



Tracking Adaptation and Measuring Development (TAMD)

Malawi Scoping Visit

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African Climate Policy Centre/International Institute
for Environment and Development

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Introduction

The objective of the scoping visit is to determine the demand for, and practicalities of, implementing the Tracking Adaptation and Measuring Development (TAMD) Monitoring and Evaluation (M&E) framework to assess adaptation/development policy in Malawi. The first step is a desk study to understand the climate policy context within Malawi. This was undertaken to inform the African Climate Policy Centre (ACPC) and International Institute for Environment and Development (IIED) joint delegation of the key policy implementing and coordination institutions, and to appraise progress in relation to climate change initiatives, and climate M&E more specifically. The second step was a workshop under the coordination of the Ministry of Environment. Finally, the delegation conducted interviews with key ministries, departments and Non-Governmental Organisations (NGOs) (see Appendix . What follows outlines the findings of the background research, workshop and interviews.

Policy Context

Malawi is making progress on the inclusion of climate change issues into national governing processes, and consistently recognises the need for a climate M&E framework. The main documents on climate change – National Climate Change Policy (NCCP) (the most recent draft available) (GoM, 2012), Climate Change Investment Plan (GoM, 2013), Joint Public Expenditure Review of the Ministry of Environment (GoM, 2013a), Training Needs Assessment for Climate Change (GoM, 2011), Capacity Needs Assessment for Climate Change (GoM, 2011a) and the National Adaptation Programmes of Action (NAPA) (GoM, 2006) – all state M&E as an aspiration, or outline implementation plans.

The Malawi National Climate Change Policy (NCCP) is the overarching guidance on climate policy (GoM, 2012). The document sets out the Government's response to climate change, the guiding principles of these actions, and more specific adaptation (e.g. food security, health and forestry) and mitigation actions (e.g. carbon emission inventory management provisions). In relation to M&E, it states the Ministry of Environment and Climate Change Management is in charge of designing indicators, district councils are the main data collectors, and the Forum on Environment and Climate Change Management is the recipient institution of information. Subsequent iterations may have shifted responsibility for designing the methodology and indicators to the M&E Division within the Ministry of Economic Planning and Development [see GoM (2013)].

The Climate Change Investment Plan outlines the proposed investment types necessary to meet objectives within the NCCP (GoM, 2013) and address the challenge of vulnerable agriculture, inadequate water management, high deforestation rates, and poor waste management. For adaptation, the priority climate change investments in Malawi are an integrated watershed management programme, improving climate change community resilience in agricultural production, climate change-proofing infrastructural development, and enhancing disaster risk reduction and management. There are additional components for mitigation including a programme to enhance Reductions in Emissions from Deforestation and forest Degradation (REDD+), a waste management and pollution control programme, and an enhanced energy saving technology programme; as well as a research, technology development and transfer component.

In terms of M&E of the Climate Change Investment Plan, the Ministry of Economic Planning and Development is assigned to lead the design of the climate M&E system, and which will broadly follow the national development-based M&E framework [referred to as the 'M&E Master plan' drafted by the Ministry of Economic Planning and Development (GoM, 2007)]. The M&E inputs are proposed to be based on a mix of technical surveys and administrative

data sources; district level officers will prepare and send reports to national institutions, who in turn, will consolidate reports for a final review by the National Climate Change Technical Committee, and endorsement will be by the Steering Committee. According to these documents, no new conceptual approach is required, but rather indicate that it is necessary to design new and more climate relevant indicators.

Climate change is one of the priorities areas within the Malawi Growth and Development Strategy II (MGDS) finishing in 2016 (Go, 2011b). This inclusion was the impetus behind the National Climate Change Policy (NCCP) (now in draft form for 3 years). The NCCP appears close to finalisation, and is awaiting approval (presently within the Office of the President and Cabinet). An accompanying implementation plan details precisely how partners should act to complete each of the focus areas.

The National Adaptation Plan (NAP) is at the initial stages, and is under the direction/coordination of United Nations Development Programme (UNDP) and the Food and Agriculture Organisation of the United Nations (FAO). At present, participants and stakeholders are working through Element A (with B and C remaining). Activities undertaken so far include an initial workshop, stakeholder training, and consultants are in the process of designing plans. Element A is expected to take the remainder of the year to complete. Representatives close to the NAP process state it is not yet clear how M&E will interact with these plans, because M&E is a medium to long-term objective with little specification to date.

Several interviews revealed that a draft national level climate M&E framework is in progress and is designed specifically to track progress on the Climate Change Investment Plan. The Ministry of Economic Planning and Development have designed new indicators that are tailored to measure changes in climate adaptation/resilience. The ACPC/IIED delegation has little detail about the conceptual approach, indicators...etc, because at the time of writing, the ACPC/IIED delegation are yet to see the draft climate M&E framework.

District interviews with officers from environment, disaster management and agricultural sectors in Nsanje confirmed there is no climate-focused M&E framework in operation at this level. The M&E that is being conducted by officers captures perhaps 20-30% of activity, and is sent on request in report form directly to national level ministries and departments in Lilongwe. Further, interviews revealed some of the barriers of implementing any such framework within the existing data management system [which appears fully operational (complete with M&E Officer and Data Management Clerk) for agriculture, forestry and fisheries]. Up until this time, there is no means to input information into the data management system on activities relating to water, environment, disasters and community development sectors. The climate M&E framework will require the creation of a 'module' for each of these areas in order to secure baselines and future data collections within the data management system.

Climate M&E Workshop

African Climate Policy Centre

Johnson Nkem provided an overview of the Clim-Dev Programme within the African Climate Policy Centre, and the Clim-Dev Special Fund. The Clim-Dev Programme aims to enhance the effectiveness of climate policymaking in African governments, especially through the use of climate information services, and the Clim-Dev Special Fund is the key financing mechanism. Activities contribute to improvements in technical capacity, establishing or strengthening knowledge management and communication capacity.

National Climate Change Programme

Jane Swira from the National Climate Change Programme provided an overview of the present state of climate policy in Malawi. The overview ran as follows: the NAPA (GoM, 2006) calls for the establishment of the NCCP; the NCCP ensures every sector has an overall directive to guide adaptation and mitigation (GoM, 2012), and other key climate-related issues in Malawi; in terms of finalisation, the Cabinet amendments have been drafted; it is now awaiting inputs from the Office of the President and Cabinet before being finalised, but there is no precise timeline for finalisation; the implementation plan of the NCCP is designed to enable the monitoring of the actual strategies within the NCCP; whilst the National Adaptation Plans (NAP) are only starting now to guide specific adaptations for sectors, and which will be supplemented by an overarching national level NAP.

Ministry of Finance, Economic Planning and Development

Mr Kumbukani gave the main government presentation from the M&E Division of the Ministry of Finance, Economic Planning and Development. From the outset, Mr Kumbukani stressed climate adaptation is a multi-sector and multi-level issue, requiring a large selection of indicators to measure progress over time. This latter aspect has resulted in a complex climate M&E design to facilitate local-national linkages and ensure centralised aggregation capacity. Though the main challenge related to the implementation and consolidation of climate M&E at national and district levels.

Mr Kumbukani states the climate M&E framework is designed to standardise tools and metrics, specifically to establish progress on the Climate Change Investment Plan (GoM, 2013). Hitherto assessments have been report-based from sectoral and donor evaluations to demonstrate progress on the relevant key process indicators of the MGDS. Careful provisions have been made in the climate M&E framework to ensure the needs of the many actors involved with implementing climate change related interventions are reflected in the design.

Key areas to finalise in the climate M&E framework include: a) prioritisation of adaptation and mitigation indicators; b) development of adequate baseline measures; c) database improvements to incorporate all key climate related sectors; and d) establish and train prominent personnel within sectors to implement and maintain climate M&E measures.

Sipho of the Ministry of Finance, Economic Planning and Development outlined strengths and weaknesses of the M&E system and its potential application to climate interventions. Positives include the strong on-going coordination on climate issues and the existing data management system in place for development M&E systems; weaknesses include the lack of an implemented climate M&E framework, limited resource capacity at the district level, and weaknesses in technical capacity for evaluating climate adaptation at all levels.

International Institute for Environment and Development

Susannah Fisher of IIED presented the TAMD framework, and its application to Least Developed Countries (LDCs) over the past three years. The broad message was that TAMD is an M&E framework designed specifically to assess climate resilience/adaptation programmes. There are two tracks of assessment: Track 1 focuses on climate risk management processes by appraising the integration of climate into policy design, development and decision-making processes; Track 2 concentrates on policy contributions to development and resilience/adaptation outcomes, documenting changes in climate resilience, vulnerability or economic wellbeing. Linkages are made across and within the two tracks by

using theories of change. The whole M&E process contributes to the climate risk management, through either the institutionalisation/assessment of risk management processes (Track 1), or via the utilisation of evidence gathered on policy contributions in the country context.

The case for implementing TAMD relates to issues such as: a) maximising value-for-money in adaptation/resilient development policy; b) learning about best development practices under climate stress; c) planning formal responses to address climate risks within a given context; and d) using M&E information to demonstrate the effective use of funds and thus build evidence to mobilise climate finance. Particular attention was given to the merits of adopting an effectiveness-based approach that privileges outcomes, relative to result-based frameworks that focus on policy outputs and thus efficiency.

There is no universal or standard application of the TAMD framework. TAMD can be applied differently depending on country needs - from guidance on design and policy evaluation, to simply establishing parameters to analyse ex-post programme data. The different application contexts rest on: planning tools for local funds, single intervention applications, sector level application, and retrospective analysis of past/existing national data systems.

Feedback and Next Steps:

Feedback

Several representatives for different Departments and Ministries called for further training on the central premises of the TAMD framework. Further learning is necessary to fully understand the focus on effectiveness and outcomes, and evaluation of institutional climate risk management using scorecards. In addition, more in-depth discussions are to take place to agree the relevant type of implementation for the climate policy landscape of Malawi. Any solutions need to consider low levels of infrastructural climate proofing, the high levels of community-based adaptation, and the need to communicate local information upwards to show progress on national objectives. This maybe suggests the need for a multi-level approach using districts, sectors and national level coordinating bodies.

Representatives from the UNDP Malawi foresee the need for a broader engagement with a great number of relevant actors. From their perspective, the optimal entry point is the Climate Change Program, the Ministry of Finance, Economic Planning and Development, and more climate-focused representatives within the Department of Environmental Affairs.

Next Steps

Key personnel within the Ministry of Finance, Economic Planning and Development believe it is possible to assimilate their progress on the climate M&E framework with the TAMD approach in order to establish and implement a climate M&E for the Climate Change Investment Plan. They are making contact with ACPC to officially indicate demand for assistance and collaboration. The next step is to begin a Memorandum of Understanding that can make explicit the areas of collaboration between the Ministry of Finance, Economic Planning and Development, the Department of Environmental Affairs and the ACPC.

The following engagement will involve a thorough appraisal and mapping of institutions, data systems, adaptation/resilience based investments within Malawi. This will particularly focus

on existing data systems operating at national and district levels, and emerging policies such as the NAP, as means to improve the likelihood of future sustainability. From this exercise, an in-country partner should become apparent with the necessary technical capacity and the ability to convene government and non-government institutions relating to the climate M&E framework.

References

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GoM. 2011b. Malawi Growth and Development Strategy II. Lilongwe: Malawi Government Publication.

GoM. 2012. National Climate Change Policy. Lilongwe: Malawi Government Publication.

GoM. 2013. Climate Change Investment Plan. Lilongwe: Malawi Government Publication.

GoM. 2013a. Joint Public Expenditure Review of MoE. Lilongwe: Malawi Government Publication.

Further Reading

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GoM. 2011c. Sector Policies Responses to Climate Change in Malawi: A Comprehensive Gap Analysis. Lilongwe: Malawi Government Publication.

GoM. 2012. National Climate Change Response. Lilongwe: Malawi Government Publication.

GoM. Date Unspecified. Delivering Together on Climate Change for Malawi: Proposed Implementing Framework. Lilongwe: Malawi Government Publication.

Appendix A

Interviewees – 23rd-27th March

Name	Institution	Role
Michael Makonombera	Department of Environmental Affairs	Assistant Director
Shamiso Najira	Department of Environmental Affairs	Chief Environment Officer
Ben Yassin	ENRM Project – Dept of Environmental Affairs	Environment Officer
Sipho Billiat	Ministry of Finance, Economic Planning and Development	Climate Change Specialist
Mr Kumbukani	Ministry of Finance, Economic Planning and Development	M&E Specialist
Mr Peterson	Ministry of Finance, Economic Planning and Development	Deputy Director – M&E Unit
Fyawupi Mwafongo	Dept of Disaster Management Affairs	Principal Relief and Rehabilitation Officer
Steven Makungwa	PERFORM Project - Dept of Environmental Affairs	Carbon Auditor
Ramzy Kanaan	PERFORM Project - Tetra Tech	Chief of Party
Sothini Nyirenda	UNDP	Programme Analyst – Climate Change
Sarah Mclvor	UNDP	Programme Analyst – Climate Change
Victoria Geresomo	Malawi Vulnerability Assessment Committee	Deputy Director
George Chimseu	Malawi Vulnerability Assessment Committee	Technical Advisor