



Office of the Vice President
Department of Disaster Management Affairs

Devolution Plan



July 2016

Commitment to bring disaster risk management service delivery closest to the people

Contents

ACRONYMS.....	iii
PREFACE.....	iv
FOREWORD.....	v
1.0 INTRODUCTION.....	1
2.0 CONTEXTUAL FRAMEWORK OF THE DEVOLUTION PLAN.....	2
2.1 Background.....	2
2.2Justification.....	3
2.3Methodology.....	3
3.0 DETERMINATION OF SECTOR FUNCTIONS FOR DEVOLUTION.....	4
4.0 MATRIX OF SECTOR FUNCTIONS TO BE DEVOLVED.....	6
5.0 IMPLEMENTATION STRATEGY FOR THE DEVOLUTION PLAN.....	11
6.0 RESOURCE MOBILISATION AND MONITORING AND EVALUATION.....	11
7.0 CONCLUSION.....	11

ACRONYMS

ADDRMOs	Assistant District Disaster Risk Management Officers
CADECOM	Catholic Development Commission of Malawi
CBO	Community Based Organisation
CEPA	Centre for Environmental Policy and Advocacy
CPC	Civil Protection Committee
DoDMA	Department of Disaster Management Affairs
DRaR	Disaster Response and Recovery
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
LAs	Local Authorities
MGDS	Malawi Growth and Development Strategy
MLGRD	Ministry of Local Government and Rural Development
NGO	Non-Governmental Organisation
NLGFC	National Local Government Finance Committee
OPC	Office of the President and Cabinet
PDNA	Post Disaster Needs Assessment
UNDP	United Nations Development Programme

PREFACE

Malawi experiences a wide range of disasters such as floods, prolonged dry spells, strong winds, hailstorms and lightening. Recognizing that these disasters hinder Malawi's growth and poverty reduction efforts, Theme III of the MGDS II contains Sub-Theme II on Disaster Risk Management (DRM) among its priorities. Several interventions to mitigate these disasters are being implemented by the Department of Disaster Management Affairs (DoDMA) and other stakeholders. Since these interventions mostly occur at the district and community levels, and consistent with the Decentralization Policy of 1998, this Devolution Plan represents DoDMA's commitment to devolve some of its functions to the Local Authorities (LAs) in order to bring service delivery for disaster risk reduction and response closest to the people.

While focusing on its central functions, which among others, include policy formulation, policy enforcement, declaration of national disasters, inspection, establishment of standards, training, curriculum development and international representation, DoDMA further commits itself to continue to support the interventions of various stakeholders at the LA level. Thus, in undertaking the central functions, DoDMA will continue to have direct links with the LAs as instruments of service delivery over professional and operational issues so as to ensure effective coordination of DRM issues at all levels.

Right Honourable Dr. Saulos Klaus Chilima
VICE PRESIDENT

FOREWORD

The Department of Disaster Management Affairs (DoDMA) presents this Devolution Plan as a positive milestone towards responding to the natural imperative of unlocking its potential to plan, execute and coordinate Disaster Risk Management (DRM) programmes in a responsive, timely, effective, efficient and inclusive manner. DoDMA is convinced that the devolution of some of its functions to LAs will facilitate the achievement of the sector's overall national aspiration of improving and safeguarding the quality of life of Malawians, especially those vulnerable to and affected by disasters, thereby increasing the sector's contribution to the socio-economic development of the country.

The Devolution Plan clearly outlines the functions to be under the (i) sole ambit of the LAs, (ii) joint ambits of both DoDMA and the LAs, and finally, (iii) sole ambit of DoDMA. Thus, DoDMA pledges to spearhead the removal of any gray areas and/or duplication in the implementation of the devolved functions.

The Devolution Plan is a product of close collaboration and significant consultations within and outside the Department, including officers from the Ministry of Local Government and Rural Development (MLGRD), National Local Government Finance Committee (NLGFC) as well as officers from selected districts. Specifically, I acknowledge, with gratitude, the significant contribution made by the following people and institutions:

- James Chiusiwa for his leadership and dedication in chairing the Devolution Taskforce Team;
- The Devolution Taskforce Team members from DoDMA, including Hastings Kampango Chatepa, Dyce Nkhoma, Stern Kita, Suzen Mphande, Elphy Malemia, Fyawupi Mwafongo, Osbin Ngosi, Gertrude Chifomboti, Mwai Chimuna and Sirys Chinangwa;
- The Devolution Taskforce Team members from selected districts, including Zion Viyazhi (Dedza), Alinafe Chisenga (Nkhotakota), Shepherd Jere (Machinga) and Blessings Kamtema (Salima);
- Ministry of Local Government and Rural Development (Kiswell D. Dakamau, Hastings Bota, Darwin Pangani and Douglas Mkweta) and the National Local Government Finance Committee (Stanley Chuti and Patricia Banda) for providing direction and guidance in the preparation of the Devolution Plan; and

- UNDP, CEPA and CADECOM for facilitating the whole process through provision of financial assistance.

I am pleased that the consultative process managed to lay the foundation for ensuring a shared vision towards the decentralization of the DRM sector. I therefore urge all stakeholders in the sector to uphold the plan's intended collective spirit and approach to play their respective roles in ensuring a speedy implementation of the Devolution Plan so as to improve direct services delivery.

Ben Botolo

**SECRETARY TO THE VICE PRESIDENT AND COMMISSIONER FOR
DISASTER MANAGEMENT AFFAIRS**

1.0 INTRODUCTION

The Disaster Preparedness and Relief Act of 1991 provided for the establishment of the Department of Disaster Management Affairs (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 Malawians, especially those vulnerable to and affected by disasters. The mission and vision of the Department are as follows:

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

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

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 to:

- reduce the social, economic and environmental impact of disasters by 29%;
- ensure that 40% of households in disaster prone areas practice safety and resilience measures;
- ensure that 50% of households in disaster prone areas acknowledge improvement in service delivery; and
- ensure that 55% 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, namely the Disaster Risk Reduction (DRR) Division with the specific mandate to coordinate the implementation of disaster risk reduction programmes and the Disaster Response and Recovery (DRaR) Division with the specific mandate to coordinate the implementation of disaster response and recovery programmes. The two technical divisions are supported by three sections, namely (i) the General Administration Support Services Section which provides general administrative office support services, (ii) the Accounting Services Section which manages the Department's finances and (iii) the Planning Section with the specific mandate to formulate, analyze and review policies as well as monitor the implementation of both disaster risk reduction programmes and disaster response and recovery programmes.

Since December 2010, the structure at the headquarters has been supported by 14 District Disaster Risk Management Offices¹ which are currently manned, on temporary basis, by 13 Assistant District Disaster Risk Management Officers (ADDRMOs) in 13 districts². The district offices have to-date been operating at the Local Authority (LA) level with their functions and financial resources still administered from DoDMA Headquarters. The situation has posed major challenges in bringing service delivery closest to the people. Moreover, since most interventions to mitigate the impact of disasters often occur at the district and community levels, it is imperative to devolve the functions with full coverage of all the 35 LAs in Malawi.

Consistent with Government policy on Decentralization, DoDMA officially engaged the Ministry of Local Government and Rural Development (MLGRD) to embark on the process of devolving some of the Department's functions to the LAs. As such, this Devolution Plan has been prepared to guide the devolution process in the sector.

The structure of this document includes background information, justification for the devolution process and methodology for preparing the Devolution Plan immediately following this introduction. Thereafter, the plan presents a clear determination of the functions to be devolved; the actual functions to be devolved; the implementation strategy, resource mobilization and monitoring and evaluation for the devolution plan; and finally, the conclusion.

2.0 CONTEXTUAL FRAMEWORK OF THE DEVOLUTION PLAN

2.1 Background

Malawi's geo-climatic conditions explain the country's traditional vulnerability to natural hazards, including floods, droughts, earthquakes, and landslides. The magnitude, frequency and impact of disasters have been increasing due to climate change, rapid population growth and environmental degradation. Acknowledging that disasters continue to hinder Malawi's growth and poverty reduction efforts, Theme III³ of the MGDS II contains Sub-Theme II on Disaster Risk Management among its priorities. The focus of the MGDS II on DRM reflects the major and current need to shift Malawi's DRM system from a reactive approach that is skewed for disaster response to a more comprehensive disaster risk management approach that incorporates disaster prevention,

¹ Karonga, Nkhatabay, Salima, Nkhotakota, Dedza, Mangochi, Machinga, Zomba, Phalombe, Chikhwawa, Nsanje, Balaka, Blantyre and Rumphi

² None in Rumphi at the moment

³ Social Support and DRM

preparedness and mitigation efforts above disaster response. This calls for bringing service delivery for disaster risk reduction and disaster response closest to the people and the most likely agents (apart from NGOs and CBOs) that provide direct services to people, thereby improving service delivery.

Based on the National Decentralisation Policy, which was approved by Cabinet in 1998, the Malawi Government has been implementing the Decentralisation Programme since 2001 as an efficient means of delivering public services to the people, especially the poor, by devolving central government functions and responsibilities to LAs. According to the Principle of Subsidiarity, Decentralisation ensures that functions are performed closest to the communities in order to deliver services in a responsive, timely, effective, efficient and inclusive manner. By the nature of DRM activities that DoDMA implements as well as the nature of the beneficiaries targeted by these interventions, DoDMA has, to some extent, been implementing these activities in a decentralized manner. For instance, since December 2010, 14 District Disaster Risk Reduction Offices have supported the headquarters structure in implementing DRM interventions at the district and local level.

2.2 Justification

While most sectors have to-date devolved their functions and that the nature of DRM activities has, to some extent, dictated their implementation in a decentralized manner, to-date DoDMA continues to administer the implementation of its functions at the district level from the centre. This is inconsistent with the district, local and community nature of these activities. Further, the coordination and implementation of DRM activities from the central setting has, in turn, been inconsistent with the bottom-up approach. The resultant top-down approach to planning and implementation has to-date caused several challenges including less cost effective and inefficient service delivery. Moreover, since most interventions to mitigate the impact of disasters are often implemented at local authority and community levels, it is imperative to devolve the functions with full coverage of all the 35 LAs in Malawi. Thus, DoDMA is committed to take advantage of the Government of Malawi's implementation of the Decentralisation Programme to devolve some of its functions beginning from the 2014/15 Fiscal Year. Specifically, the devolution of some of DoDMA's functions to the LAs is beneficial in several aspects. For instance, the local planning and implementation of DRM interventions will ensure effective targeting and coordination, thereby improving mobilization and allocation of resources as well as local participation and ownership by all beneficiaries and stakeholders. Further, the devolution will allow DoDMA to focus more on the central roles of planning, development of standards and resource mobilization at the national level, thereby improving the institution's strategic focus.

2.3 Methodology

DoDMA engaged the MLGRD and the National Local Government Finance Committee (NLGFC) in a consultative process to prepare this Devolution Plan. The Department held initial consultations with the two institutions on 24th February, 2014 in Lilongwe to get a detailed brief on the process. Thereafter, the Department:

- Communicated to OPC to express its interest to devolve some of its functions to LAs in a letter dated 24th February, 2014;
- Formed a Devolution Task Force team comprising of staff from headquarters and selected districts;
- Held initial consultation with Ministry of Finance on 28th February, 2014 on the need for increased budget ceiling for DRM activities in order to accommodate the devolved functions as well as DoDMA’s new structure as recommended by the Functional Review Report of 2012 ;
- Convened the first meeting of the Devolution Task Force team together with officials from MLGRD and NLGFC to prepare the draft Devolution Plan from March 30 to 4th April, 2014;
- Convened the second meeting of the Devolution Task Force team together with officials from MLGRD and NLGFC to endorse the draft Devolution Plan from ----- to -----, 2014; and
- Got approval of the responsible minister to implement the Devolution Plan on -----

3.0 DETERMINATION OF SECTOR FUNCTIONS FOR DEVOLUTION

The Devolution Plan presents the functions to be fully devolved and to remain under the sole ambit of LAs by Technical Division as follows:

Disaster Risk Reduction Division	Disaster Response and Recovery Division
Establishment, capacity building and coordination of Civil Protection Committees (CPCs)	Capacity building and coordination of CPCs <ul style="list-style-type: none"> •
	Implementation of disaster response activities <ul style="list-style-type: none"> • Development and/ or review of district contingency plan • Beneficiary targeting for response programs • Distribution of relief items
	Implementation of disaster recovery projects <ul style="list-style-type: none"> • Beneficiary targeting for recovery programs

Further, the Devolution Plan presents the functions to be partially devolved and to remain under the joint ambits of DoDMA and the LAs by Technical Division as follows:

Disaster Risk Reduction Division	Disaster Response and Recovery Division
Establishment and maintenance of a DRM management information system (DRMMIS)	Undertake disaster assessments and verification
Dissemination of disaster early warning information	Stockpiling relief provisions
Compilation of disaster risk reduction interventions' reports for apprising stakeholders	Provision of relief assistance to Local Authorities and households affected by disasters
Mainstreaming of DRR into development plans, projects and programmes	Budgeting for disaster response and recovery activities
Development and implementation of disaster risk management plans	Disaster simulation exercises
Development and implementation of a DRM communication strategy	Commemoration of the World Humanitarian Day
Implementation of DRR interventions targeting education institutions	Mobilizing resources for disaster response and recovery activities
Advocacy for the enforcement of appropriate building codes and safety measures	Compiling disaster response and recovery interventions' reports for apprising stakeholders
Promotion of sustainable and long-term disaster risk reduction measures	Undertaking post disaster needs assessment to inform recovery programs
Commemoration of the International Day for Disaster Reduction	Participation in international conferences, meetings and trainings
Development of hazard and vulnerability maps	
Strengthening and integrating early warning systems, including community based early warning systems	
Conducting participatory vulnerability and capacity assessments	
Participation in international conferences, meetings and trainings	

Finally, the Devolution Plan presents the functions that DoDMA will retain at the central level as follows:

- Development and review of policies and legislation;
- Representation in international fora;
- Development of systems (standards, procedures and tools) for conducting disaster risk assessments at all levels;
- Setting standards and guidelines for humanitarian and recovery interventions;
- Advocacy for the development of appropriate building codes and safety measures;
- Integration of disaster risk management concepts into the primary, secondary and tertiary curricula;
- Promotion of interdisciplinary and policy oriented research on locally appropriate disaster risk management technologies and approaches; and
- Capacity building for LAs.

4.0 MATRIX OF SECTOR FUNCTIONS TO BE DEVOLVED

The following Devolution Plan matrices provide the functions and specific components to be devolved, including timing for the devolution process by Technical Division. The matrices also provide some of the issues that need to be addressed to facilitate the devolution process, including the required resources to address the issues as follows:

NO.	SECTOR FUNCTION TO BE DEVOLVED	COMPONENTS / SUB-FUNCTIONS (FNS)	WHEN TO DEVOLVE FNS	ISSUES	ACTION TO RESOLVE ISSUES	WHEN TO RESOLVE ISSUE	WHO	RESOURCE REQD/ BUDGET
DISASTER RISK REDUCTION								
1	Disaster risk management information system	DRM database	Jul-17	Lack of format for inventory	Develop format for inventory	Dec-16	Systems Analyst	-
				Lack of database	Develop database			32,000,000
		Hazard and vulnerability mapping	Jul-17	Lack of national standards on hazard and vulnerability mapping	Develop hazard and vulnerability mapping standards	Dec-16	DDRR	-
2	Early warning systems	Dissemination of disaster early warning information	Jul-17	Limited capacity in disseminating early warning information	Orient district LAs in dissemination of early	Dec-16	DDRR	28,000,000

Department of Disaster Management Affairs

					warning information			
		Establishment of community based early warning systems	Jul-17	Limited coverage of Community based early warning systems	Scaling up to all districts			40,000,000
3	DRR mainstreaming	DRR mainstreaming in village action plans, socio-economic profiles and district development plans	Jul-17	Not in village action plans	Scaling up to all districts and harmonization			272,000,000
		Project appraisal for DRR considerations	Jul-17	Lack of inclusion of DRR aspects in Public Sector Investment Programme (PSIP) Manual	Include DRR aspects in the PSIP manual	Dec-16	DDRR	1,800,000
		District disaster risk management plans (DDRMPs)	Jul-17	Lack of national guidelines on DRM plans	Development of guidelines for DDRMP	Dec-16	DDRR	9,000,000
5	DRR in schools	DRR school clubs	Jul-17	Lack of guidelines for DRR in schools	Development of guidelines for DRR in schools	Dec-16	DDRR	8,000,000
		DRR awareness campaigns in schools	Jul-17		Conduct campaigns in schools		DDRR	170,000,000
6	Safety measures and standards enforcement	Awareness and advocacy on building codes and other safety measures	Jul-17	Lack of knowledge on building codes and safety measures	Sensitization of LAs on building codes and safety measures	Dec-16	DDRR	
7	Coordination of disaster	Monitoring of DRR interventions	Jul-17				DDRR	40,000,000

Department of Disaster Management Affairs

	risk reduction	Coordination of DRR stakeholders	Jul-17	Lack of approved policy	Approval of policy	Mar-15	DDRR	
				Lack of operational guidelines	Finalize operational guidelines	Dec-16		3,000,000
		Participatory vulnerability and capacity assessments	Jul-17	Lack of national guidelines on participatory vulnerability and capacity assessments	Develop national guidelines on participatory vulnerability and capacity assessment	Mar-15	DDRR	10,000,000
		Operational Guidelines		Lack of operational guidelines	Finalization of operational guidelines	Dec-16	DDRR	-
		Stakeholder sensitization	Jul-17	None	None		DDRaR	
8	District level capacity building in DRR	Training in DRM	Jul-17	Lack of national training manual	Develop national DRM training manual	Dec-16	DDRR	-
DISASTER RESPONSE AND RECOVERY								
1	Coordination of disaster response and recovery stakeholders	Convening district stakeholders meetings	Jul-17	Lack of DRM Staff in 35 local authorities	Advocate for recruitment of DRM Staff	Dec-16	DDRaR	9,000,000
		Apprising stakeholders on disaster response and recovery interventions			Engage respective LAs to appoint officers to be handling			Dec-16

Department of Disaster Management Affairs

					disaster response and recovery activities			
2	Capacity building of CPCs in disaster response and recovery	Training of CPCs In disaster response and recovery	Jul-17	Lack of standardised training manuals	Develop standardized training manuals	Dec-16	DDRaR	
				Lack of CPCs in some LAs	Establish CPCs at all levels in all LAs	Dec-16		105,000,000
								20,000,000
3	Planning for disaster response and recovery	Contingency planning	Jul-17	Lack of guidelines	Finalize draft guidelines on contingency planning	Dec-16	DDRaR	6,000,000
		Disaster simulation exercises	Jul-17	Inadequate skilled facilitators	Train facilitators	Dec-16		DDRaR
		Resource mobilization for disaster response and recovery activities	Jul-17	Lack of warehouse in most districts	Identify warehouses	Jun-14	DDRaR	4,500,000
					Construct warehouses	16-Dec		600,000,000
Monitoring and evaluation	Jul-17	Inadequate disaster response and recovery monitoring tools	Harmonize M& E tools and matrix	Dec-16	DDRaR	30,000,000		
4	Disaster response	disaster assessments	Jul-17	Limited participation of other sectors	Sensitize sector members on the need for multi-	Dec-16	DDRaR	15,000,000

Department of Disaster Management Affairs

					stakeholder disaster assessment			
				Inadequate knowledge and skills on assessment tools	Orient District CPC members on assessment tools	Dec-16		15,000,000
		Implementation of disaster response interventions	Jul-17	Interference by local leaders, politicians and community members	Sensitize stakeholders on vulnerability and targeting criteria and mechanisms	Dec-16	DDRaR	25,000,000
				Inadequate trucks in LAs	Advocate/lob by for sector vehicle sharing	Jun-15	DDRaR	-
5	Disaster recovery	Post disaster needs assessments	Jul-17	Lack of tools for PDNA	Develop PDNA tools	Dec-16	DDRaR	25,000,000
				Inadequate knowledge and skills in conducting PDNA	Conduct PDNA training			16,000,000
		Implementation of disaster recovery interventions	Jul-17	Interference by local leaders, politicians and community members in beneficiary targeting	Sensitize stakeholders on beneficiary targeting criteria	Dec-16	DDRaR	20,000,000

5.0 IMPLEMENTATION STRATEGY FOR THE DEVOLUTION PLAN

The Devolution Plan will be implemented over a period of 5 years beginning July 2014. The Plan will also be reviewed mid-way, with final review slated at the end of the implementation period. A separate set of operational guidelines developed by DoDMA will also guide the LAs in the management of the devolved functions. Further, DoDMA will issue a letter to existing and concerned officers in the LAs on the new decentralized set-up and reporting lines. Furthermore, DoDMA will initiate circulars and make announcements to all relevant people and institutions as well as hold briefing sessions to explain the devolution process and procedures. Finally, DoDMA is aware that not all the LAs have relevant staff and that existing staff in selected LAs will require adequate capacity to absorb the devolved functions. As such, DoDMA pledges to work with MLGRD to address this issue, including mobilizing resources to train frontline workers for the LAs. This will also include specialized refresher courses for technical staff that shall be absorbed by the LAs.

6.0 RESOURCE MOBILISATION AND MONITORING AND EVALUATION

For the first year of the devolution process, DoDMA will plan and budget for all the devolved functions in consultation with the LAs. DoDMA will also provide direct supervision and oversight through the responsible Technical Divisions. While DoDMA will prepare and include the devolved functions in its 2014/2015 financial year budget, funding for the devolved functions will be channeled directly to the LAs based on the work plans prepared by respective LAs.

The Planning Section will lead members of the Devolution Task Force from within DoDMA to monitor the implementation of this Devolution Plan. Based on the operational guidelines, DoDMA will provide for a consolidated monitoring mechanism that will be linked to the operations of the LAs in ensuring timely exchange of information and provision of necessary advice during the devolution process.

7.0 CONCLUSION

In line with its mandate to coordinate and direct Disaster Risk Management (DRM) programmes in the country, DoDMA has prepared this Devolution Plan to consolidate and deepen the implementation of its activities in a decentralised manner so as to bring service delivery for

disaster risk reduction and response closest to the people, especially those vulnerable to and affected by disasters.

The preparation of the Devolution Plan followed a consultative process in order to lay the foundation for ensuring a shared vision towards the decentralization of the DRM sector. The process involved such Central Government Agencies as the Office of the President and Cabinet, Ministry of Finance and the Ministry of Local Government and Rural Development MLGRD). It also involved key institutions such as the National Local Government Finance Committee (NLGFC) as well as selected LAs. As such, DoDMA expects that all the relevant institutions will uphold the plan's intended collective spirit and approach to play their respective roles in ensuring a speedy implementation of the Devolution Plan so as to improve direct services delivery. It is DoDMA's conviction that the devolution of some of its functions through an expeditious implementation of this Devolution Plan will ensure that such functions are performed closest to the communities, thereby delivering DRM services in a responsive, timely, effective, efficient and inclusive manner. This is the only way to minimize the loss of lives, damage to property and environmental degradation, thereby contributing to the socio-economic development of the country.