairi Dupar	BRACC Hub and Overseas Development Institute
Elizabeth Venable	BRACC Hub
Lena Weingärtner	BRACC Hub and Overseas Development Institute
Sarah Wilson Knight	BRACC Hub and LTS International
Gloria Majiga	BRACC Hub and Centre for Environmental Policy and Advocacy
Christina Connolly	FCDO Malawi
Phillip Kamwendo	FCDO Malawi
Benson Linje	FCDO Malawi
Sarah Kohnstamm	PROSPER and WFP
Chris Connelly	PROSPER and Concern Worldwide
Suzanne Elder	PROSPER and Concern Worldwide
James Chiusiwa	DODMA
Mercy Malikwa	Journalist
Mathews Malata	Association of Environmental Journalists
Ruth Mkisi	National Planning Commission
Dorothy Tembo-Nhlema	Lilongwe Wildlife Trust
Julius Ng'oma	Civil Society Network on Climate Change
Dominic Nyasulu	National Youth Network on Climate Change
Joanne Lillian Chigwenembe	Malawi-Scotland Youth Partnership

ANNEX 2: Presentation by James Chiusiwa



Building Resilience to Disasters:
Updates on planned progress on resilience/DRR



James Chiusiwa
Commissioner for Disaster Management Affairs
MALAWI

Major hazards in Malawi

- Floods
- Drought/dry spells
- Landslides
- Pest infestations
- Earthquakes
- Fire outbreaks
- Accidents

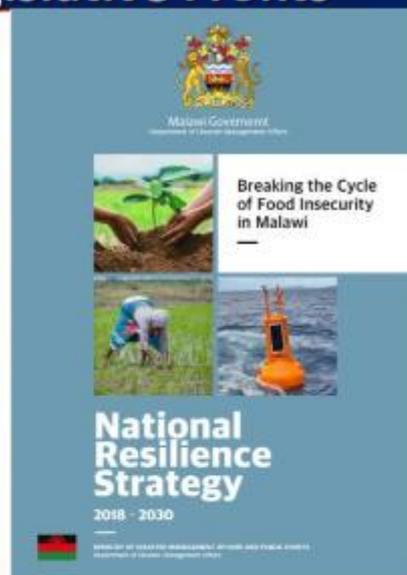


Progress on Policy and Legislative Fronts

- Government has developed a number of policy and legislative frameworks to guide DRR work in the country
- Tools and instruments to support implementation and domestication of the Sendai Framework for Disaster Risk Reduction

– National Resilience Strategy

- Primary focus is to break cycle of food and nutrition insecurity
- Considers other critical resilience-building areas, including DRR, early warning systems, catchment management and shock-sensitive social protection
- Devt partners aligning programmes to the NRS



Progress on Policy and Legislative Fronts

– National DRM Policy

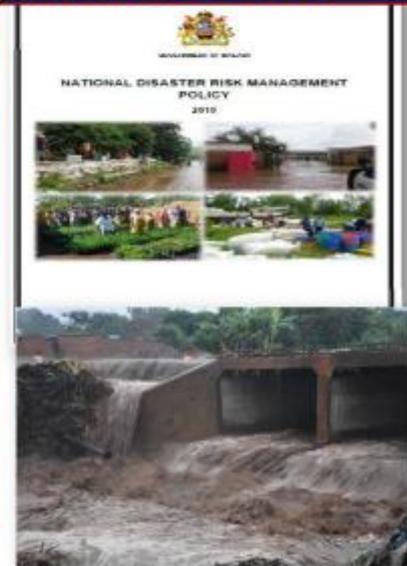
- Approved in 2015 and has assisted in shaping the DRR/Resilience landscape in Malawi
- Scheduled for review

– Disaster Risk Management Bill

- Substantial shortfalls with existing DRM law (Disaster Preparedness and Relief Act)
- The DRM Bill provides a more comprehensive framework for disaster risk management in the country

• In the pipeline:

- Development of guidelines and regulations on DRM
 - To facilitate the implementation of the new DRM law



Motivation and Opportunities

- Shift towards investment in urban resilience
 - 3 resilience projects currently underway in Lilongwe, Mzuzu, Zomba and Blantyre Cities
- At least 17 local authorities are benefitting from resilience building interventions
 - Primary focus on food security and flood risk reduction
 - More community involvement/ownership
- Progress made in decentralisation of DoDMA functions and resources
 - Local authorities have budget lines for DRM



Challenges & Way Forward in DRM

- ✓ Inadequate funding mechanism for DRM
 - ❖ Inadequate funding for DRR.
 - ❖ Inadequate and delayed funding for disaster response [Continue lobbying for govt support]
- ✓ Weak legal framework for DRM [Pass DRM Bill]
- ✓ Limited capacity in DRM at national, district and community levels [Continuous capacity building]
- ✓ Challenges in shifting mind-set from response to risk reduction [Orientation of stakeholders & DRM structures]
- ✓ Limited extent of DRM mainstreaming [Devt of mainstreaming guidelines]
- ✓ Failure to enforce regulations, standards [Provision of adequate resources for enforcement]

