GOVERNMENT OF THE REPUBLIC OF MALAWI

MINISTRY OF FINANCE, ECONOMIC PLANNING AND DEVELOPMENT

MALAWI FLOODS EMERGENCY RECOVERY PROJECT.

CAPACITY ASSESSMENT STUDY OF THE MALAWI DEPARTMENT OF DISASTER MANAGEMENT AFFAIRS

FINAL REPORT

Submitted By:

GAH CONSULTING
RESULTS THAT LAST

FEBRUARY 2017

PROJECT INFORMATION

Assignment Name	Capacity Assessment Study of the Malawi Department of Disaster Management Affairs.
Project	Malawi Floods Emergency Recovery Project (MFERP)
Client	Ministry of Finance, Economic Planning and Development
Country	Malawi
Document Version	1.0
Version Date	10th February 2017

TABLE OF CONTENTS

PROJECT INFORMATION i
ACRONYMS AND ABBREVIATIONS iii
ACKNOWLEDGEMENT iv

1 INTRODUCTION 1
1.1 Background and Context 1
1.2 Purpose and Objective of the Capacity Assessment Study 3
1.3 Objectives of the Capacity Assessment of DoDMA 3
1.4 Scope of the Capacity Assessment 3
1.5 Structure of the report 4

2 METHODOLOGY 5
2.1 Kick-off Meeting/Inception Meeting 5
2.2 Review of Documents 5
2.3 Pre-Assessment Consultations with DoDMA's Personnel 5
2.4 Preparation of Inception Report and Assessment Tools 5
2.5 Methodology Validation Workshop 5
2.6 Institutional Capacity Assessment Levels 6
2.7 Data processing and Report writing 7
2.7.1 Data analysis and synthesis of information 7
2.7.2 Preparation of the Institutional Capacity Assessment Report 7
2.7.3 Validation Workshop on Preliminary Findings 7
2.7.4 Capacity Development Action Plan and Monitoring Framework 7

3 MAIN FINDINGS AND RECOMMENDATIONS 8
3.1 CAPACITY NEEDS OF DoDMA 8
3.1.1 Institutional Level 8
3.1.2 Organizational / Departmental Level 24
3.1.3 Individual Level 34
3.2 SWOT Analysis of DoDMA 35

4 CONCLUSION 38

5 ANNEXES 39
Annex 1: References 39
Annex 2: List of Institutions and Stakeholders consulted 40
Annex 3: Current Institutional structure for DoDMA 2016. 42
Annex 4: Proposed new Institutional structure for DoDMA 2017. 43
Annex 5: Summary results from DoDMA staff questionnaire. 44

ACRONYMS AND ABBREVIATIONS

ACPC - Area Civil Protection Committee
ADDRMO - Assistant District Disaster Risk Management Officer
AfDB - African development Bank
BCPC - Block Civil Protection Committee
CCPC - City Civil Protection Committee
CEC - City Executive Committee
CNA - Capacity Needs Assessment
CPC - Civil Protection Committee
CSO - Civil Society Organisation
DCCMS - Department of Climate Change and Meteorological Services
DDP - District Development Plan
DDRMO - District Disaster Risk Management Officer
DFiD - Department for International Development
DHRMD - Department of Human Resource Management and Development
DoDMA - Department of Disaster Management Affairs
DPSM - Department of Public Service Management
DR&R - Disaster Response and Recovery
DRM - Disaster Risk Management
DRR - Disaster Risk Reduction
ECA - Economic Commission for Africa
EoC - Emergency Operational Centre
EWS - Early Warning System
GIS - Geographical Information System
GoM - Government of Malawi
HFA - Hyogo Framework of Action
HRM - Human Resource Management
ICT - Information Communication Technology
IDRL - International Disaster Response Law
IFRC - International Federation of Red Cross and Red Crescent Societies
KII - Key Informant Interviews
M&E - Monitoring and Evaluation
MCC - Mzuzu City Council
MCCP - Mzuzu City Contingency Plan
MDA - Ministries Departments and Agencies of Government
MDF - Malawi Defence Forces
MDRF - Mzuzu Disaster Recovery Framework
MGDS - Malawi Growth and Development Strategy
MLGRD - Ministry of Local Government and Rural Development
MPS - Malawi Police Services
MRCS - Malawi Red Cross Society
NGO - Non-Governmental Organisation
ORT - Other Recurrent Transactions
OVP - Office of the Vice President
PDNA - Post Disaster Needs Assessment
PPM - Project Planning and Management
SCI - Save the Children International
SDG - Sustainable Development Goals
SFA - Hyogo Framework of Action
SWOT - Strengths, Weaknesses, Opportunities and Threats
UN - United Nations
UNDP - United Nations Development Programme
UNFPA - United Nations Population Fund
UNICEF - United Nations Children's Fund
VCPC - Village Civil Protection Committee
WB - World Bank
WCPC - Ward Civil Protection Committee
WFP - World Food Programme
WHO - World Health Organisation
WVI - World Vision

ACKNOWLEDGEMENT

The following are acknowledged for their contribution to the Capacity Assessment of DoDMA:

The OVP-DoDMA especially Mr. Ben Boloto (*Principal Secretary*), James Chiusiwa (*Director DRR*), Deputy Director DRR, Director DR&R, and Dyce Nkhona (*Deputy Director DR&R*) for their technical support and oversight role during the capacity assessment.

The Technical, Support and lower staff of all DoDMA sections for participating in the assessment exercise by responding to the staff questionnaire, key informant interviews, focus group discussions, provision of key document for review.

The World Bank through the Malawi Floods Emergency Recovery Project for funding the study. Specifically, Mr. Dickxie Kampani (Project Manager), Goli Mwanza and other staff of the Project Implementation Unit/ MFERP are appreciated.

The Focal persons of the 11 Technical Sub Committees /Cluster for accepting to participate in the consultative discussions and also provide key documents for review.

The Development Partners (UNDP, UNICEF, UNFPA, WFP, and World Bank) and CSOs/NGOs involved in DRM activities in Malawi for accepting to participate in the consultative discussions and validation workshop, and provision of key documents for review.

District and urban council officials for accepting to respond to the interviews. Specifically, appreciation to Dr. MAcloud D.A Kadam'manja and the District Commissioner of Lilongwe (Mr. Gift Kamphambe) and Chikwawa (Mr. Bester Mendere), ADDRMOs and Desk Officers.

The focal persons of District CPCs, Area CPCs, Village CPCs and Ward CPCs in the southern region (Chickwawa district), central region (Lilongwe rural) and northern region (Mzuzu city council) for accepting to be interviewed and share their knowledge and experiences in DRM.

The team of consultants from AH Consulting Ltd especially Paschal Baylon Ntanda (Team Leader), Patrick Okuma (Co-Team Leader), Joseph Oriekot (Project Director), Herbert Rwamibazi (MD), Diana Nabukenya Katto, and technical support staff (*Betty Namutebi, Christine Nanyombi and Denis Mangeni*) for their input towards the successful completion of the assignment.

1 INTRODUCTION

1.1 Background and Context

Globally, over the last 10 years, disasters have continued to exact a heavy toll and, as a result, the well-being and safety of persons, communities and countries as a whole have been affected (UN 2015). Over 700 thousand people have lost their lives, over 1.4 million have been injured and approximately 23 million have been made homeless as a result of disasters. Overall, more than 1.5 billion people have been affected by disasters in various ways, with women, children and people in vulnerable situations disproportionately affected.

Evidence indicates that exposure of persons and assets in all countries has increased faster than vulnerability[1] has decreased, thus generating new risks and a steady rise in disaster-related losses, with a significant economic, social, health, cultural and environmental impact in the short, medium and long term, especially at the local and community levels (UN 2015). Recurring small-scale disasters and slow-onset disasters particularly affect communities, households and small and medium-sized enterprises, constituting a high percentage of all losses.

In Malawi, owing to the increasing frequency and intensity of disaster events during the past two decades, it has increasingly become evident that these occurrences should no longer be considered as emergencies because they are quite predictable. Additionally, experience has clearly shown that 'single-dose' interventions usually planned in an emergency have failed to produce lasting solutions to these problems. This situation is compounded by the ever-increasing list of hazards, of which some have occurred as direct or indirect impacts of climate change[2].

Malawi is exposed to a number of natural and human-induced hazards. Such disasters include floods, drought, stormy rains, strong winds, hailstorms, landslides, earthquakes, pest infestations, disease outbreaks, fire and accidents (*DoDMA Operation Guidelines 2016*). The impact, frequency and scope of natural hazard induced disasters in Malawi have intensified in the past two decades and are likely to worsen with climate change, compounded by other factors such as population growth (3.2%) and environmental degradation[3] (OVP-DoDMA *& UNDP Mapping of Disaster Preparedness Actions, 2016*). Although most of the hazards can occur in all 28 districts of the country, 15 of these are more prone than others and were classified as the most disaster-prone districts by DoDMA.

The Department of Disaster Management Affairs (DoDMA) was established in 1992 by the Disaster Preparedness and Relief (DPR) Act (1991) which was enacted after the Phalombe floods catastrophe to coordinate and implement

[1] Vulnerability is defined in the Hyogo Framework for Action as: "The conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards".
[2] Assessment report on mainstreaming and implementing disaster risk reduction measures in Malawi-Economic Commission for Africa (ECA) and the United Nations Office for Disaster Risk Reduction (UNISDR).
[3] As of 2006 there were six districts vulnerable to climate related disasters, 9 by 2009, 15 by 2012 and the 2016 disaster has impacted 24 out of 28 districts. Source: NAPA and National Disaster Profile.

measures to alleviate effects of disasters[4]. The DPR Act of 1991 provided for the establishment of DoDMA with the mandate to coordinate and direct Disaster Risk Management (DRM) programmes in the country in order to improve and safeguard the quality of life of the people of Malawi, especially those vulnerable to and affected by disasters.

Vision and Mission of DoDMA:

Vision: A highly reliable, efficient and proactive DRM coordinating institution that, in turn, is socially, politically and economically vibrant and sustainable.

Mission: To effectively coordinate the implementation of DRM programmes through overseeing disaster prevention, mitigation, preparedness, and response and recovery activities.

With the ultimate goal to minimize the loss of lives, damage to property and environmental degradation so as to contribute to the socio-economic development of the country, DoDMA's medium term projections are as follows:

i. Reduce the social, economic and environmental impact of disasters by 29%[5];
ii. Ensure that 70% of households in disaster prone areas practice safety and resilience measures;
iii. Ensure that 85% of households in disaster prone areas acknowledge improvement in service delivery; and
iv. Ensure that 60% of beneficiary households and implementing stakeholders in disaster prone areas comply with the provisions of the policy, legal and regulatory frameworks.

In order to achieve and sustain these medium-term targets, DoDMA is organized into two technical divisions as follows:

i. Disaster Risk Reduction Division - responsible for the coordination of the implementation of disaster risk reduction programmes such as: disaster preparedness, prevention and mitigation; hazard risk assessment and mapping programmes aimed at reducing the occurrence of disasters, and minimizing its harmful effects on the community, property and the environment; and

ii. Disaster Response and Recovery Division –responsible for the coordination of the implementation of disaster response and recovery programmes such as: relief and rehabilitation activities during or immediately after a disaster, directed towards saving lives and livelihoods and dealing with the immediate damage caused by disaster. The division will also be responsible for the management of ware houses which will be stocking relief items.

[4] DoDMA Functional Review Report, July 2012. Government of Malawi.
[5] The target specifically includes reducing the adverse impact of floods on GDP from 0.7% to 0.2%.

1.2 Purpose and Objective of the Capacity Assessment Study

The institutional capacity assessment of DoDMA emerged from experiences and lessons learnt by government, Civil Society Organisations and Development Partners in the coordination and implementation of disaster risk management activities in the country. Despite the fact that the Government of Malawi recognizes disasters as one of the key factors hindering economic growth and poverty reduction and the need to shift from a 'disaster response culture' to that of 'disaster risk management', limitations in institutional resources (physical and financial) and trained staff continue to affect the Department's ability to effectively coordinate the implementation of DRM programmes by various stakeholders in the country. Given the importance of hydro-meteorological events in Malawi, the role of DoDMA vis-à-vis institutions that have a mandate in climate change adaptation needed to be analysed. The assessment took into account the capacities of national and local authorities and communities in managing recovery processes.

1.3 Objectives of the Capacity Assessment of DoDMA

The objectives of the capacity assessment were as follows:

i. To provide DoDMA with a clear picture of capacity constraints and capacity development opportunities. For the leadership of DoDMA, the assessment aimed to provide benchmark information on the organizational and functional capacity and to identify capacity gaps that would form the basis for recommending appropriate interventions that would constitute the capacity development plan.
ii. To provide DoDMA with a feasible action-oriented plan aimed at addressing the capacity challenges identified by the assessment and consequently contribute to articulating and formulating DoDMA's strategic plan.

1.4 Scope of the Capacity Assessment

The scope of the study was to conduct an assessment of DoDMA's institutional capacity to deliver on its mandate, responsibilities and functions, and to identify and develop realistic and feasible capacity development strategy(ies) to strengthen DoDMA's system, processes and capacity. The scope of the study was been categorized as follows:

i. Institutional Capacity Assessment of DoDMA

The Institutional Capacity Assessment focused on DoDMA's key organizational, technical and functional capacity in light of the current vision, mission, values and mandate and assessed the degree to which DoDMA's structure and sections are aligned to deliver its mandate. Specifically, the assessment focused on the capacity and effectiveness of DoDMA to perform its functions in disaster mitigation, preparedness, response and recovery. The study also looked at the role of other institutions in undertaking these functions and how they interface with DoDMA. While the assessment mainly looked at capacity inside the boundaries of the organization, it also took into consideration how that capacity is also shaped and influenced by the context (i.e. administrative, legal, political, economic environment in which the organization operates).

The capacity assessment mainly focused on organizational and human resources.

ii. Capacity Development Strategies and Plan

The findings and recommendations of this institutional capacity assessment report provide inputs for concrete, realistic, feasible and time-bound Capacity Development Strategies and Action Plan. The Capacity Development Plan provides specific interventions for each of the six capacity areas identified in the Terms of Reference – that is, governance; policy and procedures; functional analysis; human resources; operational and financial management; and infrastructure.

1.5 Structure of the report

This report presents the findings of the study carried out in Malawi between December 2016 and January 2017. It assesses the Capacity of DoDMA to deliver on its mandate, identifies gaps and challenges and makes proposals for Capacity Development. The report is presented in four sections.

Section One presents the Introduction, background and objectives, as well as the tasks carried out in the context of the study. **Section Two** outlines the methodological approaches and the conceptual framework used to assess thee Institutional Capacity of DoDMA. **Section Three** presents the assessment findings and associated recommendations for improvement, and also presents results of the SWOT analysis. **Section four** presents the main conclusions of the study. Annexes are attached indicating the list of stakeholders consulted, current and proposed new institutional structure of DoDMA, and the summary results from the staff questionnaire.

2 METHODOLOGY

The institutional capacity assessment of DoDMA was guided by the terms of reference and was carried out using both quantitative and qualitative approaches. They included a kick-off / Inception meeting of the consultant and DoDMA management team, collection and review of documents, pre-assessment consultations with key staff of DoDMA, preparation of an inception report and assessment tools, and a methodology validation workshop with DoDMA Management. The detail methodology is presented detailed below.

2.1 Kick-off Meeting/Inception Meeting

An inception meeting was held with DoDMA team on 5th December, 2016. The objective of the meeting was to officially kick off the assignment and to discuss and agree on key dates and activities for the implementation of the assessment. The meeting enabled the identification of respondents to be consulted, discussed criteria for selection of districts to be visited by the consultants, identification and collection of documents for review.

2.2 Review of Documents

The purpose of the desk-based review of documents was to enhance the consultant's understanding of DoDMA environment, the key stakeholder relationships, and to inform the process of developing data collection tools. The document review provided the consultant with secondary information relevant to the study. Annex 1 shows list of documents reviewed.

To gain insight into disaster risk management issues and approaches used in other countries, particularly those within the region, the consultant also reviewed documents and or literature on neighbouring countries with similar disaster occurrences to benchmark their programs and structuring of their Disaster Risk Management Agencies and or interventions.

2.3 Pre-Assessment Consultations with DoDMA's Personnel

To inform the preparation of the Inception Report, preliminary interactions were held with Heads of Sections of DoDMA and relevant support staff of the Office of the Vice President and Minister of Disaster Management Affairs on the 6th and 7th of December, 2016. The heads of sections provided an overview of their respective roles in disaster management and the stakeholders they work with that may be consulted during the assessment.

2.4 Preparation of Inception Report and Assessment Tools

The Inception Report was prepared that detailed the implementation methodology, the assessment design, the work plan to be followed with specific dates, the instruments (tools/checklists) for data collection, and categories of stakeholders to be consulted (data sources). The approved inception reported formed the basis for execution of the assignment.

2.5 Methodology Validation Workshop

The Inception Report and the Assessment Tools were presented to stakeholders during a half-day Validation Workshop on 12th December, 2016. The workshop served to finalize and validate the methodology and workplan of

the study. The Inception Report and Assessment Tools were refined to incorporate comments and inputs from participants of the validation workshop.

2.6 Institutional Capacity Assessment Levels

The institutional capacity assessment was conducted with stakeholders that have a bearing on Disaster Risk Management at National and District levels. To expedite the consultation and data collection process, the consultant was assisted by DoDMA to make appointments with the respective target respondents. The list of respondents consulted is presented in Annex 2.

In keeping with the ToRs, the institutional capacity assessment was carried out at three interdependent and interlinked levels namely; environment, organizational and individual as elaborated below:

i. **Institutional/Environment Level:** Analyzing the environment helped to identify the contextual factors that determine the achievement of the mandate of DoDMA including opportunities, constraints and conflicts within the greater system. The specific capacity issues that were analysed at the institutional level included:
   - Policies
   - Laws and regulations
   - Relationships
   - Institutional culture and social norms

ii. **Departmental Level:** Issues assessed included the structures and processes that support DoDMA to fulfill its objective. The main areas of focus during the institutional capacity assessment included:
   - Mandate (Vision, Mission and Values)
   - Organizational structure
   - Systems
   - Processes
   - Strategies
   - Tools
   - Staffing
   - Culture

   The rationale for department assessment was to determine the adequacy and functionality of the structures, processes and systems to facilitate delivery of DoDMA's mandate.

iii. **Individual Level:** Areas assessed at the individual level included skills, knowledge, experience and attitudes of the staff within the Department. Self-administered staff survey questionnaire was also used.

2.7 Data processing and Report writing

2.7.1 Data analysis and synthesis of information

a) ***Quantitative Data analysis***

Quantitative data, from the staff questionnaire, were analysed using descriptive statistics (e.g. means, frequencies and percentages) of different variables generated in STATA 12, Statistical Package for Social Scientists (SPSS 17) and MS-Excel 2013.

a) Qualitative data analysis

Qualitative data collected, especially from consultative discussions and key informant interviews (KIIs), was analysed qualitatively using thematic, content and discourse analysis. The findings were used to strengthen the interpretation of the quantitative findings and provide additional information.

2.7.2 Preparation of the Institutional Capacity Assessment Report

This Institutional Capacity Assessment Report has been prepared from analysis and synthesis of information gathered using the Institutional Assessment Tools.

2.7.3 Validation Workshop on Preliminary Findings

A half-day validation workshop on the preliminary findings of the assessment was held with DoDMA and other stakeholders on Thursday 2nd February 2017 at Golden Peacock Hotel in Lilongwe City Centre, to discuss the draft capacity assessment report. The comments and suggestions from the participants informed the refinement of the Institutional Capacity Assessment Report and also served as a pre-requisite for acceptance of the final report.

2.7.4 Capacity Development Action Plan and Monitoring Framework

Using the information and recommendations contained in the Institutional Capacity Assessment Report, and inputs from the stakeholders who participated in the validation of the draft final Capacity Assessment Report 2017, a draft Capacity Development Plan (CPD) was prepared outlining the proposed capacity development activities/interventions to address the identified capacity needs. The costs for the proposed capacity development interventions was estimated and a proposed time schedule for the implementation of the CPD is also provided. A monitoring framework to measure progress of the capacity development plan over time was also developed based on the institutional capacity status as baseline. The M&E framework was costed.

3 MAIN FINDINGS AND RECOMMENDATIONS

This section presents findings of the capacity needs assessment of DoDMA and makes proposals for its improvement. The capacity of the department is presented here at three levels; Enabling Environment, Departmental and Individual levels. This report outlines the capacity development needs of DoDMA which thereafter informed the preparation of a Capacity Development Plan with its M&E framework for the Department.

3.1 CAPACITY NEEDS OF DoDMA

3.1.1 Institutional Level

This level of assessment looked at the environment within which the Department of Disaster Management Affairs operates. The Capacity Assessment revealed that the environment within which DoDMA is operating is generally an enabling one and very supportive to the work of the Department. International and Regional Protocols to which Government of Malawi is signatory, provide clear framework for the operations of DoDMA. At the national level, an enabling DRM Policy was approved in 2015. The nature of disasters in Malawi, which is inextricably linked to issues of climate change, is currently one of the top issues on the development agenda both at the international and national levels. It therefore has political goodwill and support of all the relevant stakeholders both at national and international level. The implementation structure for coordinating disaster risk management is well elaborated right from the national to the lower levels. However, the main challenge facing DoDMA is that corresponding legal framework is yet to be enacted, and the various sectoral policies and laws are not in sync with the DRM Policy. The detail of the assessment at the institutional / environmental level is discussed in *Table 1 below*.

Table 1: Institutional/environment level

Area	Existing Capacities and Gaps	Capacity Needs and Recommendations for Improvement
INSTITUTIONAL/ENVIRONMENT LEVEL		
a) ***The Policy and Legal Framework***		
i. International Protocols	• Government of Malawi ratified all the relevant international and regional protocols on disaster risk management, including the Hyogo Framework for Action 2011-2015; and the Sendai Framework for Disaster Risk Management 2015–2030; the United Nations Convention on Climate Change; and the Sustainable Development Goals (SDGs). • Government of Malawi has already domesticated provisions of the international covenants into the NDRM Policy 2015, and is also domesticating the provisions in the DRM Bill.	To enable full implementation of the provisions of the international and regional protocols, GoM should expedite the enactment of the new Disaster Risk Management Law.
ii. Regional Protocols	Government of Malawi subscribes to the Africa Regional Strategy for Disaster Risk Reduction and the SADC Disaster Risk Reduction Strategy.	• To enable full implementation of the provisions of the international and regional protocols, GoM should expedite the enactment of the new Disaster Risk Management Law.
iii. National Level DRM Policy	• The National Disaster Risk Management Policy 2015 provides a conducive and enabling environment for the coordination and implementation of DRM interventions. The policy is aligned to the international and regional frameworks. • The new NDRM Policy 2015 is not yet widely disseminated to all stakeholders.	• Strengthen dissemination of the National Disaster Risk Management Policy 2015 to all the relevant stakeholders using appropriate fora and media.
iv. The DRM Act	• The Disaster Preparedness and Relief Act, enacted in 1991, is not comprehensive as it only makes provisions for response measures to be taken once a disaster has occurred. Not only was the Act passed without a policy, but also it is not well aligned to international and regional protocols to which Malawi is signatory.	• Finalise and enact the Disaster Risk Management Bill to operationalise and enforce the provisions of the DRM policy 2015. The revised Act must provide for domesticating the provisions of all the Protocols the country is signatory to.

Area	Existing Capacities and Gaps	Capacity Needs and Recommendations for Improvement
	• The process of revising the 1991 Disaster Preparedness and Relief Act, into the is already at an advanced stage, and the • The absence of an enabling law is one of the major challenges in the mainstreaming of disaster risk management in the country.	• Include clauses in the DRM Bill to enforce hitherto politically challenging tasks like relocating communities from areas of vulnerability to areas of relative safety. • Disseminate the amended Act to all relevant stakeholders. • Conduct community-awareness-raising workshops on issues of climate change, environmental degradation, their linkage to disasters and the need for their participation in mitigation.
v. Sectoral Policies and Laws	• There are several sector policies supporting disaster risk management in Malawi. They include: – *National Social Support Policy;* – *Malawi Decentralization Policy* – *Health Policy;* – *National HIV and AIDS Policy;* – *Nutrition Policy;* – *Food Security Policy;* – *Gender Policy;* – *Child Protection Policy;* – *Education Policy;* – *Elderly and Disabilities Policy;* – *National Sanitation Policy;* – *National Housing Policy;* – *National Environmental Policy;* – *National Forestry Policy;* – *National Water Policy; and* – *Mining Policy.* The Policy is also linked to the following legislations and strategies:	• DoDMA should advocate for policy and legal reform by the various sectors to provide for the DRM mainstreaming requirement.

Area	Existing Capacities and Gaps	Capacity Needs and Recommendations for Improvement
	- *The Environmental Management Act (1996);* - *The Forestry Act (1997);* - *The Irrigation Act (2001);* - *The Local Government Act (1998);* - *The Town and Country Planning Act (1988);* - *The Water Resources Act (1969);* - *The Malawi Growth and Development Strategy (2012-2017);* - *The Malawi Constitution.* Priority Area 1 of the NDRM Policy 2015 is Mainstreaming DRM into sustainable development and planning processes. The needs assessment observed that the existing sectoral policies and laws, developed before the NDRM Policy, 2015, do not adequately provide for mainstreaming of DRM.	
b) *Institutional arrangements*		
i) National Level DRM Committees	• The NDRM Policy 2015, provides for the establishment of an Institutional Structure to coordinate implementation of DRM interventions at National, District and Local Levels • However, the Operational Guidelines that detail their composition, roles and responsibilities and meeting schedules is still in draft form. • The assessment revealed that the two higher committees, namely, the National DRM Committee, and the National DRM Technical Committee, were not holding regular meetings. • Poor attendance of meetings by Government representative at the DRM National Platform was also reported. • The National Technical Sub Committees (clusters) were already active and there was evidence of their meetings.	• DoDMA should finalise the Operational Guidelines for Disaster Risk Management in order for the Committees to be fully functional.

Area	Existing Capacities and Gaps	Capacity Needs and Recommendations for Improvement
ii) National Disaster Risk Management Technical Sub-Committees.	• To facilitate coordination of DRM activities, the various stakeholders have been grouped in Technical Sub Committees (clusters). The clusters are multi-disciplinary for proper coordination, guidance, planning and implementation of disaster prevention, mitigation, preparedness, response and recovery programmes. There are currently 11 clusters that have been formed to support coordination of activities of DRM in Malawi. *i. Agriculture and Food Security* *ii. Health and Nutrition* *iii. Water and Sanitation* *iv. Coordination and Assessment* *v. Media and Publicity/ Information & Communication.* *vi. Education* *vii. Protection* *viii. Transport and Logistics* *ix. Search and Rescue* *x. Spatial Planning, shelter and camp management* *xi. Early Warning* • The capacity assessment revealed that the clusters are not meeting as frequently as planned - some of the committees reportedly meet only twice in a year. Representatives of Government ministries and departments do not regularly attend cluster meetings, which end up being predominantly attended by representatives of Development Partners and CSOs. • The assessment process revealed that the existing staff are not in position to attend all the meetings that are organized by the different clusters through which DRM activities are implemented. Furthermore, their attendance is not consistent with different officers being sent to participate in	• To enhance coordination and improve attendance of stakeholders at cluster meetings, DoDMA should develop and circulate a quarterly meeting schedule to all stakeholders. • DoDMA should assign to each cluster specific Desk Officers who will be responsible for documentation, dissemination and follow up on meeting decisions. • To enhance coordination and communication DoDMA staff should prepare back to office reports after each cluster meeting. A standard reporting format should be used. • To ensure availability and effective participation of respective MDAs in cluster meetings, DoDMA should sign MoUs with MDAs, CSOs, and other DRM stakeholders spelling out the roles, responsibilities of each of the parties. • DoDMA and stakeholders should consider merging some clusters.

Area	Existing Capacities and Gaps	Capacity Needs and Recommendations for Improvement
	meetings of a cluster thereby compromising continuity and historical memory on the part of DoDMA. There is a feeling that the clusters have become so many resulting in too many meetings requiring attendance by the same people.	
iii)Civil Protection Committees	• Civil Protection Committees (CPCs) have been established and are functional in Disaster Prone Districts – at District, Area and Village levels. CPCs are the frontline community structures for disaster risk management. • Most of the non-prone districts and Urban Councils do not have functional committees. • Members of CPCs, especially at the Area and Village levels are volunteers who do not get any facilitation for their work. Most of them face challenges such as lack of transport, communication equipment (phones, megaphones, whistles etc.) and protective clothing.	• Civil Protection Committees should be established and trained on their roles and responsibilities in DRM issues in the remaining local authorities hitherto considered non-disaster prone. • Revamp and conduct refresher courses for the Civil Protection Committees in the disaster-prone areas. • Strengthen provision of basic equipment for communication such as megaphones, cell phones, whistles and protective clothing for CPCs.
c) External Relationships	• Because DRM is at the top of the development agenda at international and regional level, there is willingness on the part of development partners, NGOs and other government MDAs to participate in DRM interventions in the country and there is a good working relationship between DoDMA and all DRM stakeholders. They are willing to provide financial, material and technical support towards DRM activities. • DoDMA was reported to be overwhelmed by the demand to coordinate the various players because mainly because of their small establishment and financial constraints. • Communication with cluster members still remains a problem and ineffective. Sometimes very short notice for meetings is given to participants leading to poor attendance.	• Make provisions in the DRM Amendment Bill to raise the profile of DoDMA among its stakeholders to enable it effectively perform its coordination role. • Strengthen DoDMA's engagement with Development Partners and other stakeholders to mobilise support for coordination of DRM interventions. • DoDMA should prepare quarterly meeting schedule and designate common meeting venues for clusters

Area	Existing Capacities and Gaps	Capacity Needs and Recommendations for Improvement
	• The assessment revealed that the cultural and political environment is in some cases not supportive of some DRM management interventions, especially those related relocation of households in disaster prone areas. For example, some political and cultural leaders at the community level have discouraged communities from relocating to safer areas.	except during periods that may require concurrent meetings. • Aware that it is not directly responsible for some critical activities especially those related to risk reduction, DoDMA should engage in advocacy and policy influencing to ensure that such interventions are mainstreamed and implemented as part of the mandate of the respective ministries and departments. • Strengthen advocacy and lobbying for appropriate sectoral policy and legal reforms where there are gaps or contradictions with the DRM Policy.

3.1.2 Organizational / Departmental Level

DoDMA is the government agency that is mandated to coordinate disaster risk management interventions in Malawi. Most DRM related interventions are implemented by sector ministries, departments and agencies, donor and NGO funded projects. DoDMA has evolved from a small Unit in the Office of the President to a fully-fledged Department in the Office of the Vice President.

At its inception, DoDMA was established for disaster preparedness and response, but its mandate was expanded to include risk reduction, and recovery after disasters. In general, the assessment revealed that DoDMA has continued to prepare for and respond to disasters very well. However, the department is still weak in the areas of risk reduction and recovery. This state of affairs is attributed to a number of factors, including among others, the absence of an enabling legislation, inadequate finances and physical resources, and its current inappropriate structure and staffing.

At the departmental level the areas assessed comprised structures and processes that allow the department to fulfil its objectives. The findings of the assessment and recommendations for improvement are detailed in Table 2 below.

Table 2: Organizational/Departmental level

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
DEPARTMENTAL LEVEL		
a) Mandate	• DoDMA was established to coordinate response to disaster which it has been doing very well. • The Mandate was expanded to include Risk Reduction and Recovery • The 2012 Functional Review split DoDMA, which was a one-unit department into two technical divisions, as shown below: – Disaster Risk Reduction – Disaster Response and Recovery.	• DoDMA should use the DRM Amendment Bill to clearly define its role in coordinating DRM in the country vis-a-vis the role of other stakeholders.
b) Coordination	• As the coordinating agency for DRM in the country, DoDMA does not have some professional categories of staff which would enhance their ability to effectively coordinate activities of the different stakeholders/clusters in disaster risk management in the country. DoDMA does not have professionals in some scientific fields such as GIS, Engineering, Water Resources Management, Public Health, etc. to enable it fully understand what the various stakeholders are doing, interpret their data and products, offer them	• To ensure that DoDMA as a coordinating agency remains on top of DRM issues, a deliberate effort to professionalise the department should be undertaken by including in the staffing e.g. GIS expertise, Engineers, Water Resources specialists, public Health expert, Legal expert, M&E specialist, Statisticians and Data Clerks, etc. This could be done by creating new positions with these

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	guidance and technically supervise/monitor their interventions. Such officers would be critical in times of preparing terms of reference for consultancies, reviewing consultancy reports and other documents, interpreting scientific data and repackaging them in forms that can be consumed by the general community, development of project proposals and carrying out technical monitoring of project implementation.	backgrounds after the functional review or expanding the personnel specifications of the existing vacant positions in the department to accommodate the above professionals.
c) ***Institutional Structure***	• The current institutional structure of DoDMA was a result of the functional review that was carried out in 2012 which provided for 15 established technical positions and 76 support positions. • The functional review defined duties of the positions in the structure but did not provide for personnel specifications for the various positions (qualifications and experience). • The capacity assessment confirmed that efforts have been made to fill all the established positions in the department. Out of the 15 established technical positions in the two divisions, 11 are filled and 4 are still vacant including the 2 key positions of Chief Mitigation Officer and Chief Relief and Rehabilitation Officer. At the time of the assessment, three (3) officers from the Risk Reduction Division were out on long term training (Masters and PhD). This further reduced the number of DoDMA staff on the ground. The process of recruiting staff for the remaining vacant positions is already underway. • UNDP has supported DoDMA to recruit a Technical Specialist on Disaster Risk Reduction (DRR), an Information Management Officer and 3 national UNVs to support the department. These are temporary staff who will leave after the end of their contracts.	• There is urgent need for a functional review of the department in view of the changing mandate of the department as provided for in the approved National Disaster Risk Management Policy 2015 and the Draft DRM Bill 2017 to provide for required expansion of the current establishment. • Review Job Descriptions for all positions in the institutional structure of DoDMA to provide for changes that have taken place in line with mandate of the department. The review should also specify the personnel specifications for each position in the structure and include expertise currently lacking in the department. • Assign specific DoDMA staff to understudy the technical support staff employed by UNDP to ensure transfer of knowledge and skills. • Specific Desk Officers from DoDMA should be assigned responsibility for coordinating the activities of each cluster in order to ensure consistency and continuity.

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	• The above notwithstanding and in view of the changing nature of disasters in Malawi, even if all the established positions were filled, the staff would still not be able to effectively fulfil their mandate of coordinating DRM activities in the Country. • The shortage of staff is also confirmed by the fact that when disaster strikes even the support staff are deployed to assist in distribution of relief items with hardly any staff left to handle routine functions of the department. • The position of Communication/Public Relations Officer (PRO) is not provided for in the current structure. The current officer posted to DoDMA was just seconded form the Ministry of ICT	• Include position of Communications/Public Relations Officer (PRO) in the organisational structure of DoDMA to streamline reporting arrangements and media relations
ii) ***Staffing at Local Council Level***	• Positions of Disaster Risk Management Officers, to be based in the Planning Unit, have been established in all the 28 districts. However, recruitment has not yet taken place. Positions of DRM Officers have not yet been established in urban councils despite their vulnerability to disasters. • Currently, non-established positions of Assistant District Disaster Risk Management Officers (ADDRMOs) exist in the 14 disaster prone districts. • The rest of the districts and urban authorities only have Desk Officers, who on top of their core duties by appointment, are assigned as DRM focal persons. • The assessment noted that the current positions of ADDRMOs are junior and do not give the incumbents the necessary clout to coordinate and advise stakeholders both in government and the NGO sectors. • It was also noted that the current positions of ADDRMOs are junior and do not give the incumbents the	• Expedite the recruitment of Disaster Risk Management Officers in all the Local Authorities (Districts and Urban Councils) to facilitate the devolution of some functions of the Department. • In the recruitment of District DRMOs, the incumbent with the requisite qualifications and personnel specifications should be given first priority. Contracts of those without the qualifications should not be extended. • Establish and fill positions of Disaster Risk Management Officers in all urban councils.

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	necessary clout to coordinate and advise stakeholders both in government and the NGO sectors. • The assessment revealed that Desk Officers are not very effective due to demands of their substantive appointments and lack of resources for disaster risk management. • Plans are already underway to devolve some functions of DoDMA to the Local Governments.	
d) Job Descriptions / Terms of Reference	• Some of the support staff that are posted to the department have neither clear job descriptions nor clear reporting lines. • A number of staff (22%), stated in the self-administered staff questionnaire, that their current job descriptions do not cover all the activities they perform. • Some support staff are using generic job descriptions from their mother ministries and departments which are not aligned to specific requirements of DoDMA.	• Review and update job descriptions for all positions in the department. • Key performance indicators should be part of the job descriptions.
e) Staff Induction and Training	• The existing staff of DoDMA are technically competent but are overwhelmed because of limited numbers and have not been in a position to attend cluster meetings • It was also observed that the technical staff of DoDMA have undergone relevant short term skills development courses on DRM. It should also be noted that at present three (3) staff of the department are out on long term training (two pursuing Masters degrees and 1 pursuing a PhD). • DoDMA does not have a clear capacity building/training policy and plan for its staff and the structures they work with. A training plan would be used by DoDMA to solicit for support from development partners • Members of the Civil Protection Committees are trained mainly by NGOs. DoDMA has now developed a training manual that is used to facilitate the training	• All new staff of DoDMA should, on top of attending the general induction at the civil service training centre, also undergo a comprehensive induction /orientation programme covering the mandate of the department, the responsibilities of the different sections and the responsibilities of their own positions. • Considering that support staff are usually drafted to support in response activities, they need to be provided training in basic knowledge and skills in DRM. • Strengthen capacity building at cluster level to ensure that standards are adhered to and that best practices are shared and

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	• Newly recruited staff to DoDMA undergo general induction at the Civil Service Training Centre but do not undergo comprehensive induction in the work of the department. This is especially true for the support staff. The assessment confirmed that because of the skeletal staffing of the technical divisions, all the support staff of DoDMA are usually called upon to participate during response to disasters. According to results of the self-administered questionnaire, 43% of staff of DoDMA were not inducted when they joined the department.	adopted for more effectiveness. • Staff of DoDMA should go for study tours outside Malawi to benchmark on the approaches and best practices in DRM in some countries outside Malawi preferably e.g. in Mozambique and in Europe and Asia.
f) Performance Appraisal of Staff	• Performance assessment is an important tool in human resource management and development as it informs decision making on important management functions, such as, delegation, confirmation, promotion and assessment of individual capacity needs and subsequent bridging of capacity gaps. • The assessment process revealed that performance appraisal in DoDMA is not systematically carried out with all the staff. 43% of staff who completed the self-administered questionnaire reported that they do not undergo performance appraisal. Apart from the technical staff who seem to appreciate the rationale of the appraisal process, the rest of the support staff seem to have a negative attitude to the performance evaluation process with some officers having not undergone appraisal for more than five years.	• Strengthen the performance appraisal process in DoDMA. All staff should fill the Appraisal Forms as per Civil Service Policy. The outcome of the appraisal should be discussed between the appraising and appraised personnel and should form the basis for setting of subsequent performance targets • Train Senior and Middle level management staff on effective performance appraisal management.
g) Financial Resources	• DoDMA does not have adequate funding) in the national budget for implementation of its core activities. Vote 240 which is for Other Recurrent Transactions (ORT**)** is barely adequate to finance routine office recurrent expenses.	• In compliance with the provisions of the Sendai Framework for DRR (2015-2030) Priority for Action 3; Paragraph 30(a) "*To allocate the necessary resources, including finance and logistics, as appropriate,*

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	• Response to disasters is funded from the vote for unforeseen activities which is only released at the time when disaster occur- which is sometimes late following formulation of a contingency plan and budget. There is no direct budget for investments in risk reduction and recovery activities. • Implementation of risk reduction and recovery activities is predominantly dependant on donor and NGO interventions over which DoDMA has limited influence. This state of affairs is not sustainable. There are currently 2 donor funded projects namely: (i) Early Warnings Systems and (ii) Malawi Floods Emergency Recovery Project financed by UNDP and World Bank respectively. • At the Local Council level, there is also no vote for implementation of DRM activities. The ADDRMOs rely heavily on NGOs for facilitating their activities. For example when disaster strikes ADDRMOs often rely on other agencies to carry out assessment.	*at all levels of administration for the development and the implementation of disaster risk reduction strategies, policies, plans, laws and regulations in all relevant sectors;*" DoDMA should be allocated secure and adequate financial resources to facilitate implementation of core programme activities. Specific, sizeable and predictable votes / budget outlays should be made for each of the components of the department: namely: Risk Reduction; and Response and Recovery. Similarly, DRMOs at the Local Council level, which is the first point of contact when disasters occur, should be allocated resources in the district budget to facilitate activities at that level.
h) Core Task Implementation	• In keeping with its original mandate as prescribed in the Disaster and Relief Act of 1991, DoDMA has been performing very well in regard to response to disasters. This is attributed to the fact that in addition to resources provided by government in the budget for Unforeseen Circumstances for disaster response activities of DoDMA receives massive support from other government MDAs, development partners and NGOs. • DoDMA does not have an effective system for identifying, assessing, monitoring and mapping disaster risks at all levels. The system must have the capacity to track hazards, monitor, regularly update, document and disseminate disaster risk assessment	• DoDMA should prepare and implement detailed annual operational plans and budgets aligned to the five-year strategic plan of the Office of the Vice President. • DoDMA should carry out a comprehensive disaster risk assessment that will provide baseline information for planning and implementing evidence-based disaster risk management interventions. Information generated by the above assessment should be used to prepare Master Plan for the Prevention and Mitigation of Disasters.

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	information and also to develop integrated risk maps to identify areas and communities at risk. • Knowledge, infrastructure and use of Geographical Information Systems (GIS) in DRM is limited. In addition, the country does not have standardised risk assessment tools and guidelines. Although some efforts have been made by different stakeholders to carry out vulnerability assessments, these have been on a small scale and not comprehensive. • The Office of the Vice President has prepared a Strategic Plan as required of all government ministries. The plan has components of Disaster Risk Management. • The department in collaboration with partners prepares contingency plans for disaster response, but even these are not prepared well in advance.	• The implementation process should be systematically monitored to ensure adherence to plans.
i) Availability of accurate data on disaster related parameters	• The assessment revealed that DoDMA as the lead agency in disaster risk management in Malawi does not have comprehensive and accurate data on disaster related issues. While such data is generated by different government MDAs, DoDMA as the Department responsible for coordination DRM should have readily accessible data on weather and climate related information inform decision making processes. • Sometimes data which is collected is not appropriately disaggregated to facilitate interventions of clusters. For example, clusters which support women and children may find it difficult to plan if data is not disaggregated by age and sex • Currently the Department does not have database but a consultancy has been commissioned to establish a DRM Management Information System (DRMMIS).	• DoDMA should establish and maintain an up to date database on DRM. As the coordination agency, DoDMA should be the *one-stop centre* for information and data on DRM that can be accessed by all the stakeholders in the country. The Planning Unit and the IT section who will be responsible for updating and maintenance of the database should work closely with the Information Management Officer to ensure effectiveness and sustainability of the system. • DoDMA should revise and harmonise all data collection forms to ensure uniformity and

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	• UNDP has recruited an Information Management Officer to support DoDMA to set up a data base	comprehensiveness across district and urban councils. • DoDMA should establish a National DRM Information System as provided for under objective 6 sub section 6.1 in the National DRM Policy 2015. • DoDMA should establish a fully equipped resource centre where stakeholders can access relevant and up to date information on Disaster Risk Management.
j) ***Physical Resources of the Department***		
i. **Office accommodation**	• There is inadequate office accommodation for the department. For instance, there is hardly any office space for DoDMA staff currently out on long term training and those that are yet to be recruited. • As a coordinating department, DoDMA organises several meetings with stakeholders but the conference room of the department is very small.	• Strengthen lobbying and mobilization of resources for DoDMA to secure land and build its own office block, fully furnished with provisions for PWDs. The proposed office premises should have provision for a conference facility to host most of the DRM coordination meetings
ii. **Warehousing Facilities**	• Warehousing facilities for safe storage of response/relief items especially in the regions is inadequate. It was reported that currently DoDMA uses borrowed structures which are not designed for the purpose	• DoDMA should support construction of four (4) warehouses (*one in each regions*) for safe storage of relief and response items.
iii. **Emergency Operation Centres**	• There are currently no established emergency operations centres, at national and regional level, for coordination of disaster response.	• Establish fully equipped National, and District / Urban Emergency Operational Centres in all disaster prone areas. The Emergency Operational Centres should bring together technical experts to coordinate response operations. In establishing emergency operation centres, DoDMA should draw lessons from

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
		Mozambique where they are already established.
iv. **Communication System**	• DoDMA does not have an effective communication system /equipment to facilitate transmission of information on disasters – staff reported the use of a '*whatsapp and google groups* currently by DoDMA	• DoDMA should install an appropriate effective communication system at both the centre and local government levels to facilitate timely and well-coordinated information dissemination especially during disasters.
v. **Transport**	The department has only four 7 ton trucks and two more are expected for the distribution of relief items. Most of the trucks are already old and in poor mechanical conditions • DoDMA borrows trucks from other Government ministries and departments, e.g. MDF and sometimes outsources from the private sector. While Government departments are always ready to assist DoDMA, the borrowed vehicles are not always well maintained, lack tyres and fuel which DoDMA has to provide. The tonnage of the vehicles that are accessed by DODMA from the sister ministries may not aptly suit the needs but the Department may not have a choice. DoDMA currently has five 4x4 vehicles but would need 5 more.	• The department should to be equipped with a minimum of four seven-ton trucks and five-4WD vehicles.
vi. **Computer Equipment**	Some staff especially in the support departments reported lack Computer equipment, accessories and appropriate software.	• DoDMA should procure appropriate equipment and software and strengthen its own in-house capacity for handling and interpreting GIS data.
vii. **Evacuation Centres**	There are pre-identified evacuation sites but no structures (only elevated ground). None of these sites were flooded in 2015.	• Evacuation Centres: DoDMA and the Local Councils should construct and set up fully equipped evacuation centres in all disaster prone areas. The evacuation centres can also serve as community convergence centres in the normal times.
viii. **Maintenance of Equipment**	The assessment learnt that some response equipment was not well	• Budget Provision should be made for maintenance

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
	managed after the end of disasters. For example, in Chikwawa district, it was reported that most of the tents that were used during the previous emergency (2015) were not cleaned and fumigated in preparations for future reuse.	of items like tents that can be used during future emergencies.
k) Communication Strategy	• DODMA with support from UNDP developed National Disaster Risk Management Communication Strategy in 2015 to increase public awareness and promote positive behavioral change for a more tragedy resilient Malawi, • Communication problems not only in the Department but also within sections. Some staff mention lack of awareness about what colleagues within the same section are doing.	• DoDMA should strengthen the implementation of the National Disaster Risk Management Communication Strategy. • DoDMA management should develop an appropriate mechanism for vertical and horizontal communication within the Department.

3.1.3 Individual Level

At the individual level, an attempt was made to assess the skills, knowledge, experience and attitude of the people within the Department. Realistically the assessment compared existing level of knowledge, skills and attitudes to the ideal levels (*See Table 3 below*).

Table 3: Individual level

Area	Existing Capacities and Gaps	Capacity Needs and Ideas for Improvement
Individual level		
Qualifications and further training		
a) ***Technical Staff***	• The existing technical staff of DoDMA have the requisite qualifications for the positions they hold. • DoDMA with support from Development Partners has facilitated technical staff to undergo both long and short term career and skills development courses respectively. • Currently there are two staff pursuing Masters Programs and one PhD. • With the expanding mandate of the department, there is need for more training in DRM related fields	The following courses have been identified by the department's technical staff (*See Annex 5*)**;** • Basic GIS Training. • Project Planning and Management. • First Aid. • DRM in Civil Unrest Situations • Short Course on weather and climate related issues • Emergency Operation Centre (EoC) management • Contingency Planning • Risk assessment and loss estimation, • DRM law & related legislation, • Vulnerability analysis, • Post disaster needs assessments (PDNA), • Risk modelling • Search and rescue.
b) Support Staff	• Some support staff have not received basic training on DRM. • Skills gaps were identified in the support staff during the capacity assessment.	• Communication skills • IFMIS • ICT • Geo-Database Management • Basic skills in DRM • Soft skills training. • Defensive Driving • Transport administration • Secretarial Skills
c) Civil Protection Committees	• CPCs in disaster prone districts received some training on their roles and responsibilities, it was reported that not all the relevant areas were covered because of the time allocated to the training. • New CPCs will be formed in the non-disaster prone districts and urban councils.	• Refresher Courses for existing CPCs. • Training of new CPCs on their roles and responsibilities.

The summary results from the staff questionnaire are presented in Annex 5.

3.2 SWOT Analysis of DoDMA

The Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis was carried out to identify internal factors (weaknesses and strengths) and external factors (threats and opportunities) that may influence the success of the department (*See Table 4 below*). The outcome is summarized below:

Table 4: SWOT Analysis of DoDMA

STRENGHTS	WEAKNESSES
1. DoDMA falls under the Office of the Vice President which puts it in an advantageous position. 2. Strong political will for DRM activities both nationally as exemplified by availability of reasonable funding for disaster response activities. 3. National Disaster Risk Management Policy, 2015 is in place. 4. Most of the established technical positions in the department are filled with experienced and well trained staff 5. The existing staff though few are highly dedicated and committed. 6. Availability of some resources compared to other government ministries and departments. 7. Teamwork – all staff of the Department work together as a team especially during times of response to disaster. 8. Existence of functional multi-disciplinary technical sub committees (i.e. clusters and sub cluster) with a pool of technical expertise from various GoM/MDAs, development partners and CSOs. 9. Existence of National Disaster Risk Management Technical Committee (NDRM TC) as a multi-stakeholder committee. It serves as an advocate of disaster risk management; provides advice and technical support; and is the coordinating mechanism for mainstreaming DRM into sustainable development policies, planning and programmes. 10. Civil Protection Committees were established and are functional in disaster prone areas at district, area and village levels.	1. Lack of a readily available budget line for DRM activities especially those related to risk reduction and recovery. 2. The technical staff of DoDMA is inadequate compared to its expanded mandate and ever increasing coverage 3. Inadequate physical resources like vehicles and office equipment. 4. Transfer of well trained and oriented support staff (Common cadre) to other departments and replacement with fresh ones who need to start from scratch. 5. Inadequate in-service training for support staff and yet they are called upon to support. Technical staff during response. 6. Lack of comprehensive Job Descriptions / specific terms of reference for some support staff. 7. Delayed release of funds leading to delay in response to disasters beyond the internationally stipulated 48 hours and sometimes making staff to travel to the field without per diem. 8. Inadequate capacity of staff of DoDMA to technically monitor donor funded projects and NGO interventions in areas of risk reduction, recovery and review technical reports. 9. Some of support the staff in DoDMA do not undergo performance appraisal. 10. Ineffective internal communication leading to overlapping of activities. Sometimes coordination meetings for different clusters are scheduled at the same time in different places yet virtually the same participants are expected to attend

OPPORTUNITIES	THREATS
1. Support from Donor/Development Partners: a) UNDP b) World Bank c) UNICEF d) UNFPA e) WFP f) UNHCR g) WHO h) AfDB i) Chinese Government j) DfID 2. Support from and direct interventions by International and National NGOs in DRM activities e.g.: a) World Vision. b) Malawi Red Cross Society. c) Save the Children International. d) Concern World Wide. e) Concern Universal. f) Concern International. g) CARE. h) Evangelical Association of Malawi. i) ActionAid. j) Goal Malawi. 3. Support from of Malawi Government MDAs gives the department equipment and human resources: a) Malawi Defence Forces (MDF). b) Malawi Police Service. c) Department of Climate Change and Meteorological Services (DCCMS). d) Department of Survey. 4. Enabling policy environment after the approval of the National Disaster Risk Management Policy 2015. 5. Local Councils are cooperative on DRM issues. 6. Humanitarian Coordination Committee (HCC) meetings. 7. Existence of a strong Parliamentary Committee on Climate Change and Natural Resources, responsible for Disaster Risk Management, among others.	1. Lack of an enabling law for Disaster Risk management to accommodate the expanded mandate of the department. The current Disaster Preparedness and Relief Act 1991 under revision is out dated and is limited to disaster response and does not domesticate the provisions of international and regional protocols to which Malawi is signatory. 2. Poor road conditions for delivery of relief items. Some earth roads become inaccessible that even assessment teams cannot reach affected people. 3. Some donors have withdrawn support because of political reasons and lack of trust in civil servants. 4. Increasing levels of environmental degradation leading to more frequent and severe flooding and or droughts. 5. Political Interference in the implementation of DoDMA activities. 6. Unrealistic expectations from the public and exaggeration of cases of disaster by some people who want to benefit from / take advantage of the situation. 7. Uncoordinated stakeholder activities in DRM. Parallel planning for DRM intervention by CSOs without informing DoDMA. 8. Donor Dependency: Some DRM projects are donor/NGO driven with DoDMA having little say about their implementation. The sustainability of such interventions may not be guaranteed.

The above analysis shows that there are a number of success factors which DoDMA can build upon and take advantage of towards effective delivery of its mandate. These included among others; the enabling policy environment, existing support from Development partners and other stakeholders, a vibrant and strong Parliamentary Committee on Climate Change

and Natural Resources – the committee responsible for disaster risk management, very active DRM Technical Sub Committees (Clusters), Civil Protection Committees (CPCs) at the different levels and dedicated technical staff.

The department however needs to urgently address issues related to the legal framework, insufficient funding arrangements and heavy dependency on donors, inadequate physical infrastructure, inadequate equipment and tools, limited staff numbers and expertise. The department should in particular streamline coordination, monitoring and providing oversight of stakeholder interventions in DRM to ensure adherence to agreed standards.

4 CONCLUSION

The Institutional Capacity of DoDMA to deliver on its mandate was examined and the conclusion is presented here below under: Institutional, Departmental and Individuals levels.

4. 1 Institutional Level

The National DRM Policy 2015 as well as the institutional framework for its implementation are in place to create an enabling framework for the establishment of a comprehensive disaster risk management system for Malawi. However, the current law (The Disaster Preparedness and Relief Act 1991) which was passed without a policy does not support full operationalization of the new policy. The Act is currently being reviewed to domesticate provisions of the international and regional protocols to which Malawi is signatory and also to comprehensively accommodate the expanded mandate of the department. Without an enabling law, it is difficult for DoDMA to implement the provisions of the policy.

4.2 Departmental Level

The mandate of DoDMA as a coordinating agency for implementation of DRM programmes in the Country is clear as provided for in the policy. However, there are a number of factors which have compromised the effective execution of the mandate namely; a limiting organizational structure and staffing of the department which was arrived at after a functional review in 2012 before the DRM policy, inadequate budget for the implementation departments core tasks apart from that provided for response under the unforeseen circumstances, and lack of physical resources and equipment needed for facilitating the department's interventions. This has culminated into emphasis on response at the expense of risk reduction and recovery.

4.3 Individual staff level

At the national level, DoDMA has in place well trained and dedicated technical staff but at the local authorities' level, there are only junior non-established staff (ADDRMOs) in disaster risk prone districts. The rest of the districts and urban councils only have Desk Officers who also have to execute responsibilities of their substantive appointments. The support staff though instrumental in implementation of programmes, have not been given adequate basic training in DRM. The above notwithstanding, all categories of staff in the department and members of the Civil Protection Committees still need to undergo additional skills development training. The first step that needs to be urgently undertaken to address the functional capacity gaps identified in the department is the passing of the revised law (the National Disaster Risk Management Bill 2017).

Therefore the findings of this assessment should be used to inform deliberate actions by the Government of Malawi and Development partners to strengthen the capacity of DoDMA to deliver on its mandate.

5 ANNEXES

Annex 1: References

Assessment report on Mainstreaming and implementing disaster risk reduction measures in Malawi, September 2015.

Christian Aid (2015*). Enhancing community resilience: Responses to climate change in Malawi.* Responses to climate change and vulnerability in Malawi. June 2015.

DoDMA (2014): *UNDP Disaster Risk Management Programme Support to Malawi 2012-2016.* 2014 Annual Progress & Financial Report. 1st January to 31st December 2014.

DoDMA (2015): *Malawi Country Report: 2015 Floods Post Season Review and Lessons Learnt.* Presented at the National Preparedness Planning and Emergency Operation Centres Training 6-9 October 2015 in Mangochi district. Department of Disaster Risk Management Affairs

DoDMA (2015): *Strengthening climate information and early warning systems in Malawi for Climate resilient development and adaptation to climate change.* 2015 Annual Progress & Financial Report. 1st January to 31st December 2015.

DoDMA (2015): *UNDP Disaster Risk Management Programme Support to Malawi 2012-2016.* 2015 Annual Progress & Financial Report. 1st January to 31st December 2015.

DoDMA (2016): *Operational Guidelines for Disaster Risk Management. Department of Disaster Risk Management Affairs*. Government of Malawi. Lilongwe. May 2016.

DoDMA (2017): *Devolution Plan 2017.* Government of Malawi. Office of the Vice President. Department of Disaster Management Affairs. January 2017.

GoM (1991): *Disaster Preparedness and Relief (DPR) Act. 1991*. Government of Malawi. Lilongwe.

GoM (2012): *Functional Review Report on the Department of Disaster Risk Management Affairs (DoDMA)*. Government of Malawi. Lilongwe. July 2012.

GoM (2015): *National Disaster Risk Management Policy, 2015.* Government of Malawi. Lilongwe.

GoM (2017): *Draft Disaster Preparedness and Relief (DPR) Act. 2017.* Government of Malawi. Lilongwe.

IFRC (2015): *International Disaster Response Law (IDRL in Malawi, 2015 IFRC).* International Federation of Red Cross and Red Crescent.

MCC (2016): Mzuzu Disaster Recovery Framework (MDRF). Mzuzu City Council.

MRCS & IFRC (2015): *International Disaster Response Law (IDRL) in Malawi. A study on legal preparedness for regulatory issues in international disaster response.* Malawi Red Cross Society and the International Federation of Red Cross and Red Crescent Societies, Geneva, 2015.

OVP-DoDMA & UNDP (2016): *Mapping of Disaster Preparedness Actions*. Office of the Vice President-Department of Disaster Management Affairs and United Nations Development Programme. 24th October 2014.

Study on the Impact of Climate Change on Disaster Risk in Mozambique, May 2009

Annex 2: List of Institutions and Stakeholders consulted

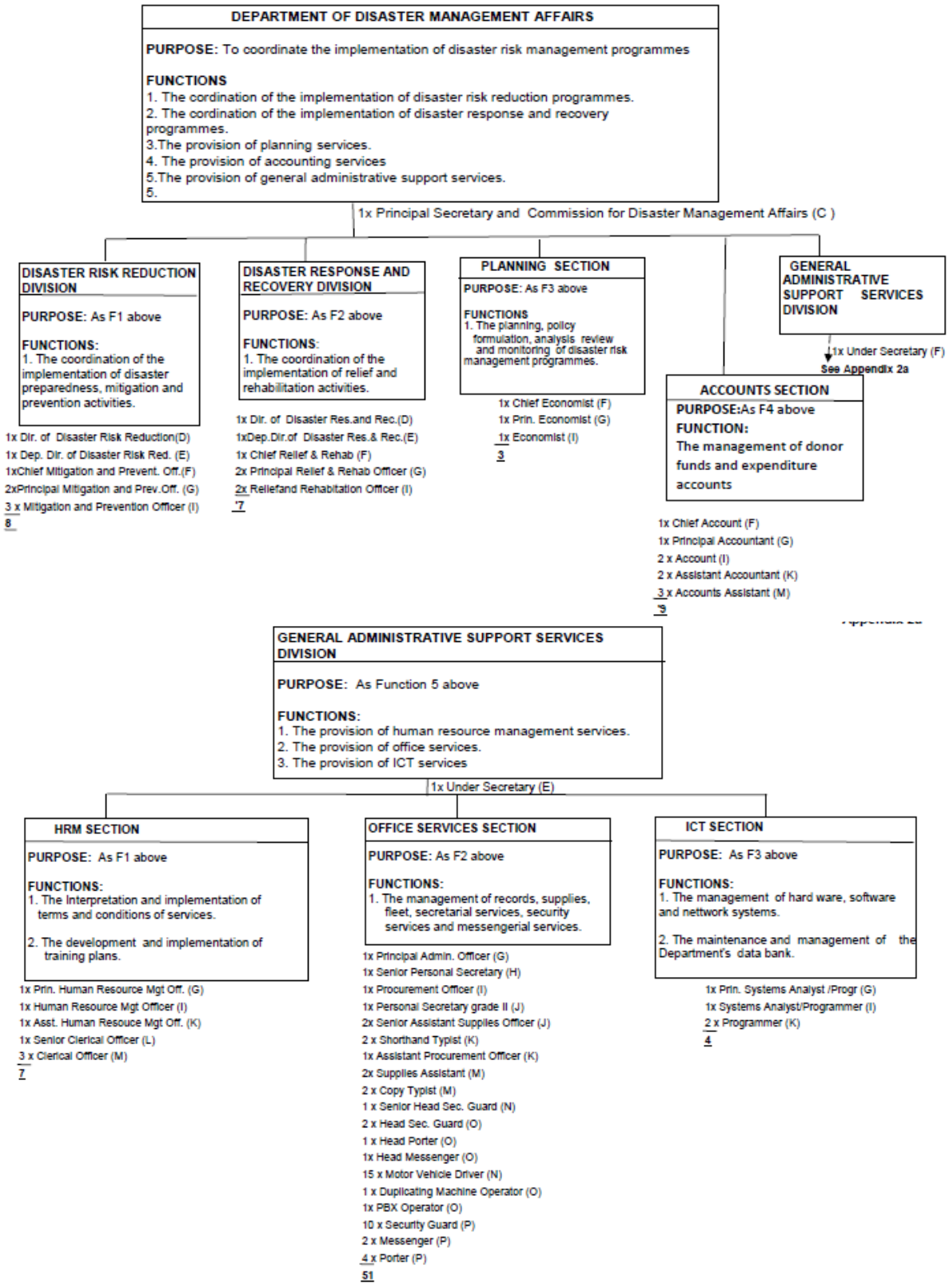
Table 5: List of institutions and stakeholders consulted

Sn	Department / Organisation	Contact Person.	Title/Jurisdiction
1	Project Implementation Unit/ MFERP	Dickxie Kampani	Focal person -MFERP
2	Malawi Red Cross Society	Mr Roster Kufandiko	Focal person/ Echo-DRR Project Manager
3	Save the Children	Mr. James Lwanda.	Focal person [*Head of Humanitarian*]
4	UNFPA	Ms. Dorothy Nyasuru	Assistant UNFPA Representative
5	Malawi Police	Supt. Benson Mtajiri	Focal person
6	Malawi Defence Forces (MDF)	Col. C W. Kachala	Focal person /[Deputy Chief-Training]
6	Public Relations Office (PRO)-	Jeremiah Mphande	Communication Officer-DoDMA
7	Technical Sub Committee on Agriculture and Food Security	Kanjira L. Yuda	Focal person.
8	Technical Sub Committee on Health & Nutrition	Blessings Muwalo	Focal person.
9	Technical Sub Committee on Water & Sanitation	Thinasius Sitolo	Focal person.
10	Technical Sub Committee on Coordination & Assessment	Dyce Nkhoma	Focal person.
11	Technical Sub Committee on Education	Virginia Kachigunda	Focal person.
12	Technical Sub Committee on Transport & Logistics	Joseph Magwira	Focal person.
13	World Vision	Elisha Kapalamula	Focal person. [*Humanitarian Emergency Affairs Manager*]
14	Technical Sub Committee on Information & Communication	Mphatso Chigamba	Focal person.
15	Technical Sub Committee on Transport & Logistics	Joseph Magwira	Focal person.
16	Technical Sub Committee on Search & Rescue	Brig. Mhone.	Focal person/MDF
17	Technical Sub Committee on Spatial planning, Shelter & Camp management	Essau Mwambira	Chairperson/ Focal person.
18	World Bank	Francis Samson Nkoka	Head DRM. [*Senior DRM Specialist*]

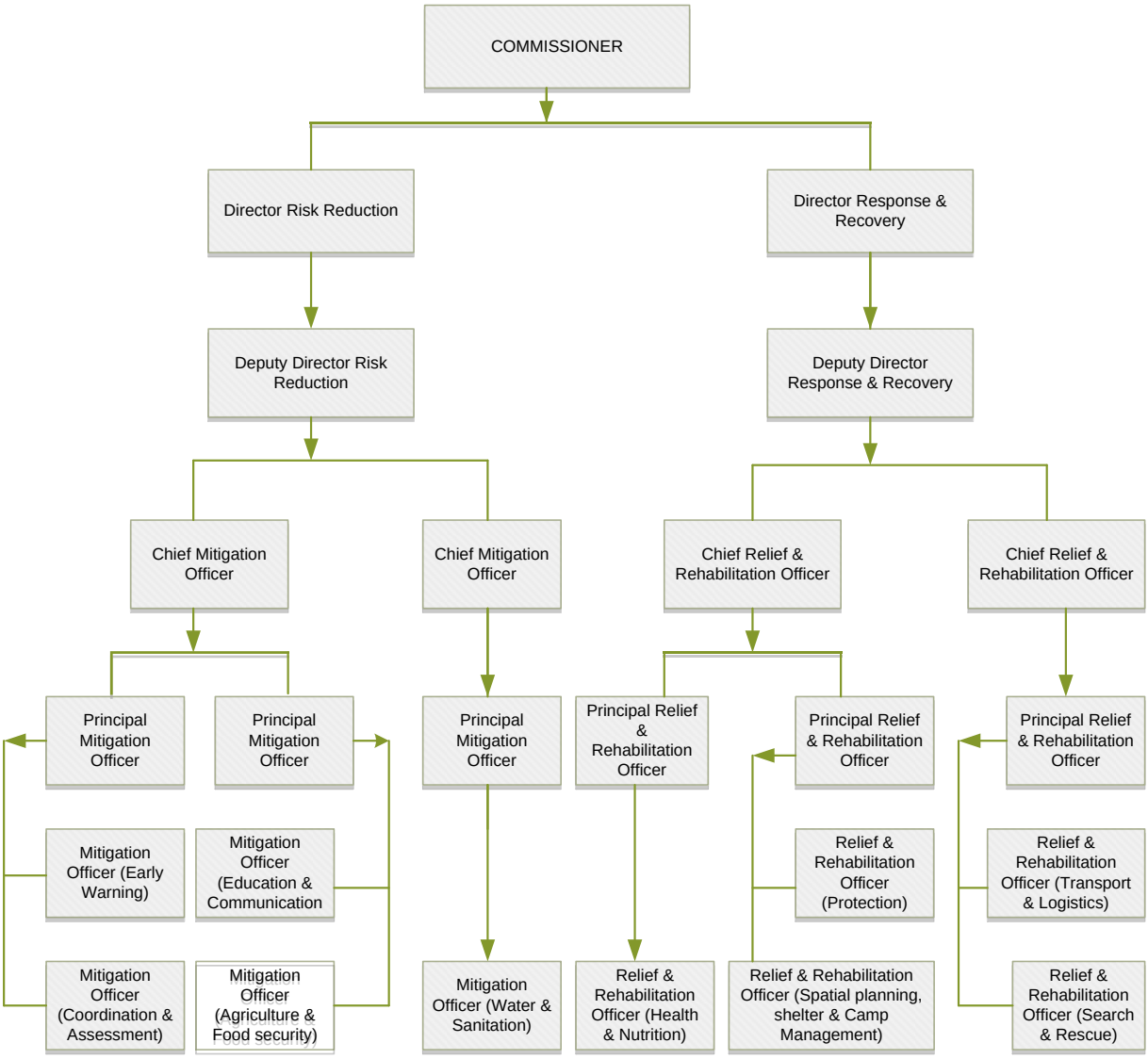
Sn	Department / Organisation.	Contact Person.	Title/Jurisdiction
19	Chikwawa District	Bester Mandere	District Commissioner
20	Chikwawa District	Kelvin Karawa/ [*Director of Planning & Development*]	Focal person District Civil Protection Committee/
21	Chikwawa District	Francis Kadzokoya	ADDRMO
22	Chikwawa District	Cosmas Kholowa	Chairperson Katunga ACPCs.
23	Chikwawa District	Stephano Cement	Focal person VCPCs (*Traditional Authority of Kasisi*)
24	Technical Sub Committee on Early warning	Veronica Mhango	Focal person.
25	Technical Sub Committee on Early warning	Fred Kossam	Focal person.
26	Department of Climate Change & Meteorology Services (DCCMS)	Amos Tonya	Principal Meteorologist-DCCMS
27	Meteorology Department	Jolamu Nkhokwe.	Director
28	DoDMA staff	Under Secretary & Section Heads	Technical staff & Support staff.
29	DoDMA staff	Under Secretary & Section Heads	All Lower staff
30	Lilongwe District	Charles Nobert Makanga	District Commissioner
31	Lilongwe District	Mariette Kadewere	Desk Officer
32	Lilongwe District	Forest Officer- Lilongwe	Member of District Civil Protection Committee

Sn	Department / Organisation.	Contact Person.	Title/Jurisdiction
33	Lilongwe District	Gift Kamphambe	Focal person/ Chairperson ACPC
34	Lilongwe District	Maria Limbikani	Member of VCPCs
35	Mzuzu City Council	Dr. Macloud D.A Kadam'manja	CEO
36	Mzuzu City Council	Desk Officer	Felix Namakhuwa
37	Mzuzu City Council	Cllr. Denis Moyo	Mchengautuba West Ward. Focal person Ward CPCs.
38	UNICEF	Ms. Estere Tsoka	Focal person
39	Technical Sub Committee on Protection.	Charles Mazinga/ Stella Okuni.	Chairperson/ Focal person.
40	UNDP	Mr. Sothini Nyirenda/ Andrew Sanders.	Program Analyst/ Portfolio Manager
41	WFP	Mr. Duncan Ndhlovu	Focal person
42	Ministry of Local Government-Malawi.	Douglas Mkweta.	Deputy Director of Local Government Services.
43	Ministry of Local Government-Malawi.	Mr. Kiswell Dakamau	Director of Local Government services.
44	Technical Sub Committee on Coordination & Assessment	Dyce Nkhoma	[Director DR&R]
45	Evangelical Association of Malawi – with Projects in Chikwawa	Kumbukani Mhango	Focal person

Annex 3: Current Institutional structure for DoDMA 2016.



Annex 4: Proposed new Institutional structure for DoDMA 2017.



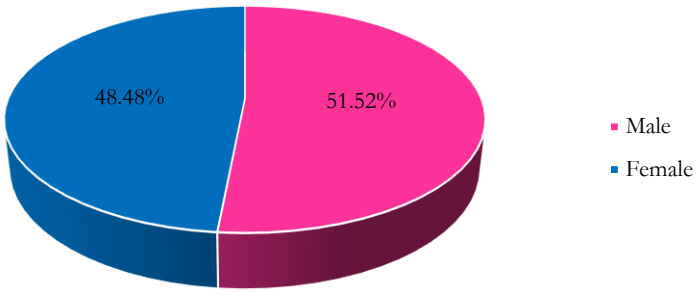
Annex 5: Summary results from DoDMA staff questionnaire.

4.1. Socio-economic and demographic characteristics of DoDMA staff

4.1.1. Gender of the respondents:

Figure 1 below shows that a total of 33 staff members of DoDMA (i.e. 51.52% females and 48.48% males) responded to the questionnaire. Out of the total 72 filled positons at DoDMA, some of the staff members were on official live while others were in the field.

Figure 1: Sample size and gender of DoDMA staff



4.1.2. Age of staff members of DoDMA

Table 6 below shows that overall, the average age of respondents was 37.83 years (SD=7.93). The standard deviations (SDs) were less than their mean ages indicating less variability around the average age of DoDMA staff. The overall average age (37.83 years) falls within the working age group in Malawi.

Table 6: Age distribution of DoDMA staff per gender

Gender	Average age (years)	Standard Deviations (Years)	[95% Conf. Interval]	
			Lower bound (Years)	Upper bound (Years)
Male	34.40	4.8374	32.0	37.0
Females	41.27	9.0275	36.0	46.0
Overall	**37.83**	7.9268	**35.0**	**41.0**

4.1.3. Education level of DoDMA staff

Table 7 below shows that overall, all the staff of DoDMA had formal education that meets the minimum requirements for employment in public service. A total of 24.24% of the lower staff attained secondary education (*i.e. mainly Form 2 and Form 4*). All the technical and support of DoDMA had at least degrees and or postgraduate qualifications. However, the number of staff decreased at higher levels of education such as Masters and PhD levels as compared to the Bachelors.

Table 7 Education level of DoDMA staff

Highest Education level attained	No. of staff	Percent (%)
Primary level.	1	3.03
Secondary level [Form1-4].	8	24.24
Diploma.	5	15.15
University degree.	11	33.33
Professional Course e.g ACCA,CPA, CCNA, etc.	3	9.09
Postgraduate e.g Masters/PhD.	5	15.15
Total	**33**	**100**

4.5.5. Main period staff joined DoDMA

Out of the 33 current staff members who responded to the questionnaire, a total of 45.45% joined DoDMA between the years 2009-2010. Since year 2009, there was an increment in recruitment of 27 staff members (81.81%). Out of the 92 established positions at DoDMA, (Annex 3) a total of 72 positions (78.26%) are currently filled. This was intended to strengthen the human resource capacity of DoDMA to deliver on its mandate. Other staff members have been their ever since DoDMA was created which brings in a wide knowledge and institutional experience in DRM.

4.5.5. Average years of stay in current position

On average, DoDMA staff have held their current position for 6 years. The minimum being 0.75 years and maximum was 24 years, that is, since the establishment of DoDMA. DoDMA was established in 1992 by the Disaster Preparedness and Relief (DPR) Act (1991) to coordinate and implement measures to alleviate effects of disasters.

4.2. Capacity Assessment & Recommendations of DoDMA staff

4.2.1. Induction or Orientation of new staff

DoDMA staff were asked if they underwent induction/orientation when joining the department. Table 8 below shows that overall, most DoDMA staff (57.58%) were inducted. However, induction should be taken as practice in human resource to orient new staff into their new positions.

Table 8: Induction of new staff into DoDMA

Perception of induction	No. of staff	Percent (%)
Inducted on recruitment	19	57.58
Never Inducted on recruitment	14	42.42
Total	**33**	**100**

4.2.2. Access to In-service training/Performance skills by DoDMA staff

DoDMA staff were asked if they received any performance improvement/skills development training or in-service training since joining the Department. Table 9 below shows that out of the 33 staff members who responded to the staff questionnaire, majority (72.27%) accessed skills development training.

Table 9: Access to In-service training/Performance skills by DoDMA staff

Perception of access to in-service training	No. of staff	Percent (%)
Accessed in-service training	24	72.73
Never Accessed in-service training	9	27.27
Total	**33**	**100**

4.2.3. In-Service training undertaken with support from DoDMA and other partners

Table 10 below indicates some of the in-service trainings undertaken by some of the current DoDMA staff. Overall, the in-service training courses undertaken were perceived to be highly relevant to the roles and responsibilities of DoDMA staff.

Table 10: In-Service training undertaken with support from DoDMA and other partners

In-Service training undertaken	In-Service training undertaken
Advanced Skills for Messengers	Adaptive Watershed Management
Answering Incoming & Outgoing Calls	C4D in Emergency & Disease Outbreaks
Certificate in Secretarial management	Communicating With People
Crisis Communication	Community Based DRR
Defensive Driving	DRM
Diploma in Human Resource	DRR& Climate Change/Weather Forecasting
DRM & Development	Emergency Operation Centre
DRM Basic in 2010	Flood Risk Management
DRM Basic Training for ADDRMO by DODMA	Gender & Climate Adaptation
Introduction to GIS	Geo-Spatial Database Development & Management using GIS
M&E & Project Management with MS-Project	GIS
Project Management	Humanitarian Aid & Disease Management
Skills & Knowledge in Fragility & Build	M&E & Proposal Development 2011 (MIM)
Skills Development for Messengers	Participatory Vulnerability Capacity Assessment
Training Needs Assessment Course	PDNA (Post Disaster Needs Assessment)
Transport Needs Assessment & Organization Development	

4.2.4. Availability of Job descriptions for current DoDMA staff

Table 11 below shows that out of the 33 DoDMA staff who responded to the questionnaire, majority (96.97%) had job descriptions. All the lower level staff (63.64%) have job descriptions. However, the current officer working with DoDMA but without job description developed by DoDMA itself was just seconded and posted to DoDMA from another Ministry, and thus has job descriptions from the Ministry.

Table 11: Availability of Job descriptions for current DoDMA staff

Availability of job descriptions for DoDMA staff	Technical & Support staff		Lower level staff		Total	
	No. of staff	%	No. of staff	%	No. of staff	%
Yes, have job description.	11	33.33	21	63.64	32	96.97
No job description.	1	3.03	0	0.0	1	3.03
Total	**12**	**36.36**	**21**	**63.64**	**33**	**100**

4.2.5. Perception about Job descriptions verses tasks performed in current position held by DoDMA staff.

The current DoDMA staff were asked if their job description cover all the tasks performed. Table 12 below shows that out of the 32 staff members who had job descriptions, majority (78.13%) had job description that cover all tasks performed at DoDMA. However, out of the 21.88% of staff who had Job description which did not cover all tasks performed at DoDMA, 15.63% were lower level staff, thus, indicating workload.

Table 12: Perception about Job descriptions verses tasks performed in current position at DoDMA

Perception about Job descriptions verses tasks performed in current position	Technical & Support staff		Lower staff		Total	
	No. of staff	%	No. of staff	%	No. of staff	%
Yes, have job description that cover all tasks performed at DoDMA	9	28.13	16	50.0	25	78.13
Job description do not cover all tasks performed at DoDMA	2	6.25	5	15.63	7	21.88
Total	**11**	**34.38**	**21**	**65.63**	**32**	**100**

4.2.6: Performance appraisal of current DoDMA staff.

The current DoDMA staff were asked if they undergo performance appraisal. Table 13 below shows that overall, out of the 33 DoDMA staff members who responded to the staff questionnaire, majority (57.58%) undergo performance appraisal out of which 24.24% were technical & support staff while 33.33% were lower level staff. However, 42.42% never get appraised. All the 57.68% staff were appraised annually.

Table 13: Perception about performance appraisal of current DoDMA staff

Perception about performance appraisal of current DoDMA staff	Technical & Support staff		Lower level staff		Total	
	No. of staff	%	No. of staff	%	No. of staff	%
Yes, undergo performance at DoDMA	8	24.24	11	33.33	19	57.58
Never undergo performance at DoDMA	4	12.12	10	30.3	14	42.42
Total	**12**	**36.36**	**21**	**63.64**	**33**	**100**

4.2.7. Training needs of current DoDMA staff.

Table 14 below shows the main training needs of some DoDMA staff.

Table 14: Training needs of current DoDMA staff

Training needs of current DoDMA staff	Training needs of current DoDMA staff
Advanced Skills Development for Messenger*	Soft Skills & Work Ethics**
Bachelors in Human Resource Management	Transport Administration
Bachelors in Computer Studies	Advanced Level Geo-Database management
Bachelors in Mass Communication	Climate Change
Chauffer Course*	Community Based DRM**
Communication Skills**	DRM in Civil Unrest Situations
Diploma in Secretarial Management at ESAMI*	Flood Risk Management
DRR and DRM	International Relations in DRM
Fire Fighting	Investigation
First Aid**	Post Disaster Needs Assessment (PDNA)
GIS	Recovery & Resilience building
GIS in Disaster Risk Management	Search & Rescue Operations
ICT**	Simulation/Drills Training
IFMIS*	Time Management Skills**
Skills Development for Messengers*	Strategic Management in DRM Works
Management Development for Executive Assistants*	Financial Management**
Project Planning & Management (PPM)	Setup & management of Emergency Operation
QGIS in DRM	
Secretarial Management Certificate*	

**Key: ***Lower staff; ** Cuts across staff

4.2.8. Challenges faced by the current staff of DoDMA.

A total of 33 DoDMA staff were asked to mention the challenges they faced in execution of the work in current positions held at DoDMA. Results are shown in Table 15 below.

Table 15: Challenges they faced in execution of the work in current positions held at DoDMA

Challenges they faced in execution of the work in current positions held at DoDMA	Challenges they faced in execution of the work in current positions held at DoDMA
Communication channels/lines unclear/Effective communication	Under staffing in section/lower staff
Inadequate Competent staff in most sections of DoDMA	Workload Compared to human resource available in DoDMA
Delay in processing of Logistics by Accounts section in DoDMA.	Coordination poor between technical & support sections
Funding for DRM at district local government is non existent	Funding inadequate to ICT activities
Inadequate funding for DRM activities/ to implement action plans for DRM	Inadequate motivation of staff
In-Service Training not provided	Inadequate Office equipment & materials
Soft skills are lacking among staff	Political interference
Materials for Work are inadequate or lacking	Inadequate Stationery
Inadequate fleet of vehicles while others trucks are old	Inadequate support monitoring from central office
Side-lined during some critical decision making processes	Uniform not provided to the security guards
Support to staff involved in accidents & other sickness. For example, there is no insurance cover for staff.	