



**GOVERNMENT OF MALAWI**

# **National Resilience Strategy**

**(2018 – 2030)**

**Breaking the Cycle of Food Insecurity in Malawi**



**DEPARTMENT OF DISASTER MANAGEMENT AFFAIRS**

**(unofficial copy)**

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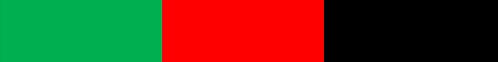
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# Acronyms

ACE	Agriculture Commodity Exchange	LDF	Local Development Fund
ADD	Agriculture Development Division	MALCID	Malawi Committee on Irrigation and Drainage
ADDRMO	Assistant District Disaster Risk Management Officer	MDA	Ministry, Department, Agency
ADMARC	Agricultural Development and Marketing Corporation	MGDS	Malawi Growth and Development Strategy
AGYW	Adolescent Girls and Young Women	MIB	Malawi Irrigation Board
ARC	African Risk Capacity	MK	Malawi Kwacha
ASWAp	Agriculture Sector-Wide Approach	MNSSP	Malawi National Social Support Programme
AIDS	Acquired Immune Deficiency Syndrome	MoAIWD	Ministry of Agriculture, Irrigation, and Water Development
CMFEWS	Community-based Flood Early Warning Systems	MoEST	Ministry of Education, Science and Technology
CCA	Climate Change Adaptation	MoFEP&D	Ministry of Finance, Economic Planning and Development
CCIP	Climate Change Investment Plan	MoHP	Ministry of Health and Population
CSA	Climate Smart Agriculture	MoITT	Ministry of Industry, Trade, and Tourism
CoBRA	Community Based Resilience Analysis	MoGCDSW	Ministry of Gender, Children, Disabilities and Social Welfare
CPC	Civil Protection Committee	MoLGRD	Ministry of Local Government and Rural Development
CSO	Civil Society Organization	MoLHUD	Ministry of Lands, Housing, and Urban Development
DADO	District Agricultural Development Officer	MoTPW	Ministry of Transport and Public Works
DC	District Commissioner	MNEP	Malawi National Energy Policy
DCCMS	Department of Climate Change and Meteorological Services	MoNREM	Ministry of Natural Resources, Energy, and Mines
DEC	District Executive Committee	MRC	Malawi Red Cross
DFID	(UK) Department for International Development	MT	Metric tons
DNHA	Department of Nutrition, HIV and AIDS	MVAC	Malawi Vulnerability Assessment Committee
DoDMA	Department of Disaster Management Affairs	NA	New Alliance for Food Security
DoE	Department of Energy	NAIP	National Agriculture Investment Plan
DoF	Department of Forestry	NCCMP	National Climate Change Management Policy
DoI	Department of Irrigation	NCIC	National Construction Industry Council
DNHA	Department of Nutrition and HIV and AIDS	NDPRC	National Disaster Preparedness and Relief Committee
DP	Development Partner	NES	National Export Strategy
DPD	District Planning and Development Officer	NFI	Non-food Item
DRR	Disaster Risk Reduction	NFRA	National Food Reserve Agency
DWR	Department of Water Resources	NGO	Non-Governmental Organization
EAD	Environmental Affairs Department	NIP	National Irrigation Policy
EPA	Extension Planning Area	NMSNP	National Multi-Sectoral Nutrition Policy
EU	European Union	NRS	National Resilience Strategy
EWS	Early Warning System	NSO	National Statistics Office
FAO	Food and Agriculture Organization	NWP	National Water Policy
FAW	Fall Army Worm	PDNA	Post-Disaster Needs Assessment
FEWS	Flood Early Warning System	PPP	Public-Private Partnership
FISP	Farm Input Subsidy Programme	PWP	Public Works Programme
GBI	Green Belt Initiative	SCTP	Social Cash Transfer Programme
GDP	Gross Domestic Product	SGR	Strategic Grain Reserve
GIS	Geographic Information System	SMP	School Meals Programme
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH	TA	Traditional Authority
GoM	Government of Malawi	UBR	Unified Beneficiary Registry
HEA	Household Economy Approach	UNDP	United Nations Development Programme
HIV	Human Immunodeficiency Virus	UNICEF	United Nations Children's Fund
IF	Irrigation Fund		
IFAD	International Fund for Agricultural Development		
ILO	International Labour Organization		
IMPIF	Irrigation Master Plan and Investment Framework		
IWD	Integrated Watershed Development		
IPC	Integrated Phase Classification		



UP United Purpose  
USAID United States Agency for International  
Development

VSL Village Savings and Loan  
WFP World Food Programme  
WB World Bank

# KEY DATA

<b>Title</b>	Malawi National Resilience Strategy (NRS): Breaking the Cycle of Food Insecurity
<b>Duration</b>	Phase I: 2018 – 2022 / Phase II: 2023– 2028 / Phase III: 2029-2030
<b>Vision Statement</b>	A country free of chronic vulnerability, and food, and nutrition insecurity, where sustainable economic development creates opportunities for everyone, and where people are resilient to economic and environmental shocks that affect their lives and livelihoods.
<b>Overall Outcome</b>	Malawi is resilient to economic and environmental shocks and able to sustain inclusive growth, food and nutrition security, and improved well-being for all Malawians. The country has transitioned from recurrent humanitarian appeals to protective and productive investments in complementary interventions targeting chronically food insecure and poor households, supported by effective institutional coordination and multi-sectoral planning and implementation.
<b>Combined Pillar Impacts</b>	<ol style="list-style-type: none"> <li>1. Transformed agricultural sector into an engine for shared economic prosperity, food security and poverty reduction;</li> <li>2. Scaled-up climate-resilient infrastructure, and enhanced climate-adaptation capacity of all stakeholders, through better access to climate information and early warning and response mechanisms that safeguard lives and livelihoods from shocks;</li> <li>3. Sustained reduction in the number of chronically food insecure households by scaling up access to predictable social support services, complementary livelihood packages, nutrition services, and expanded access to national programmes;</li> <li>4. Reduction in stunting of children &lt;5 years of age through well-coordinated and high-impact multi-sectoral investments in nutrition-specific and nutrition-sensitive interventions;</li> <li>5. Expanded public, private and community partnerships to safeguard Malawi’s natural resource endowments and ecosystems that contribute to social and economic prosperity;</li> <li>6. Strengthened national and devolved government institutions, civil society, and private sector actors to adopt effective and accountable practices that prevent, mitigate, and respond to disasters, and promote long-term development;</li> <li>7. Strengthened women’s empowerment through cross-cutting strategies and measurable outcomes.</li> </ol>
<b>Indicators (all disaggregated by gender and age)</b>	<ol style="list-style-type: none"> <li>a) Percentage reduction in extreme poverty.</li> <li>b) Prevalence and depth of food insecurity (measured by Food Insecure Experience Scale (FIES).</li> <li>c) Reduction in number of people requiring emergency food and cash assistance as a result of flood, drought, and other emergencies, disaggregated by gender.</li> <li>d) Return on investment, money and livelihoods saved from averting food and nutrition crisis compared to past crises.</li> <li>e) Percentage of poor Malawians graduated from the social safety net transfers through protective and productive asset creation and cash transfers, disaggregated by gender.</li> <li>f) Percent of poor Malawians living above the poverty line who do not backslide into poverty, disaggregated by gender.</li> <li>g) Percentage annual growth in agriculture GDP.</li> <li>h) Percentage increase in availability, access, quality, and affordability of recommended food groups in local and regional markets.</li> <li>i) Percent increase in hectares managed through integrated watershed development practices (protective forest cover in priority catchments).</li> <li>j) Annual reduction in percent of children &lt;5 years of age stunted.</li> <li>k) Percent reduction in anaemia in children &lt;5 years of age and women of childbearing age.</li> <li>l) Percent change in Women Empowerment in Agriculture (WEAI) Score (mean empowerment gap).</li> <li>m) National and devolved government institutions implement coordinated multi-sectoral plans supporting NRS priorities.</li> <li>n) Optimal funding levels for multi-sectoral programmes and sector-specific programming in NRS priority areas are allocated by the GoM Treasury and Development Partners (priority areas defined during implementation)</li> </ol>
<b>Target Areas and Population</b>	<ul style="list-style-type: none"> <li>• 319,000 ultra-poor, labour-constrained, and vulnerable households across all 28 districts.</li> <li>• 15% of poor households in all 28 districts.</li> <li>• Up to 50% of household population with lowest welfare status.</li> <li>• Areas the most vulnerable to recurrent crisis based on multi-criteria mapping: priority drought-prone areas, catchments and flood hotspots, irrigation sites, degraded ecosystems, and non-grid connected households without energy access.</li> </ul>

# Statement by the President



The National Resilience Strategy (NRS) represents a pivotal shift in the way our country will address poverty reduction, food and nutrition security, and inclusive resilient growth for all Malawians.

For too many years the people of Malawi have cycled in and out of seasonal and multi-dimensional poverty. In 2016-17, over 40% of the population needed humanitarian assistance, which had devastating impacts on livelihoods, nutrition, and our progress to expand inclusive economic growth as outlined in the Malawi Growth and Development Strategy III. It is imperative that the GoM, its partners, and citizens reignite our ambitions and actions as we collectively deal with the increasing, more frequent, and rising severity of extreme weather events linked to climate change. Malawi's commitment to achieve the Sustainable Development Goals (SDGs), Agenda 2030, and Agenda 2063, remains steadfast.

Malawi is eager for more predictable and productive investments that address vulnerability and risk, and build resilience at the household and systems levels so that people can build healthy and productive lives and nourished families, free from poverty. I want Malawi's youth to have food in abundance, education, and gainful employment so they can prosper and build the future of the country. I want to see our farms prosper, our markets overflow, and our environment protected for all to enjoy. When the next emergency arrives, I want to see all our systems respond effectively, from the national level down to communities who are most affected.

It is with this vision that I endorse the NRS as an instrument of change. The NRS is the first Government-led multi-sectoral strategy to be managed under a common framework for implementation, coordination, and monitoring, evaluation, and learning. The strategy calls on all Ministries, Development Partners, and stakeholders to plan strategically to achieve collective results.

The NRS creates the coordination framework and the momentum needed to ensure that sectoral activities are effectively achieved, furthering Malawi's progress to meet the SDGs in 2030.

The NRS recognizes that building resilience depends on an enabling environment that propels agricultural growth. Agricultural investments must increase productivity and diversity in local and regional markets, while driving exports. Diversification and integration of nutrition-sensitive interventions are imperative in the face of climate change, and for nutritious and sustainable diets. Agricultural growth will stabilize prices, increase productivity, and mitigate shocks.

Sustaining such growth requires effective disaster risk reduction and response systems through coordinated investments in flood control, drought mitigation, and high functioning early warning and response systems. Shock-sensitive and nutrition-sensitive social protection will protect the most vulnerable.

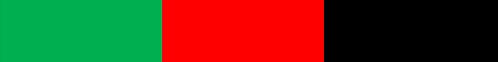
The Malawi National Social Support Programme II lays the foundation for vulnerable groups to meet basic needs, while embarking on a path of resilient growth through asset creation, access to education, higher value agricultural livelihoods opportunities, and increasingly in the service sectors. Livelihoods growth will impact all pillars of the NRS through job creation and skills building in agriculture, nutrition, the environment, and renewable energy. Well-managed urbanization will also build Malawi's resilience. Investments in optimal nutrition services are also integral to the NRS, and will scale up nutrition-specific and nutrition-sensitive activities.

Investments in catchment protection, forestry, rural electrification, renewable energy, and climate financing will protect and sustainably manage natural resources, and generate jobs, particularly for our youth.

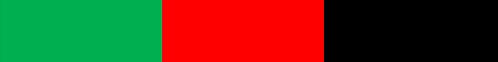
I champion and stand behind the NRS, and expect to witness real change. I therefore call on the Lead Government Ministries, and all other Ministries, Development Partners, stakeholders, private sector, and citizens, to rally behind the NRS by taking action, and working together to achieve the vision of a more resilient, healthy, and prosperous Malawi.

*May God Bless Malawi and its People.*

**His Excellency Peter Arthur Mutharika**



President of the Republic of Malawi



# Joint Ministerial Statement

We wish to express our gratitude to His Excellency the President, Professor Arthur Peter Mutharika, for being the champion of the National Resilience Strategy. We also extend our appreciation to officials in the Department of Disaster Management Affairs for driving the efforts to develop the NRS in the wake of extreme droughts and floods, and the seasonal food security crises Malawi continues to face.

We wish to affirm our support to the National Resilience Strategy, and underscore our commitment to work together to achieve its objectives. Under the MGDS III, our Ministries are eager to join forces with Development Partners and all stakeholders to put the NRS into action. We embrace the change required to continue to work together to achieve more profound and more sustainable results to strengthen resilience.

The continuous cycle of food and nutrition insecurity, coupled with the increasing threat of climate change, are holding Malawi back from achieving real and sustained development gains. While urbanization is increasing in Malawi, rural development and agriculture will continue to be the main drivers of Malawi's development over the next 15 years, and is thus foundational to the success of the NRS, and reaching our vision of: "A country free of chronic vulnerability, food and nutrition insecurity, and where sustainable economic development creates opportunities for everyone, and where people are resilient to economic and environmental shocks that affect their lives and livelihoods".

We recognize that the NRS aligns with the MGDS III, the Malawi Social Support Programme II, the National Agriculture Investment Plan 2017/18-2022/23, the National Multi-Sectoral Nutrition Policy 2017-2022, the National Climate Change Policy, 2016, the National Gender Policy, and all supporting policies and strategies that guide our core NRS development investments in Malawi.

While our sector policies and strategies all aim to break down vertical silos, we acknowledge the benefits of making greater strides in joint implementation approaches and integrated service delivery, with a view to reducing fragmentation and improving the effective channelling of human and financial resources to support and sustain household and system-level resilience in NRS priority districts.

In the spirit of this pivotal change in approach, we therefore embrace a new, and more robust and coordinated way of working guided by the NRS Common Programme Framework (CPF). We champion this effort to apply NRS geographic, technical, and beneficiary targeting criteria, and intentional multi-sectoral design. The CPF will serve as a guide for prioritizing, coordinating, and channelling resources across sectors that will ensure greater collective and measurable outcomes. It will also serve as a vehicle for enhanced learning, documenting the evidence base, and scaling up sustained pathways out of poverty, climate resilience, and economic growth.

In keeping with the statement of support from His Excellency the President, we therefore commit to raising the bar, and stand ready to work together with our Development Partners, local organizations, and civil society to drive the NRS agenda forward.

We are committed to the additional investment required in management, multi-sectoral design, coordination, and monitoring and evaluation, and learning required for successful implementation of the NRS vision. Accelerated growth and progress toward increasing resilience requires coordinated investments in agriculture, disaster risk reduction, early warning, preparedness and response, human capacity, livelihoods, and nutrition, and climate change. Working together, we will achieve the objectives of the MSDG III and move closer to reaching the 2030 Sustainable Development Goals for a more productive, competitive, and resilient Malawi.

**Honourable Goodall Gondwe, Minister of Finance, Economic Planning, and Development**

**Honourable Joseph Mwanamwekha, Minister of Agriculture, Irrigation, and Water Development**

**Honourable Jappie Chancy Mhango, Minister of Transportation and Public Works**

**Honourable Aggrey Masi, Minister of Natural Resources, Energy, and Mining**

**Honourable Jean Kalilani, Minister of Gender, Children, Disability, and Social Welfare**

**Honourable Atupele Muluzi, Minister of Health and Population**

**Honourable Kondwani Nankhumwa, Minister of Local Government and Rural Development**

**Honourable Henry Mussa, Minister of Industry, Trade, and Tourism**

**XXX, Minister of Education, Science, and Technology**



Honourable XXX, Minister of Lands, Housing, and Urban Development

# Statement by Development Partners

On behalf of development partners in Malawi, we welcome the National Resilience Strategy and congratulate the Government for embarking on this long-term process to address the structural vulnerabilities affecting poor people's lives, contributing to chronic and acute food insecurity, and hampering progress on inclusive growth. We welcome the commitment by all government ministries, departments, and agencies to chart a new course for a more resilient and food secure Malawi.

As the government finalizes the Malawi Growth and Development Strategy III, development partners are of the view that Malawi is poised for a pivotal departure from the cycle of annual appeals for emergency food assistance. To support this process, the NRS serves as a common platform for a broad-based coalition committed to a food secure, resilient, and prosperous Malawi.

We welcome that the NRS is anchored on a multi-sectoral and multi-stakeholder approach that is strongly led and owned by government. Stakeholders recognize that the way in which we work has not always led to the changes we seek. As the frequency and intensity of weather-related hazards is likely to increase, this trend leaves little room for households to recover and rebuild their livelihoods. Programmes and projects to build household resilience among the most vulnerable have tended to be developed in isolation from each other, and not always fully aligned with, or led by, Government. While their benefits are often positive at the community level, they have not been designed or delivered on a scale which facilitates sustainable, transformative impacts across all of Malawi. Development partners therefore welcome this common strategy to guide programming, and we believe that it provides a platform to achieve much greater impact on the lives of vulnerable people.

The NRS emerged from dialogue initiated at the Development Cooperation Group and High-Level Forum in 2016 among stakeholders deeply concerned about breaking the cycle of food insecurity in Malawi.

A discussion paper formulated by the Department of Disaster Management Affairs (DoDMA), and subsequent exchanges, led to the establishment of multi-stakeholder sub-groups composed of representatives from government, civil society, academia, the private sector, and development partners. These sub-groups gave shape to the NRS.

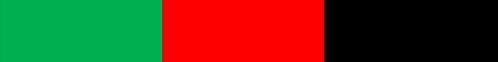
While the NRS reflects existing policies and strategies such as the Climate Change Management Policy, Irrigation Master Plan and Investment Framework, and National Agricultural Policy, it was formulated in parallel with Malawi Growth and Development Strategy (MGDS) III, the National Agricultural Investment Plan, and the new Malawi National Social Support Programme, and the National Multi-Sectoral Nutrition Policy. Accordingly, we welcome the phased approach that will enable stakeholders to maximize linkages across the NRS pillars as well as with these important strategies, plans and programmes.

The NRS reflects Malawi's commitment to contribute towards the momentum emerging across Africa, where national governments are strengthening the resilience of the most vulnerable through coordinated multi-sectoral humanitarian and development approaches, integrating agricultural growth, adaptation to climate change, social protection, livelihoods, nutrition, and disaster risk reduction.

By strengthening the linkages between these communities of practice, Malawi will advance its delivery of the Sustainable Development Goals, Agenda 2030, and Agenda 2063, as well as the New Alliance for Food Security and Nutrition, the Sendai Framework for Disaster Risk Reduction, and the Paris Agreement on climate change.

Meeting the objectives contained in the NRS will require new ways of working, a commitment to joined up programming, robust metrics to collectively monitor our results over time, and strong measures for effective governance. Development partners stand ready to support national actors to put the NRS into action.

**Mia Seppo**  
United Nations Resident Coordinator, and



**Resident Representative of UNDP**

# Acknowledgements

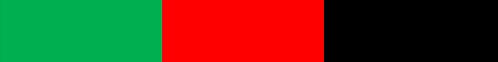
The National Resilience Strategy is a product of various actors in government, non-governmental organizations, and development partners. The commitment of all involved, and the goodwill and collaborative spirit shown throughout the process, are warmly appreciated. Special thanks go to officers at the Department of Disaster Management Affairs for coordinating the process. The success of the National Resilience Strategy reflects the collective effort by implementing ministries and departments at district level, supported by enabling policies. This Strategy is premised on the principles of division of labour and doing *business unusual*. It is motivated by the conviction that Malawi must accelerate its transition to a food and nutrition secure future by tackling chronic poverty, accelerating agricultural growth and economic opportunity, protecting households from shocks, and reducing disaster risk in the context of a changing climate. By working together, implementation of the National Resilience Strategy will contribute to Malawi's achievement of the Sustainable Development Goals. Support from the following organizations is gratefully acknowledged.

**C.C. Phiri**

**Secretary to the Vice-President and Commissioner for Disaster Management Affairs**

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- African Development Bank
- Catholic Development Commission
- Centre for Environmental Policy and Advocacy
- Civil Society Network on Climate Change
- Debt and Aid Division (MoFEP&D)
- Department of Agricultural Extension Services
- Department of Climate Change and Meteorological Services
- Department of Crops
- Department of Energy
- Department of Environmental Affairs
- Department of Fisheries
- Department of Forestry
- Department of Irrigation
- Department of Nutrition, HIV and AIDS
- Department of Planning (MoAIWD)
- Department of Water Resources
- European Union
- Food and Agriculture Organization
- German Development Cooperation
- Global Centre for Resilient Ecosystems and Desertification
- Government of Germany, through KfW and GIZ
- Green Belt Authority
- International Labour Organization
- International Food Policy Research Institute
- Lilongwe University of Agriculture and Natural Resources
- Ministry of Agriculture, Irrigation, and Water Development
- Ministry of Education, Science, and Technology
- Ministry of Finance, Economic Planning, and Development
- Ministry of Gender, Children, Disability, and Social Affairs
- Ministry of Health
- Ministry of Natural Resources, Energy, and Mining
- Ministry of Transport and Public Works
- Secretary to the Treasury
- Poverty Reduction and Social Protection Division
- Trocaire
- UK Department for International Development
- United Nations Children's Fund
- United Nations Development Programme
- United Purpose
- United States Agency for International Development
- World Bank Group
- World Food Programme
- World Vision Malawi



# Preamble

1.1 Whereas the Government of the Malawi is committed to implementing the Malawi Growth and Development Strategy III to build a competitive, productive, and resilient nation.

1.2 Whereas realizing the goals of MGDS III requires significant investments to enhance food and nutrition security and reduce the vulnerability of poor people in rural and urban areas to shocks that affect their ability to improve their quality of life.

1.3 Whereas Malawi continues to register a substantive number of people requiring recurrent humanitarian support regardless of whether the country registers surplus food production, and witnesses an increase in the number of food insecure people (from 2007-2011 annual average of 350,000 increasing to 1,700,000 over the 2012-2014 period, and more than 6.7 million over 2016-17).

1.4 Whereas the lack of clear differentiation between chronic and acute food insecure caseloads has resulted in the use of humanitarian appeals to address chronic problems, perpetuating responsive over preventative approaches, and continues to divert scarce human and organizational capacity and financial resources from productive investment.

1.5 Whereas more than 90 percent of national food production relies on a single rain-fed cropping season among smallholder farmers, making the agricultural sector characterized by low productivity, lack of predictability with high risks to climactic and other shocks.

1.6 Whereas climate change and population growth are increasing exposure to risk and pressure on farming and food supply systems, leading to smaller land holdings, less sustainable livelihoods, deforestation, and depleted soils.

1.7 Whereas breaking the cycle of food and nutrition insecurity requires an enabling economic environment, sustained and predictable access by vulnerable households to well-targeted livelihood support packages, increased transparency on resource use and programme delivery, and guidance to all stakeholders operating under a common framework.

1.8 Whereas, the Government is committed to achieving the Sustainable Development Goals and implementation of the New Alliance for Food Security and Nutrition, and has launched the Agricultural Policy, National Export Policy, National Irrigation Policy, National Environmental Policy, Climate Change Management Policy, National Nutrition Policy, National Forestry Policy, National Water Policy, National Social Support Policy, and is formulating its National Meteorological Policy, National Forestry Policy (2016), National Disaster Risk Act, and other key policies, strategies and plans.

1.9 Whereas, the Government is committed to promoting coherence in the implementation of these policies and strategies, new approaches are needed to address key barriers to achieving sustained poverty reduction to address chronic and acute food and nutrition insecurity, and to put Malawi on a climate-resilient development pathway.

1.10 Now, therefore, the Government of Malawi has conceived of the National Resilience Strategy to transform cooperation and synergy across sectors, stakeholders, and geographic areas so that programming is more coherent, coordinated, and efficient, and results in lasting change that breaks the cycle of food and nutrition insecurity. The National Resilience Strategy will lead to a common programming framework for all development actors that reflects the linkages among different approaches and instruments, and promotes the aggregation of interventions that target the same or different population groups at different times and in different ways that strengthen their resilience and promotes their graduation from chronic poverty.

1.11 The National Resilience Strategy reflects the Government's ambition to accelerate Malawi's transition towards a pivotal departure from the cycle of annual humanitarian appeals for food and other emergency assistance by reorienting existing and planned programmes under four thematic pillars: Resilient Agricultural Growth; Risk Reduction, Flood Control, and Early Warning and Response Systems; Human Capacity, Livelihoods, and Social Protection; and, Catchment Protection and Management.

In 2015-2016, Malawi's agriculture season experienced a late onset of rains, prolonged dry spells, and incidence of floods across regions of the country. A severe drought made more severe by El Nino exacted a heavy toll of millions of vulnerable people. The Malawi Vulnerability Assessment Committee (MVAC) indicated a total 6.5 million severely affected people in 24 of 28 districts, later revised upwards to 6.7 million (an estimated 40% of Malawi's total population).

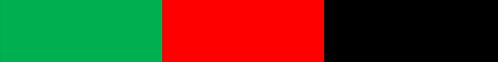
The delivery of Malawi's largest humanitarian response in 2016/17 has prompted reflection by government and its development partners on the need for policy shifts and new approaches that reorient and expand existing programmes to strengthen household resilience to shocks, accelerate access by households to economic opportunities and benefits from agricultural growth, and to chart a course for new partnerships and joined up programmes under the 2017-2022 Malawi Growth and Development Strategy (MGDS).

The National Resilience Strategy (NRS) introduces a new sense of common purpose to break the cycle of food insecurity in Malawi by bridging development and humanitarian interventions and prioritizing a continuum of more predictable livelihood support 'packages' that target vulnerable households. Successive shocks affecting a larger number of highly vulnerable people calls for a pivotal shift in orientation, one that moves from responding to shocks after they happen, to preventing their occurrence from undermining people's livelihoods and their ability to benefit from opportunities to improve their well-being. The NRS emerged from dialogue initiated in 2016 between the Government of Malawi and its Development Partners (DPs) to explore more effective approaches to breaking the cycle of food insecurity in Malawi. The content to the NRS is rooted in this dialogue as well as the subsequent analysis contained in the series of discussion papers and reports prepared by various stakeholders.

Two assumptions underpin the NRS: first, while droughts, floods and other shocks are inevitable in the region, and to some extent predictable, they need not result in disasters that lead to loss of life and livelihoods; second, while weather-related shocks will likely increase in frequency and severity due to climate change, their impacts will be greater unless root development challenges relating to environmental degradation, population pressures, multi-dimensional poverty and agricultural growth are tackled in a more coordinated and multi-sectoral manner.

In alignment with the Malawi Growth and Development Strategy (MGDS III), the NRS serves as a common programming framework to guide key programmes and investments to work better together to tackle chronic food insecurity and poverty by actively reducing chronic vulnerability and risks, while also strengthening opportunities for households to embark on pathways out of poverty.

While the NRS is a national strategy, implementation and targeting will vary across its four components and pillars. Led by national and district



governments, the NRS prioritizes coordination and synergy among sectors, and deepens accountability to chronically food insecure households.



must be matched by more effective and better targeted policy and programme responses.

Malawi's economy is predominantly agro-based with majority of the population directly and indirectly employed in the agriculture sector. Malawi was a net-food exporter in the 1970s and the country is endowed with large tracts of fertile land and immense opportunities for both rain fed and irrigated agriculture. Agriculture remains a key source of economic growth for the country, accounting for 40% of the GDP and over 85% of the total export earnings. Malawi's heavy reliance on rain-fed agriculture renders the country reliant on seasonal livelihoods and one rainy season. Moreover, the heavy dependence on maize limits options even further. Even under normal circumstances rural smallholder farmers face seasonal shocks and may remain in poverty, or move, and then fall back depending on the year. This situation has become worse and worse due the impacts of climate change. The most recent flood and droughts left approximately 6.7 million people food and nutrition insecure. Other environmental shocks that affect Malawi include landslides, forest fires, pest infestations and crop disease, and earthquakes, as well as economic shocks. These shocks are driven by a high dependence on the agricultural sector, which has become increasingly unstable due weather-related events. Compared to 2014, inflation rates in 2015 were lower for the first quarter but were then driven upwards – predominantly by a shortage of food supply. The inflation rate for food was 23.9% while non-food items was 20.0%. Inflation for non-food items was catalysed by speculation by banks and the strengthening of the US dollar. Projections indicate that inflation rates will be lower than 10% by 2018 (Annual Economic Report, 2016). Despite important progress, the agricultural sector operates far below its capacity and the country continuously faces food shortages at national and household levels. Agriculture remains critical for achieving national development objectives such as broad-based growth, diversification of production and exports, poverty reduction, employment, smallholder farmer income generation and food/nutrition security.

There are two main types of shocks undermining Malawi's ability to achieve sustained economic growth, address structural vulnerability, and to break the cycle of food insecurity. The first, *economic shocks*, include inflation, interest rates, and exchange rates. These shocks are

primarily driven by a high dependence on an unstable agricultural sector. The second types of shocks are climatic shocks and are primarily driven by variability in precipitation (causing droughts, dry spells, and floods) and exacerbated by poor soil and land management practices. Included in this category are seasonal shocks owing on Malawi's dependence on a signal 4-5-month rainy season and high levels of household vulnerability.

With more than half of Malawi's population classified as poor, the vast majority of whom make a living out of subsistence-oriented agricultural activities, the poor are most vulnerable to chronic and transitory food insecurity because of a limited capacity to cope with natural and economic shocks and a lack of resources to acquire the food needed to meet nutritional requirements. Food insecurity and malnutrition, in turn, deepen poverty through its effects on health and individual productivity, and because food insecure households may be forced to sell productive assets during periods of food deficit.

National poverty lines in Malawi are comprised of a 'food' component (cost of a person's daily energy requirements of 2,400 kilocalories) and a 'non-food component' (cost of a bundle of basic needs). If the expenditure of food and non-food expenditure per person per year equates to, or is less than MWK37,002, households are considered 'poor'. If equating to or less than MWK22,956, they are considered 'ultra-poor', according to 2011 calculations (GoM, 2015). In 2011, 50.7% of the country lived below the national poverty line, equating to 81% living under the international poverty line of US\$2 per day (GoM, 2015). Whilst poverty in Malawi is widespread and deep, there are significant regional variations, with poverty levels in the poorest districts almost double the wealthier districts (GoM, 2015).

In the last 2 years, Malawi has faced four successive and compounding climatic shocks; from the worst flood in 50 years in 2015, the strongest El Niño in 35 years resulting in a drought, and two consecutively poor harvests. The 2015–2016 agricultural season was greatly affected by the strong El Niño conditions and resulted in erratic rains and prolonged dry spells across most parts of the country. These annual climatic shocks coupled with fluctuating market prices and a large baseline of the population

already affected by chronic food and nutrition insecurity led to increasing annual humanitarian responses, from 8% of the country requiring assistance during the 2014/5 lean season, increasing to 18% in 2015/6, culminating with approximately 40% of the population in need of emergency assistance to survive the 2016/7 lean season.

Rural households who largely depend on stable prices, access to markets, efficient infrastructure, and favourable weather conditions for their food security are particularly susceptible to economic and climatic shocks, exacerbating chronic food insecurity and catalysing acute food insecurity. When faced with successive and compounding shocks and little time to recover, households engage in negative strategies to cope<sup>6</sup>, which underlining their resilience and makes them more susceptible to future shocks.

Over the last fifteen years, such shocks have contributed to increases in three core indices: 1) the number of food insecure people; 2) the frequency and scale of humanitarian appeals; and, 3) the annual costs of humanitarian/emergency assistance (**Figure 2**).

These challenges reflect growing risk for Malawi's poor and vulnerable people, and as the frequency of these shocks increase so too does the threat of further eroding people's ability to rebound before the next shock occurs. The National Resilience Strategy recognizes the urgency to help poor Malawians strengthen their resilience and reduce their exposure to multiple sources of vulnerability.

## 1.2 Climate Resilient Development

A tropical climate characterizes Malawi, with temperatures that range from 18-19°C in June, July, August, and rise to 22-27°C between September and January. Rainfall is most prevalent during November to February, but can continue until April. The timing and intensity of precipitation is influenced by the shifting Inter-Tropical Convergence Zone (ITCZ), elevation, Indian Ocean Sea Surface Temperatures, and the El Niño Southern Oscillation (ENSO). However, due to a fluctuating topography – from 800 meters around

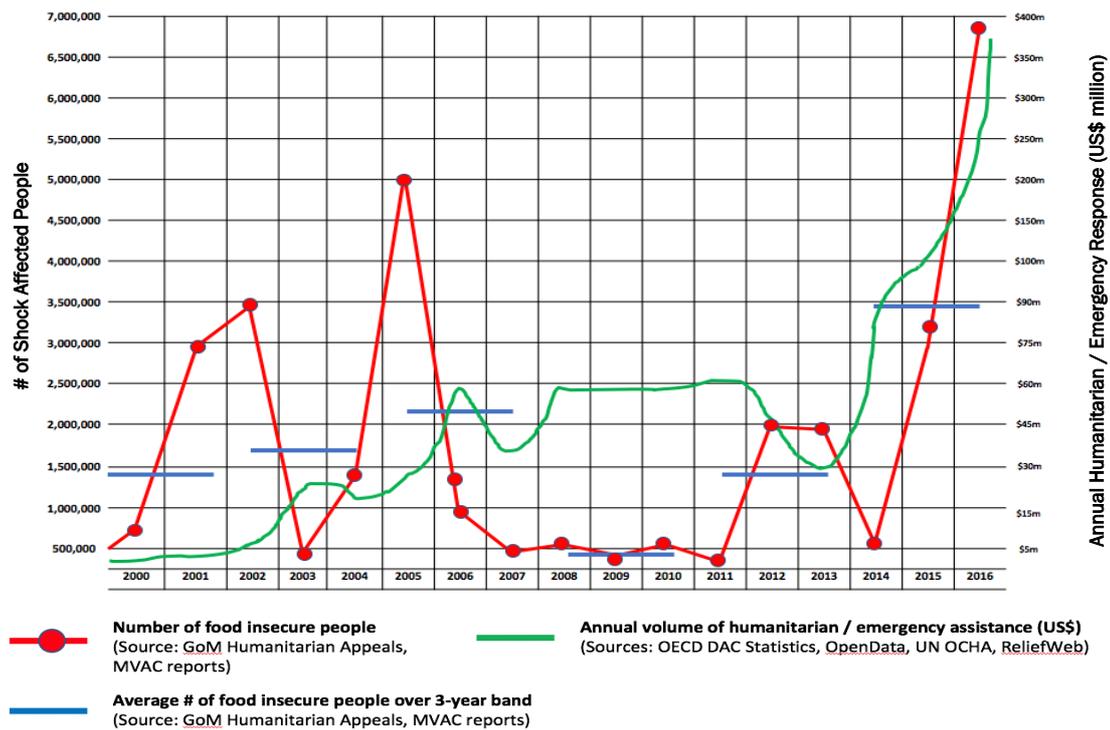
Lake Malawi in the Great Rift Valley to 3,000 meters in the highlands – localized weather conditions can vary.

Malawi is blessed with natural resources, including the third largest lake in Africa (Lake Malawi) with an annual mean live storage capacity of 101 km<sup>3</sup> of water, the Shire River, Malawi's largest river, which carries an annual average of 18km<sup>3</sup> of water out into the Zambezi River, and notable wetlands, such as Lake Chilwa Wetland. There are high levels of biodiversity, including over 4,000 species of fauna, 5,300 species of indigenous plants, and 1,000 species of micro-organisms (GoM, 2011). While forest types across Malawi differ, Miombo forests dominate in natural forests. Historically high rates of deforestation, estimated to be as high as 2% per annum, in both natural forests and plantations over the past three decades have significantly reduced forest cover. Drivers of deforestation and forest degradation include: production of charcoal (as a source of urban energy/cooking fuel), harvesting firewood for commercial sale (as a source of energy/cooking fuel), agricultural expansion, brick burning, and tobacco processing.

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<sup>6</sup> Distress sale of productive assets, removing children from school to supplement labour and income, reducing quantity and quality of food consumption.

**Figure 2: Trends in Humanitarian Responses to Shock-Affected Populations in Malawi (2000-2016)**



The frequency and impact of shocks are increased by the degradation of the environment in Malawi, including deforestation, loss of soil cover, river bank erosion and siltation of rivers. Malawi’s deforestation rate is estimated to be slightly below 1%. Nonetheless, historic forest loss coupled with the continuation of unsustainable land, soil and natural resource management practices significantly increase people’s vulnerability to climate change, and intensify the impact of weather-related shocks. Further loss of forests will impact every Malawian through:

- declining availability of wood for charcoal, firewood, timber, poles, and other uses, and of water
- decreasing soil fertility and water retention for farmers
- increasing the incidence and severity of floods, due to increased water runoff
- declining economic productivity due to insufficient and unpredictable hydro power production

Climate-related shocks in Malawi are no longer unforeseen. While there will always be uncertainty around the severity of such shocks, climate trends point towards more volatility and stress. Warming of at least 1.5°C above pre-industrial levels is locked-in to the Earth’s atmospheric system due to past and predicted

emissions of greenhouse gases, and climate change impacts such as extreme heat events may now be unavoidable. As the regional climate shifts, heat and other weather extremes which used to occur in Malawi once in hundreds of years, and considered highly unusual or unprecedented today, are slated to become the “new climate normal”. The consequences for Malawi’s development will be severe as crop yields decline, water resources change, diseases move into new ranges or new pests are introduced, and farming systems and crop suitability come under increasing threat, particularly maize production. Significant crop yield impacts are already being felt at 0.8°C warming, and as temperatures rise, climate change will add further pressure on Malawi’s agricultural and food systems, social services, migration patterns, and infrastructure in urban and rural areas.

Climate change is expected to further shift precipitation regimes away from their long-term norms, with the possibility to change the intensity, magnitude, and frequency of severe weather events. Recent observable events indicate that the frequency of extreme weather events in Malawi has increased - more droughts and floods have occurred in the last decade (2000 – 2010) than in the past three decades before (1970 – 2000), with other reports noting

that 25% of the population has experienced drought seven or more times during this decade, with similar trends in flood affected populations.

The impacts of climate change will often be most severely felt by poor and socially excluded groups, whose capacity to adapt to both rapid- and slow-onset climate change impacts is more limited. These include migrant workers, women, girls, older people, and children. Although these groups – like their more advantaged counterparts – are already adapting to climatic and other changes, these efforts are often undermined by their limited assets. For example, increasing water stress can dramatically increase the labour burden associated with water collection in rural and poor urban environments; and child malnutrition linked to climate change reducing protein and micronutrient contents of staple foods could have irreversible, negative life-time consequences for affected children.

Climate change is exerting increasing stress on Malawi's ecosystems and infrastructure to the point of threatening to erode hard-won developmental gains. Across Africa, the detrimental impacts of climate change on water, food and national security have become a multiplying threat to social and political harmony, and constitute a root cause for instability, including the displacement of people.

Climate change may lead to unplanned displacement and affect patterns and rates of migration. Most displacement related to extreme weather events has, to date, been temporary. However, if climate change renders certain areas uninhabitable (for example, if they become too dry, or too frequently flooded) such migration may increase in scale and lead to permanent resettlement within and outside of Malawi's borders.

Avoidance of these impacts in Malawi calls for decisive responses and firm determination to adapt to climate change and variability while simultaneously pursuing the poverty reduction ambitions and targets contained in the MGDS III.

Climate resilient development recognizes that climate change is a fundamental threat to Malawi's sustainable economic development, and will generate an array of complex and interrelated consequences for every sector of society, with important economic or human welfare impacts. Without concerted action,

climate change will delay reaching Malawi's poverty reduction targets and will make achievement of its development goals more expensive, complex, and challenging.

To adapt to climate change, the Government of Malawi, its development partners, and all households face the dilemma of what to do first, what to do differently, and how much to invest in different adaptation interventions. The MGDS III, the National Climate Change Investment Plan, and the National Adaptation Plan, provide guidance on these important challenges.

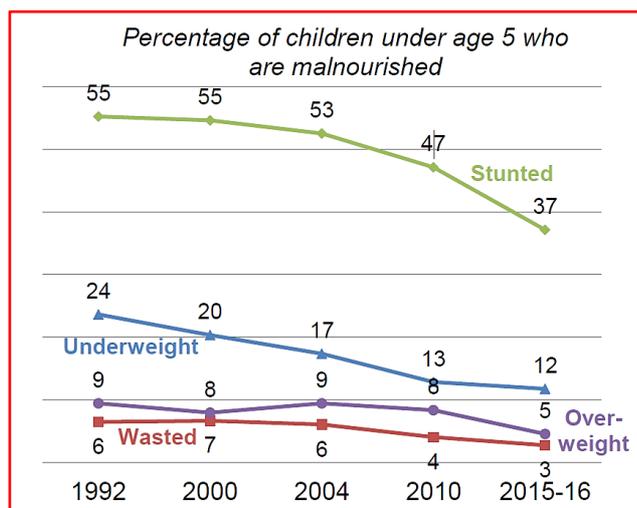
Accelerating Malawi's socio-economic transition out of chronic poverty towards more climate-resilient pathways calls for multiple, complementary actions at different geographic and institutional scales. The impacts of climate change are felt locally, and action to address them must engage those most affected by supporting and scaling up autonomous and planned adaptation. At the same time, resilience cannot be achieved by working at community level alone. Scaling up and sustaining community-based resilience will require bridging implementation gaps between local, sub-national, and national levels, and acting on a broad understanding of the complementary roles of Malawi's formal and informal institutions. Climate volatility makes policy and decision-making occur under conditions of increasing uncertainty. Malawi will therefore undertake a range of 'no regret', flexible and learn-by-doing responses that will help tackle its impacts while contributing to poverty reduction and the economic development objectives outlined in the MGDS III.

### 1.3 Nutrition for Resilience

Malnutrition is also chronic in Malawi. The country has seen a significant increase in new admissions of Severe Acute Malnutrition (SAM) and Moderate Acute Malnutrition (MAM) among children under five and for adolescents and adults living with HIV during the drought period in 2016. This indicates that the 2016 drought increased levels of risk and vulnerability in children aged under five, pregnant and lactating women and people living with HIV and AIDS.

Building integral human capacity is fundamental for all Malawians to reach their full potential. Stunting and all forms of malnutrition are an urgent threat to the future of Malawi's development (**Figure 3**). The cost of not

addressing stunting includes a 10.3% loss in GDP and declines in productivity<sup>7</sup>; The treatment of under nutrition and related illnesses is a critical recurrent cost for the health system. When treating a severely underweight child for example, the economic cost of each episode can be increased by inefficiencies when such episodes are treated without proper guidance from a health-care professional or due to lack of access to proper health services. Additional costs for managing the increased malnutrition and morbidity above the baseline period have incurred estimated losses up to USD 12 million. These include immediate and projected losses. Immediate losses were incurred in treating SAM and MAM children and PLW, mass screenings and operational costs. However, effects of under-nutrition would continue to be seen in the affected districts for vulnerable groups including adolescent and adults living with HIV/AIDS or TB, U5s and PLW. These costs generate an important burden not just to the public sector but to society. Nutrition is a multi-sectoral problem, and requires measurable, coordinated, and context-specific set of nutrition-specific and nutrition-sensitive interventions through agriculture, social protection, health, WASH, education, gender and women's empowerment, and institutional strengthening. Addressing malnutrition is a proven upwards spiral and has intergenerational benefits: healthy mothers have improved birth outcomes, children with increased learning capacity, and who attain higher education, and



are more productive and empowered.

**Figure 3: Stunting Rates in Malawi**

<sup>7</sup> African Union, NEPAD, WFP, UN Economic Commission for Africa, The Cost of Hunger in Malawi, Social and Economic Impacts of Child Undernutrition in Malawi, Implications on National Development, and Vision 2020.

Over the past two decades, Malawi has experienced a decline in the rates of undernutrition, an indication that investments in nutrition are paying off. The percentage of children under five years of age who are stunted has decreased from 47.1 in 2010 to 37.1 in 2015-16. Over half of children who were reported to be very

small at birth are stunted. Children born from thin mothers (BMI less than 18.5) are more likely to be stunted, wasted, or underweight than children born to mothers with normal BMI or those who are overweight/obese. Stunting is higher among children in rural areas (39%) than children in urban areas (25%). Forty-two percent of children born to mothers with no education are stunted compared with 12% of children born to mothers with more than secondary education. Forty-six percent of children in the lowest wealth quintile are stunted compared with 24% in the highest wealth quintile. However, the 2015-16 DHS showed relatively stagnant or worsening rates of anaemia in children since 2010, reported at 62.5 percent and 62.6 percent, respectively. Even with the noted decline in undernutrition, continued efforts are needed to address micronutrient deficiencies and the high rates of stunting. The prevalence of undernutrition is high among adolescent girls (15.6 percent); similarly, the IYCF practices need to be improved as the proportion of infants 0–6 months old who are exclusively breastfed also declined from 71.4 percent in 2010 to 61.2 percent in 2015-16; and only 7.8 percent of children aged 6–23 months consumed foods that met the minimum acceptable diet.

Micronutrient deficiencies, particularly vitamin A, iodine, and iron, are of major concern and continue to undermine health and development across all age groups. Iron deficiency coupled with the high malaria burden contributes to very high prevalence of anaemia, especially among women and children. Interventions such as dietary diversification, food fortification and supplementation are needed to control micronutrient deficiencies among women and children. The causes of undernutrition are manifold: repeated infections including acute respiratory infections, diarrhoea, and malaria; suboptimal breastfeeding and infant feeding practices resulting in inadequate dietary intake are the immediate causes of malnutrition. The underlying causes include food insecurity; gender

inequality and women's empowerment; poor hygiene practices and lack of safe water and sanitation. As such, malnutrition is a complex problem that persists due to multiple causes rooted in various sectors. In addition to nutrition-specific interventions, nutrition-sensitive interventions that are multi-sectoral are essential in reducing and eradicating malnutrition in Malawi.

In line with the multi-sectoral platform for increased support and institutionalization of Scaling Up Nutrition, and the National Multi Sectoral Nutrition Policy, the NRS will support key priority areas:

1. Prevention of undernutrition
2. Gender equality, equity, protection, participation, and empowerment for improved nutrition
3. Treatment and control of acute malnutrition
4. Prevention and management of overweight and nutrition-related NCDs
5. Nutrition education, social mobilization, and positive behaviour change
6. Nutrition during emergency situations
7. Creating an enabling environment for nutrition
8. Nutrition monitoring, evaluation, research, and surveillance

To ensure that a full multi-sectoral approach is strengthened and coordinated among the same households, communities, and market coordinators, the NRS prioritizes investments in scaling-up nutrition-sensitive interventions through agriculture at household, community, and food systems levels to impact highly vulnerable households and individuals as well as the food market environment for nutrition. Household and community WASH are also essential to improve nutritional outcomes. WASH interventions should also ensure coordination with other integrated water resource management, catchment planning, and multi-use water systems to scale up essential hygiene actions, and improving the health and sanitation environment, as well as food safety issues that negatively impact nutrition through agriculture, livestock, irrigation, the rural marketplace environment, and other interventions.

Over the last fifteen years, Malawi's self-sufficiency in maize production in non-disaster years has come under increasing threat, and in the last two years it has been reliant on international assistance to achieve its national food balance (**Figures 2 and 4**). Transitioning from the use of emergency food assistance as a 'seasonal safety net' for the chronically food insecure towards more predictable short-, medium-, and long-term resilience support will require improvements in targeting and greater cooperation between humanitarian and development programming. This transition will include: addressing the drivers of household vulnerability to seasonal and other shocks, expanding shock-sensitive social protection, transitioning relief beneficiaries onto multi-year resilience programmes, and upscaling contingency finance.

Responding to recurrent humanitarian emergencies is straining Malawi's economy, eroding community, and household resilience, and undermining productive development expenditure. While preventing loss of life remains the overarching objective, humanitarian emergencies exact a heavy toll.

The costs of four previous occurrences of disasters (2002, 2005, 2008 and 2015) have been estimated at close to US\$1 billion. Responding to the floods in 2015 cost a total US\$335 million in losses and damages, with an additional USD\$494 million required for recovery and reconstruction<sup>89</sup>. The humanitarian response during the 2016-2017 lean season cost an estimated US\$395 million<sup>10</sup>.

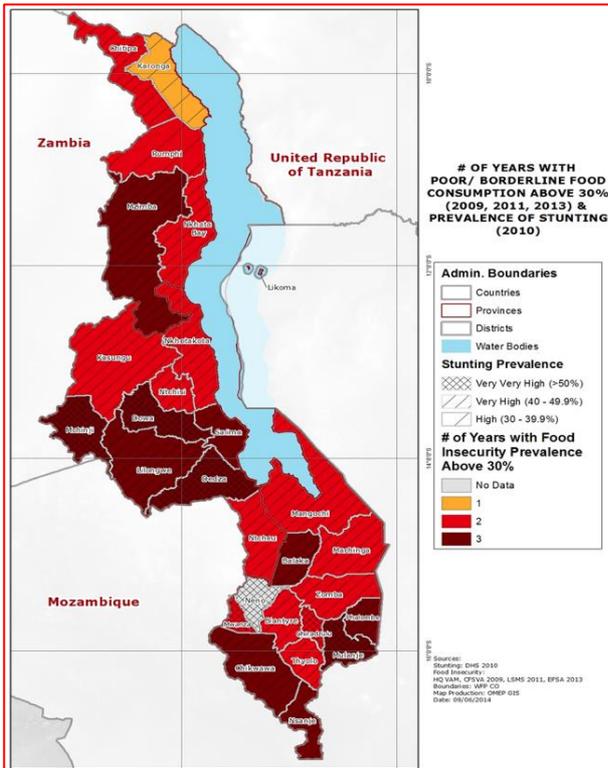
## 1.4 Development – Humanitarian Nexus

8 GoM, World Bank, EU and UNDP, Post-Disaster Needs Assessment Report (PNDA), 2015.

9 During the 2015 floods, an estimated 1.1 million were affected, with 230,000 people displaced, 106 people killed, and 172 people missing and now presumed perished (PDNA, 2015).

10 Actual funds mobilized totalled \$286.7 million.

**Figure 4: Multi-Year Food Insecurity and Stunting<sup>11</sup>**



Economic productivity is suppressed during humanitarian disasters, caused by business disruptions from loss of electricity, water, and communication facilities, lost government revenue, particularly from consumption-based taxes. GDP growth for Malawi was revised from projected 5% to 2.8%<sup>12</sup> following the floods in 2015. Investments in long-term development programmes and their livelihood benefits on people’s lives can be lost during times of disaster, which reflects the need for safeguard public expenditure to build resilience, while at the same time implementing more flexible and scalable approaches that better link humanitarian and development interventions.

Owing to the severe drought in 2016/17, the state budget was adjusted to increase allocations for the purchase of food and for investments in the agricultural sector. Health, education, and social protection budgets were ring-fenced, with reduced allocations to almost all other budget lines. Irrigation was prioritized in the development budget, as a significant measure to improve resilience and prescribed measures included reforms to the Fertilizer Input Subsidy Programme (FISP). To meet Malawi’s overall food

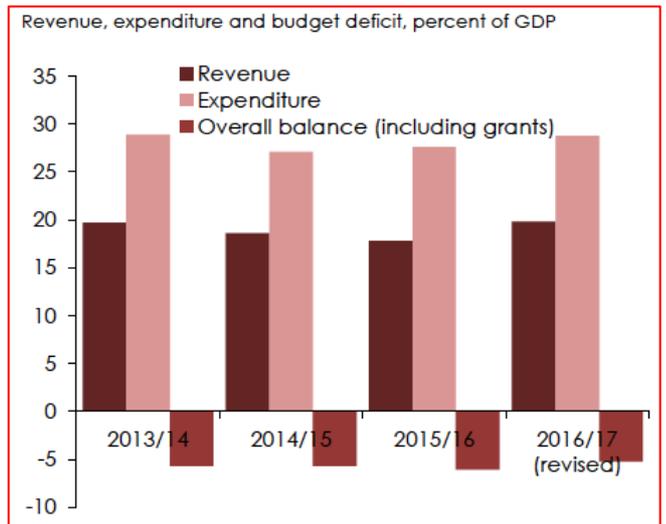
11 Based on Integrated Context Analysis (WFP 2014).  
12 IMF (2015)

deficit, significant additional resources were required from Development Partners (DPs) to enable the Government to implement an effective humanitarian response to the food crisis. Despite these efforts, recurrent climate-related shocks have prevented faster deficit reduction and consistent allocation of state resources toward productive investment (Figure 5).

Climate-related shocks (whether rapid-onset flood or slow-onset drought) trigger not only harvest failures but a sequence of knock-on shocks to Malawi’s economy. There are several points in this sequence where effective development interventions can mitigate the shock and prevent a production shock from evolving into a full-blown humanitarian emergency.

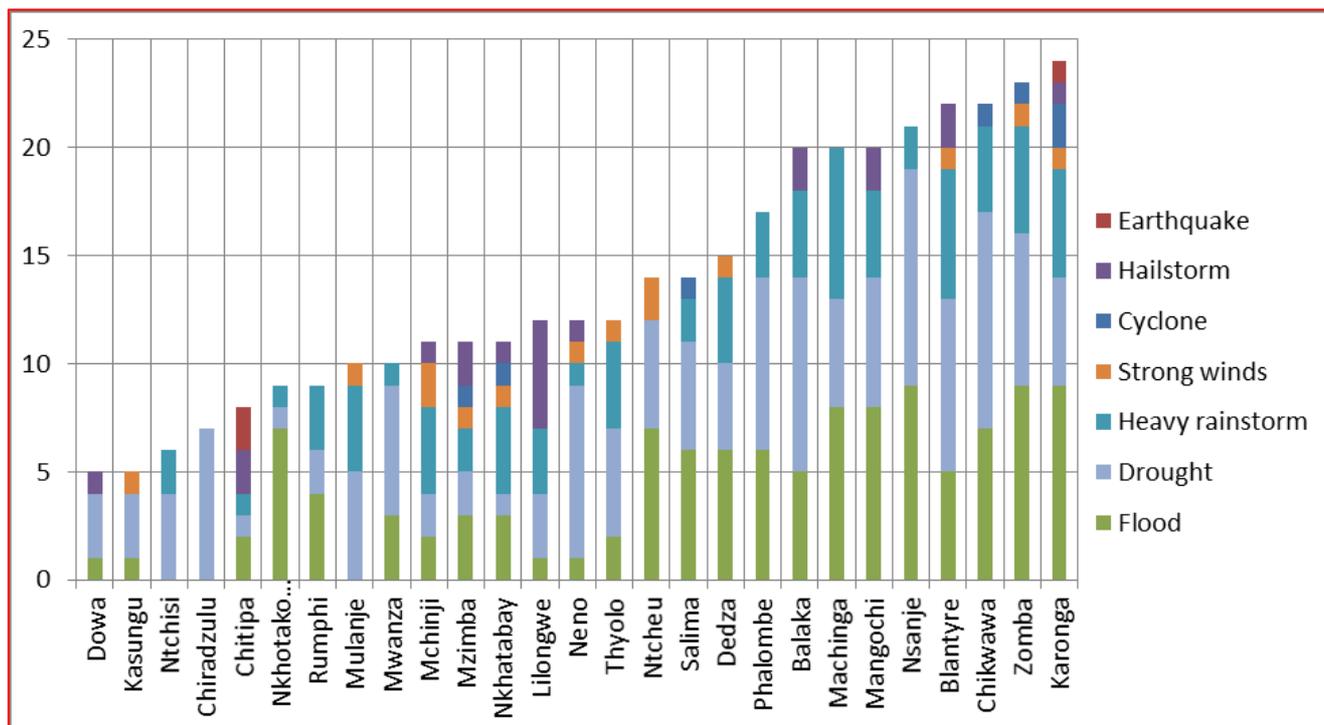
While the frequency of shocks in Malawi is increasing (Figure 6), disasters are never entirely natural. They are the result of how natural events interact with aspects such as a lack of preparedness and coping and adaptation capacity, as well as inaction to reduce over-exposure and vulnerability to hazards.

**Figure 5: Climate-related Shocks and Reducing Fiscal Deficits<sup>13</sup>**



13 Based on Economic Monitor (World Bank, May 2016)

Figure 6: Frequency of Shocks by District (2000-2013)



The risk that shocks pose to poor households in Malawi is a function of the severity of hazards, household exposure to the risk, and household vulnerability. A shock can be long-term or gradual, and can affect communities as a whole (covariate shocks), or only a limited number of households (idiosyncratic shocks).

The relationship of these factors is shown in the formula:

$$Risk = \frac{Hazard \times Exposure \times Vulnerability}{Resilience}$$

While any household in Malawi can be affected by shocks, not all have the same probability of recovering. Households in a chronic state of poverty and food insecurity, where their livelihood remains in a constant state of risk, will be less likely to fully recover or bounce back to the same state before the shock. Other households who live just above the poverty line are at risk of falling back into poverty. For these households, lack of resilience is both a cause and a symptom of poverty which contributes to a steady erosion of their capacity to cope with successive shocks. While timely and effective humanitarian responses are essential to address these shocks,

emergency response to predictable seasonal shocks in Malawi has become the safety net, rather than proactive risk mitigation and building resilience. A growing body of global research and evidence shows that investing in linkages between cash transfer safety net programmes, paired with asset building, financial services for the poor, and investments in livelihoods, reduces vulnerability and exposure, thus enabling people to better withstand shocks, and pursue graduation pathways out of poverty.

### 1.5 Inclusive Growth for Resilience

The National Resilience Strategy recognizes that building and sustaining long-term resilience must take place in an environment of broad-based and inclusive economic growth. Escapes from multi-dimensional poverty are possible in an environment that offers a range of social protection, livelihoods, and economic opportunities, as well as access to education and nutrition for different households and individuals.

Accelerating inclusive growth for resilience requires maintaining macroeconomic stability, reducing food price volatility, facilitating private investment, sustaining prudential fiscal

management, and keeping agricultural markets functional and non-distortionary.

Financial markets require further expansion to provide credit, insurance, and savings products and services to poor households at sufficient scale to enable them to better manage risk, pursue opportunities to start and sustain businesses, and improve farm and non-farm income diversification.

Private sector investment in agriculture, as well as in power generation, is expected to bring new opportunities for economic growth. Opportunities to grow the non-farm rural economy are also being pursued in value chain development, marketing, rural transport, rural-urban linkages, and in other sectors such as mining, construction, and services to encourage farmers and farm labourers into the wider rural and urban economies. As most households are net food buyers, boosting economic development will increase the incomes of poor rural households while introducing spill-over benefits to improve their resilience to shocks through linkages to the wider economy.

Improvements to household resilience will be reflected in: i) per capita economic growth that outpaces population growth over the long-term, ii) in a steady net decline in multi-dimensional poverty, and iii) in strong governance, technical and implementation capacity at household, community, district, and national levels to deliver social services and expand resilience-building investments.

The GoM therefore joins its humanitarian and development partners in emphasizing the need to address the underlying drivers of vulnerability to shocks and natural hazards, to make progress in building household and community resilience.

Recurrent humanitarian disasters in Malawi contribute to major negative impacts, including:

- failure to move beyond a low-level economic equilibrium beyond which rural people can be lifted at scale out of multi-dimensional poverty and chronic food insecurity, which contributes to households churning around the poverty line on a yearly or seasonal basis;
- stagnant development and an unhappy population eager for better and more access to livelihood opportunities and predictable

livelihood support to improve their well-being and to lead healthy and productive lives;

- displacement of existing institutional and organizational capacity at national, district and local levels from developmental investments towards expensive relief efforts;
- effects on national pride from repeated and demeaning appeals to development partners;
- delayed achievement of the Sustainable Development Goals (SDGs), Agenda 2030, and Agenda 2063.

While interventions continue to provide short-term improvement to food sufficiency, breaking the cycle of chronic food insecurity will require all national and international development and humanitarian actors to fulfil their commitments as outlined in agreements such as: the Grand Bargain reached at the World Humanitarian Summit, the New Alliance for Food and Nutrition Security, the Scaling up Nutrition Movement, the Sendai Framework for Disaster Risk Reduction, the Paris Agreement on Climate Change, and the United Convention to Combat Desertification. The NRS aims to shrink Malawi's humanitarian needs by preventing recurrent and predictable seasonable shocks from becoming recurrent crises. While humanitarian reforms have improved Malawi's national response, emergency interventions are fragmented, underscoring the need to improve accountability and coordination among actors, and between prevention, preparedness, response, and recovery actions.

The overall objective of the NRS is to harness resilience building strategies under a common programme framework and coordinated multi-sectoral approach, to reduce vulnerability to seasonal predictable shocks, as well as severe and sudden onset emergencies. This will be done by investing in irrigation and farm inputs, consumption support through the social safety net, developing graduation pathways that promote asset creation, accumulation, and diversification, while also strengthening financial services, inclusive economic growth, robust early warning systems, the natural resource environment, diversified livelihoods, and improved nutritional outcomes. Collectively through household and systems level strengthening, these elements will lead to resilient households, human capacity, livelihoods, agricultural transformation.



The NRS is intended to strengthen the development and humanitarian nexus, by improving linkages between Ministries, Departments, and Agencies (MDAs) and all development partners to effectively deliver a combination of predictable and complementary resilience building interventions targeted to the vulnerability characteristics of food insecure and poor households across the country.

## 2.1 Defining Resilience

The National Resilience Strategy (NRS) defines resilience as the ability of urban and rural communities, households, and individuals, to withstand, recover from, and reorganize in response to crises, so that all members of Malawian society can develop and maintain their ability to benefit from opportunities to thrive. Strengthening people's capacity for resisting, coping, recovering, and bouncing back from shocks and extreme events requires well targeted and long-term investments that recognize that adaptation to a changing climate must be tackled at multiple scales.

## 2.2 Vision Statement

A country free of chronic vulnerability and food and nutrition insecurity, where sustainable economic growth creates opportunities for everyone, and where people are resilient to economic and environmental shocks that affect their lives and livelihoods.

## 2.3 Guiding Principles

Implementation of the NRS by stakeholders will be guided by the following principles:

- i. **Common Vision and Government Ownership:** The NRS is a country-owned common vision for breaking the cycle of predictable food insecurity, enabled by sustained political leadership and organizational stewardship across ministries and at all levels of government for its joint implementation.
- ii. **Strategic Targeting:** Targeting criteria will consider the needs and opportunities for both vulnerable and productive populations to ensure the linked objectives of social protection, reducing vulnerability and exposure to risk, sustained economic growth, and poverty reduction are met. Similarly, both chronic and acute vulnerability will be addressed with scalable and sustainable interventions. Critical geographic targeting, such as watershed catchments, irrigation sites, and market corridors will be prioritized to grow and sustainably protect natural assets contributing to climate resilience and economic development. Interventions will be context specific, based on assessment considering culture, ethnicity, agro-ecological zones, and market development.
- iii. **Joint Programme Framework:** The NRS will serve as a platform to convene all stakeholders in the formulation of a *MGDS III Flagship Partnership Programme on Resilience*, under a common multi-sectoral programme framework that concentrates investments in complementary interventions through geographical and technical integration, targeting various population groups at different times and in different ways to strengthen their resilience to shocks and promote graduation pathways out of chronic poverty, with a commitment to 'leaving no one behind'.
- iv. **Joint Performance Metrics:** Based on a common understanding of the issues involved in building resilience, NRS stakeholders will engage in joint monitoring, evaluation and learning through the collective impacts of interventions implemented under the *NRS Common Programme Framework*.

Approaches will be grounded in results-based management, data and evidence of change and impact. A management and monitoring and evaluation unit for joint oversight of NRS implementation, monitoring, evaluation, learning, and information management systems (including spatial data) will guide investments and consolidate high-level collective outcomes, while responsibility for monitoring and evaluating each sector-specific component and pillar of the NRS will rest with implementing ministries and agencies concerned.

- v. **Equity and Inclusiveness:** The implementation of the National Resilience Strategy shall ensure that all people, irrespective of their geographic location, sex, age, religion, political or other opinion, ethnicity or social origin, disability or other status are resilient to economic and environmental shocks that affect their lives and livelihoods. To be effective, resilience interventions will address age and gender specific needs, vulnerabilities and deprivations, and socio-economic inequities of affected people, and be reflected in their design, implementation, monitoring and reporting. The NRS will promote gender equality, including through targeted agricultural interventions for women and vulnerable groups.
- vi. **Enabling Environment:** Macroeconomic stability and an improved enabling environment are needed to increase the resilience of households, communities, and businesses and to incentivise private sector investment in climate-smart agriculture, irrigation, electricity generation, market development and exports, and resilient infrastructure.
- vii. **Efficient Coordination:** The institutional, coordination, and accountability structures outlined in the NRS must be functional and respected, with institutional and coordination arrangements, with effective monitoring and evaluation systems to inform adjustments to implementation based on evidence and lessons learned.
- viii. **Environmental Stewardship:** While Malawi cannot entirely prevent droughts and floods, collective action can prevent drought and flood emergencies by improving management of the environment and natural resources,

sustained economic growth, good governance, shock-sensitive safety nets, and improved early warning systems.

- ix. **Accountability and stewardship of resources:** Accountability and sound stewardship of financial and material resources, and equitable and equal management of human resources with respect to human rights are essential to achieving the goals and aspirations of the NRS, the MSDS II, and human development goals for Malawi. In line with the individual policies and programmes of all stakeholders, the NRS affirms zero tolerance for misuse or corruption of financial and material resources. Stakeholders commit to respect equal and equitable management of all human resources at all levels, allowing for safe and accountable forum for freedom of expression, civil society development and citizen participation and leadership in their own development.

## 2.4 Common Programme Framework

The National Resilience Strategy is a 12-year strategy implemented in two five-year phases aligned with the MGDS III and the SDGs<sup>14</sup>, with the final phase (2028-2030) focused on consolidating lessons learned to inform the next generation NRS. The first five-year phase (2018-2022) will launch the medium-term goal of the NRS to start the transition from recurrent humanitarian appeals to protective and productive investments targeting chronically and/or predictably food insecure and poor households, while also strengthening markets, infrastructure, and economic growth supported through strong institutional coordination and multi-sectoral planning and implementation.

The NRS *Common Programme Framework* (Table 1) will facilitate alignment for national and sub-national programmes to accelerate, channel, and concentrate multi-sectoral investments that through their combined outcomes will achieve high level impacts. Systems strengthening and coordination, investments in information systems and programme learning are core to the success of implementation and monitoring

<sup>14</sup> Alignment of the NRS with the SDGs will involve a reporting against the SDG targets in 2030, to inform the design of a next generation NRS post-2030.

**Table 1: NRS Common Programme Framework<sup>15</sup>**

NRS Goal (by 2030): A country free of chronic vulnerability, food and nutrition insecurity, where sustainable economic development creates opportunities for everyone, and where people are resilient to economic and environmental shocks that affect their lives and livelihoods.						
Combined Pillar Impacts	Verifiable Indicator (disaggregated by gender, age)	2018-2022	2023-2027	2028-2030	Means of verification	Assumptions
National and devolved government institutions, civil society, and communities	Percent reduction in extreme poverty	8%	TBD	TBD	Survey (IHS)	<ul style="list-style-type: none"> <li>Investments are made through all pillars</li> <li>Multi-sectoral approach is implemented and coordinated at scale</li> <li>Political and economic stability</li> <li>Increased funding sourced</li> </ul>
	Reduction and prevalence and depth of food insecurity	10%	TBD	TBD	Food Insecure Experience Scale (FIES)	
Sustain reductions in the number of chronically food and nutrition insecure households	Reduction in number of people requiring food and cash assistance as a result of flood and drought emergencies	30%	30%	30%	MVAC Joint Post Disaster Assessments Specialized surveys	
Reduction in childhood stunting	Return on Investment money and livelihoods saved from averting food and nutrition crisis compared to past crisis	TBD	TBD	TBD	Joint Post Disaster Assessments Specialized studies	
Transform the agriculture sector into an engine for shared economic growth, food and nutrition security and poverty reduction.	Percent of poor Malawians graduated from the SCTP	TBD	TBD	50%	Population survey Specialized studies	
	Percent of poor Malawians living above the poverty line who do not backslide into poverty	TBD	TBD	TBD	Population survey	
Safeguard Malawi's natural resource endowments and ecosystems that contribute to social and economic prosperity.	Percent annual growth in agriculture GDP	6%	6%	6%	Survey	
	Annual reduction in percent of children under five years of age stunted	5%	5%	5%	DHS	
Enhance climate-adaptation capacity of all stakeholders	Percent reduction in anaemia in under five and WCBA	57%	52%	47%	DHS	
	Percent annual growth in agriculture GDP	6%	6%	6%	DHS	
Enhance early warning and response mechanisms that safeguard lives and livelihoods from shocks, primarily floods and droughts	Increase in availability, access, quality, and affordability of recommended food groups in Malawi in local and regional markets.	TBD	TBD	TBD	Market surveys	
	Percent increase in hectares managed through improved land management practices (protective forest cover in priority catchments)	15% (4 m ha)	TBD	TBD	Project assessments	
Women's empowerment strengthened through cross-cutting strategies and measurable outcomes	Percent change in women's empowerment	TBD	TBD	TBD	Women Empowerment in Agriculture (WEIA) Specialized studies	
	Optimal funding levels for multi-sectoral programmes and programming in priority NRS areas is allocated by the GoM Treasury and Develop Partners. (yes/no)	Yes	Yes	Yes	Government records	
	National and devolved government institutions fund and implement coordinated multi-sectoral plans supporting NRS priorities.	Yes	Yes	Yes	Government records	

<sup>15</sup> \*Note: Indicators will be validated during the first phase of implementation.



Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification
<b>Pillar 1 – Overall Outcome: Resilient agriculture results in increased real farm incomes, increased and diversified agricultural exports, economic growth, food security and nutrition</b>	Percent change in real farm incomes disaggregated by gender Change in food security	TBD	TBD	TBD	Agricultural survey FIES Score Household survey
	Volume and prices of recommended nutrient rich food groups in Malawi in local and regional markets	TBD	TBD	TBD	Market surveys
	Number of farmers with land rights recorded under the new land Registries (by gender and age)	TBD	TBD	TBD	Records of district land registries, MoLHUD
	Percent of women among owners or rights-bearers of agricultural land, by type of tenure	50	50	50	Records of district land registries, MoLHUD
	Percent of children under 5 years old children meeting -6 food group minimum dietary diversity requirement	80	85	90	DHS; Seasonal HH surveys
	Percent of women meeting -minimum dietary diversity requirement	80	85	90	DHS; Seasonal HH surveys
<b>Pillar 2 Overall Outcome: Risk Reduction, Flood Control, Drought Mitigation, and Early Warning and Response Systems protect against disaster, save lives, the environment, and increase productivity</b>	Percent reduction in population vulnerable to the impacts of drought and floods	TBD	TBD	TBD	MVAC Post-emergency assessment reports RIMA Score
<b>Pillar 3: Overall Outcome: Protecting individuals and households against vulnerability to multidimensional poverty</b>	Percent increase in consumption expenditure	TBD	TBD	TBD	Household surveys
	Percent HH and individuals with improved coping strategies disaggregated by gender	TBD	TBD	TBD	Household surveys
	Percent HH and individuals with increased productive assets and risk mitigation services disaggregated by gender.	TBD	TBD	TBD	Household surveys
	Percent reduction in youth unemployment rate	5%	5%	5%	Household surveys
<b>Pillar 4 - Overall Outcome: Malawi's natural resource assets, ecosystems and services are sustainably managed, and contribute to sustainable livelihoods</b>	Percent Increase in change in soil carbon  Type and quality and quality of ecosystems services and products	80%	80%	80%	NAIP reports Research reports Surveys

and evaluation, as well as the evolution of the strategy. The long-term outcome of the National Resilience Strategy is to make Malawi resilient to economic and environmental shocks and able to sustain inclusive growth, food security, and improved well-being for all Malawians.

The *NRS Common Programme Framework* is intended to provide high level strategic alignment and measurable outcomes. The framework is not intended to dictate strategies or activities. Rather, innovation and learning are encouraged in the strategic approaches, combinations of services, and activities promoted to achieve and measure high-level outcomes and results. Some specific interventions prioritized in the NRS are already underway. Some geographic priorities are identified, and new programmes will be implemented on a rolling basis. As all new programmes are developed, ongoing programmes must be taken into consideration, and include an assessment and plan detailing specific leverage points for integration with the NRS pillars, such as co-location, beneficiary targeting, strategic technical integration, and data integration (see **Section 2.6** below).

## 2.5 Theory of Change

The *NRS Theory of Change* (**Figure 7**) sets Malawi on a course to reach a high-level goal of: “A country free of chronic vulnerability, food and nutrition insecurity, and where sustainable economic development creates opportunities for everyone, and where people are resilience to economic and environmental shocks that affect their lives and livelihoods”.

To reach this goal, NRS outcomes include improved food and nutrition security, and wellbeing. Malawi will transition from relying on recurrent humanitarian appeals to protective and productive investments that reduce vulnerability and exposure to shocks for the poorest.

Collectively the following pillar impacts will result in combined pillar impacts, leading to the High-Level Pillar outcomes and the NRS goal.

Resilient agriculture requires large-scale investment in risk reduction measures such as drought mitigation through asset creation engaging smallholder farmers in integrated watershed management (IWM), irrigation, crop and livestock diversification, while strengthening

farmer organizations, and access to local and regional markets. The GoM is also working to establish larger-scale risk financing and protection measures, including pooled risk insurance instruments, and increasing access to micro-insurance products for smallholder farmers. Value chain development for local and regional markets and exports help drive economic growth, while also creating push-pull mechanisms and providing market entry for smallholders. Improved management of the Farm Input Subsidy Programme (FISP), Strategic Grain Reserve (SGR), and ADMARC contributes to productivity, market stabilization and contributes to disaster risk reduction (DRR). Agriculture contributes to improved nutritional outcomes through diversification, natural resource management, increased dietary diversity, improved food safety, the food market environment, and increased incomes enabling people to grow and purchase quality and diverse foods. Women’s empowerment is also integral to improving nutrition through increasing access and control over productive livelihoods assets, and management of women’s time and energy expenditure.

The NRS focuses on strengthening the humanitarian-development nexus through mainstreaming Disaster Risk Management (DRM) across all technical sectors and administrative levels prioritizing drought and flood risks, and other emergencies. Initiatives will focus on strengthening flood control, effective early warning systems, and preparedness, response, and recovery. Risk mitigation will be integrated throughout activities resulting in reduced household and system-level vulnerability, especially impacting smallholder farmers, livelihoods, and climate resilience. Strengthening early warning systems (EWS) also reduces vulnerability and exposure, while increasing the effectiveness of response and recovery. Shock-sensitive social protection is embedded in the MNSSP II policy, and will link the SCTP registry, and later the Universal Beneficiary Registry through the National Registration and Identification System biometric ID cards, to the humanitarian registry. This will enable more efficient and effective targeting, flexible response strategies, and delivery of complimentary household support based on multi-criteria assessment and mapping. Recovery also integrates risk mitigation through adopting a ‘building back better’ approach, focused on asset creation, agricultural growth,

climate resilience, and nutrition and livelihoods for the vulnerable.

Human capacity, livelihoods, and social protection build on DRM and protect the vulnerable against multi-dimensional poverty through social protection, livelihoods, and nutrition interventions. The MNSSP II provides consumption support to the most vulnerable to meet basic needs, food, shelter, health care and education. The PWP and CFA programmes provide seasonal employment, foster livelihoods diversification, and investment in community and household assets and infrastructure, while SMP increases access to education, and address gaps in food sufficiency for school-aged children.

Livelihoods strategies aim to reach MNSSP beneficiaries, and expand graduation strategies by expanding linkages to other NRS pillars, including job creation through asset protection and creation, scaling up risk mitigation strategies, and accelerating support for livelihoods that offer higher value returns through agricultural and/or non-agricultural diversification. VSL and appropriate MFI loans, and other risk financing measures such as crop and livestock insurance, contribute to income smoothing, build assets, and diversify into livelihoods with higher returns. Livelihoods interventions through stronger extension support also strengthen value chains, commercial agriculture, reduction of post-harvest loss, and exports, and expand into service sector development. The NRS supports development of a national workforce development strategy to foster immediate longer-term opportunities for managed rural and urban growth, especially for youth. Early childhood development, life skills and coaching, training in skill building and education, especially for women, adolescent girls, and youth, are integral to livelihoods development, and will foster a more confident, capable, and productive workforce.

Shock-sensitive social protection strategies are embedded in the MNSSP II policy. These strategies are integral to protecting assets and livelihoods, and enable the Government, development, and humanitarian actors to better mitigate the impact of disasters through integrating risk mitigation strategies across all NRS pillars. The government is committed to improving Malawi's social registry by integrating the MNSSP CT registry, the UBR, humanitarian

register and SCOPE<sup>16</sup>, with the National ID card. Such integration will facilitate the delivery of shock-sensitive responses through vertical and horizontal expansion of livelihood support, while also improving monitoring of household access to complimentary programmes under all the NRS pillars.

Nutrition-interventions focus on scaling up high impact nutrition-specific and sensitive interventions addressing the direct and underlying causes of malnutrition, contributing to human capacity and resilience. Nutrition-specific activities are implemented through health and nutrition staff and the Care Group Model (CGM) to address immediate causes of malnutrition. Nutrition-sensitive activities are implemented through a multi-sectoral approach, addressing the underlying and basic causes of malnutrition, contributing to food security, diverse, sustainable, and resilient food systems, dietary diversity, nutrition-sensitive social protection services, and natural resource management.

Catchment protection contributes to climate resilience through increasing forest cover and protecting and growing Malawi's natural resources base, while also contributing to sustainable livelihoods, agriculture, and nutrition through renewable energy, forest-based enterprises, and ecosystems payments. Investments in rural electrification along major trading posts and public institutions will also foster job growth, increased and improved access to health care and education, and increase ability for children and youth to study, thus also contributing to human resilience.

Cross-cutting strategies include strengthening government institutions, civil society organizations, and coordination among development partners to deliver high quality and efficient services, and increase citizen participation in advocacy and leadership in building resilience.

Strengthening women's empowerment is integral to all pillars and will be measured drawing on the National Gender Policy indicators, and introducing the Women's Empowerment in Agriculture Index (WEAI). Women provide 70% of

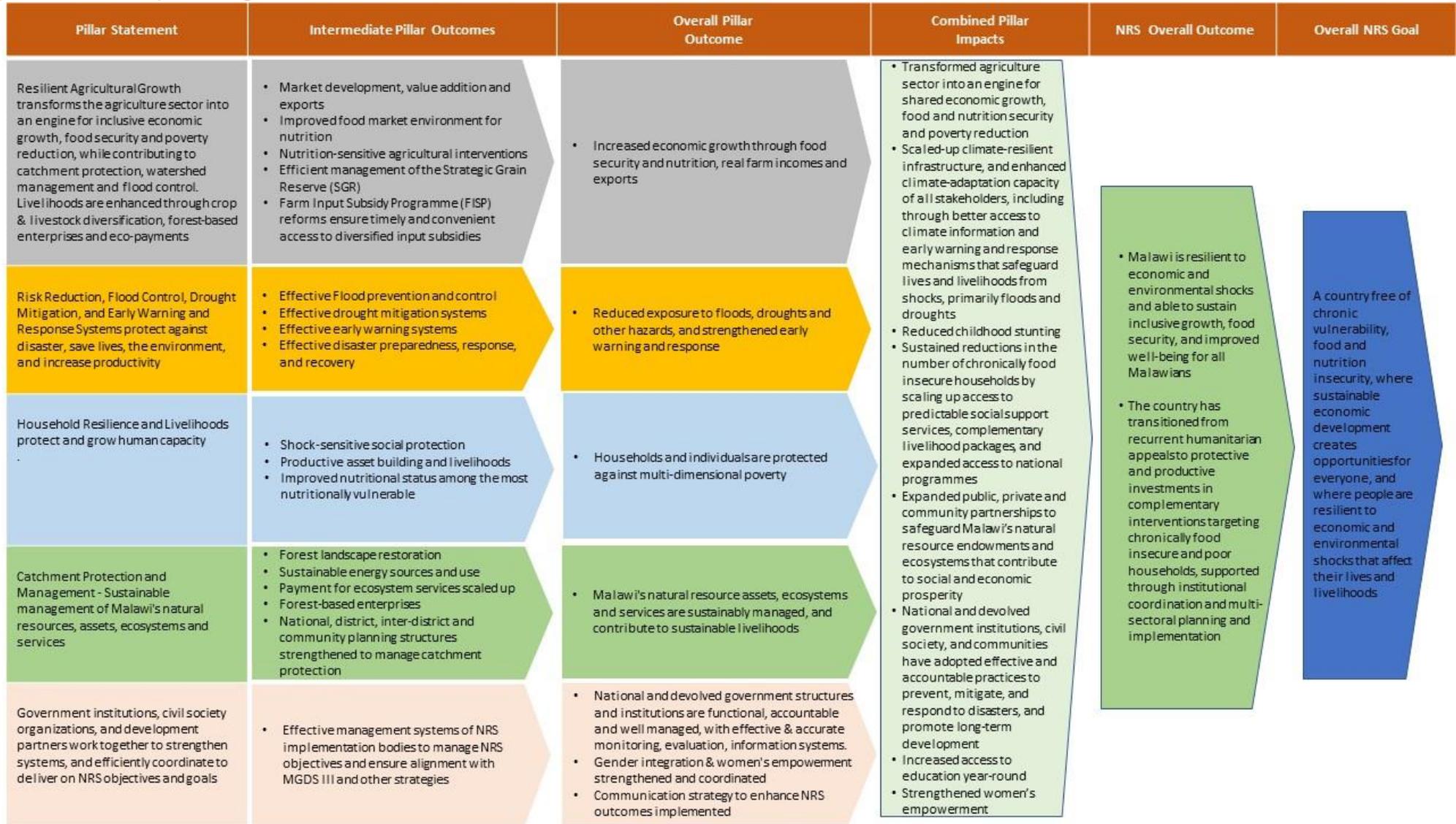
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<sup>16</sup> SCOPE is WFP's web-based beneficiary and transfer management platform that supports the WFP programme intervention cycle from beginning to end, from beneficiary registrations, intervention setups, distribution planning, food, cash and voucher transfers and distribution reporting.



the labour in the agricultural sector, produce 70% of the household food, and perform 50-70% of all agricultural tasks. However, most women are side-lined from decision making and leadership positions, and have limited access and control over productive

Figure 7: NRS Theory of Change



livelihoods assets, such as land, inputs and extension services, and income. Cultural practices that promote early marriage and pregnancy require girls to drop out of school, resulting in reduced livelihoods opportunities, and poorer health and nutritional outcomes. Women's empowerment and improvements in gender relations have proven impacts on productivity, income generation, diversification, and improved decision making on the use of income and resources to meet household consumption and nutritional needs. The NRS will strengthen measurable integration of women's empowerment and youth initiatives, across all NRS pillars.

## 2.6 Linkage to MGDS III and Integration across NRS Pillars

The NRS supports actions that integrate and leverage interventions to ensure the greatest impact of multi-sectoral strategies, while also coordinating service delivery. Under the NRS, activities should be integrated geographically through co-location, beneficiary targeting, and technical sector linkages. Depending on the programme design this may happen at the same or different times, through joint implementation; through joint beneficiary targeting; through data sharing, common metrics, and technical sector approaches; and through other strategies such as social and behavioural change communication, marketing, and development communications.

### Multi-sector Integration

The NRS is aligned with programmes under the MSDS III, including linkages to specific flagship projects and mechanisms. The *NRS Integration Matrix (Table 2)* provides illustrative examples of entry points for integration between the pillars and linkages to the broader scope of the MGDS III. These are not exhaustive. Experience in Malawi and elsewhere shows that a more detailed context analysis, a learning process, and building evidence is required to gauge what combinations of activities are feasible, effective and result in the highest value in terms of reducing risk, asset creation, and diversifying livelihoods in different contexts. The ability to adopt a new practice or new livelihoods also depends on the type of beneficiary, socio-economic factors affecting the household or person, and their endowments and capabilities. Sectoral linkages can also be enhanced through other mechanisms, such as push-pull market

development strategies to buy down risk, build demand, and facilitate uptake of new technologies and practices. Pairing knowledge promoted through social behaviour change, marketing, or other strategies, means and motivation to pay for services or change behaviour, and a stable environment, has also resulted in more sustainable uptake of practices.<sup>17</sup> The NRS supports learning and scaling up of existing and new interventions to create the greatest value add for building resilience.

### Geographic Targeting

While spatial concentration of the NRS pillars and components will be reaffirmed in Phase I, the vision for the NRS is to channel resources as a multi-sectoral "package of services" in priority areas, such as high-value catchments and watershed areas, drought prone zones, or market corridors. First, this is to ensure that vulnerable households and groups in priority areas benefit from the compounded impacts of all strategic interventions and services, through a social protection and graduation approach described in the NRS Theory of Change. Highly coordinated activities must be implemented over longer periods of time to allow sufficient time for people to adopt new behaviours and develop livelihood pathways that allow an exit from poverty, to build a critical mass of sustainable and functional natural resource management systems, prosperous livelihoods, and nourished and more resilient people. The priority areas will be jointly assessed and reviewed, and agreed upon as per the implementation arrangements and structure. The multi-sectoral approach will also require that each line ministry request budget allocation to the joint NRS implementation plans. Development Partners will also work together to improve coordination, and agree on funding and modalities to support this arrangement. **Table 3** outlines initial priority areas; however, these will be validated in detail during implementation. As a multi-sectoral resilience strategy, the NRS will be rolled-out in accordance with the long-term process of political and administrative decentralization, with districts increasingly responsible for the planning, budgeting, and implementation.

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17 Fanta III Food and Nutrition Technical Assistance, FHI360, USAID, 2015. Sustaining Development: A synthesis of Results from a Four-Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects.

**Table 2: NRS Integration Matrix**

	<b>Resilient Agriculture</b>	<b>Catchment Protection and Management</b>	<b>Risk Reduction, Flood Control, Early Warning, and Response</b>	<b>Human Capacity, Livelihoods, and Social Protection</b>	<b>Cross-cutting: Gender and Women's Empowerment</b>	<b>Linkages to MGDS III outside the scope of the NRS</b>
<b>Resilient Agriculture</b>		Coordinated agriculture investments contribute to climate-smart outcomes, sustainable land and water management, and build markets for sustainable ecosystem products and services (e.g., contour bunds, infiltration ditches, to enhance agricultural production and decrease soil loss).	Drought tolerant technologies, and asset creation contribute to reducing vulnerability, and disaster mitigation. Crop surveillance linked to EWS help provide timely and accurate information to vulnerable households, enabling more effective prevention and response mechanisms.	Home grown school meals, nutrition-sensitive agriculture, and agricultural livelihoods contribute to building human capacity, nutrition, and social protection.	Agricultural livelihoods contribute to women's empowerment and decision making.  Gender and nutrition consideration in agriculture can maintain health and sanitation standards, improve labour efficiency for women, consider child care needs, and promote continued practice of ENA and EHA/	Agricultural research
<b>Catchment Protection and Management</b>	Coordination of reforestation, electrification, more efficient and renewable energy, technologies can enhance agricultural and economic outcomes, and reduce pressure of forests.		Public works projects and climate smart technologies contribute to flood control and drought mitigation.	Public works projects contribute to the social safety net, employment, and nutrition.  Reducing use of fuel wood and charcoal improves the health and sanitation environment.	Value add processing IGAs from non-timber forest products  Fuel efficient stoves and renewable energy help women reduce cooking time, generate electricity, and maintain a healthier home environment.	Transport, industry, and tourism
<b>Risk Reduction, Flood Control, Early Warning, and Response</b>	Systematically integrating risk reduction strategies in all agriculture investments will protect agricultural investments, and mitigate the impact of shocks.	Public works projects and flood control contribute to increased river bank and hill stabilization, and climate resilience.		Nutrition-sensitive social protection and asset creation contributes to expanded options for nutrition and livelihoods. Effective early warning systems save lives.	Protection for women through asset creation, access to information.	Infrastructure.
<b>Human Capacity, Livelihoods, and Social Protection</b>	Achieving food and nutrition security through resilient agriculture requires a healthy, educated, and productive population.	Public works under MNSSP II and LDF, as well as forest-based enterprise and ecosystems payments contribute to catchment protection.	Application of forecasts and early warnings to inform 'triggers' for shock-sensitive social protection action, and enable HHS to take preparedness action to protect development gains.		Empowering girls, and other vulnerable groups to go to and stay in school	Health Systems Strengthening  Education systems
<b>X-cutting: Gender and Women's Empowerment</b>	Strengthening women's empowerment in agriculture and income is leads to significant gains in productivity, diversity, and nutrition.	Women's empowerment in catchment plans leads can enhance livelihoods	Women are vital actors in community-based early warning systems, response, and recovery. Empowering women in emergencies can help reach vulnerable and at-risk groups, and strengthen basis for recovery.	Women's empowerment, in healthy relationships, caring for children, prioritizing girl's education, and shared decision making for the or the family		Women's empowerment is cross cutting in all MGDS III strategies.
<b>Linkages to MGDS III services outside focus of the NRS</b>	Infrastructure and rural roads will strengthen agriculture.	Investments in rural electricity, and managed urban growth will help increase demand for renewable energy.	Risk Financing will reduce risk for all.	Health care, education, and trade creates opportunities for livelihoods.	Women's empowerment is cross cutting in all MGDS III strategies.	

Table 3: NRS Geographical Coverage

Component	Pillar	Scope of Coverage
Resilient Agricultural Growth	<b>Sustainable Irrigation Development</b>	<i>North:</i> Karonga, Chiradzulu, Chitipa, Rumphi, Nkhatabay <i>Central:</i> Salima, Nkhotakota, Mchinji, Ntchisi, Lilongwe <i>South:</i> Malombe, Mangochi, Nsanje, Mwanza, Mulanje, Phalombe, Thyolo
	<b>Agricultural Diversification</b>	All NRS priority catchment, irrigation, and drought prone zones.
	<b>Market Development, Value Addition &amp; Exports</b>	All NRS priority catchment, irrigation, and drought prone zones.
	<b>Strategic Grain Reserve</b>	National
	<b>Drought Mitigation</b>	<i>South:</i> TBD <i>Central:</i> TBD <i>North:</i> TBD
	<b>Farm Input Subsidy Programme</b>	All NRS priority zones and National
Risk Reduction, Flood Control, Early Warning & Response	<b>Risk Reduction</b>	<i>National</i>
	<b>Flood Prevention &amp; Control</b>	<i>South:</i> Machinga, Nsanje, Zomba, Chikwawa, Phalombe <i>Central:</i> Salima <i>North:</i> Karonga, Rumphi
	<b>Disaster Preparedness, Response &amp; Recovery</b>	<i>National</i>
Human Capacity, Livelihoods, and Social Protection	<b>Shock Sensitive Social Support</b>	<b>Social Cash Transfer:</b> 2016: 18 districts; 2017+: <i>National</i> <b>Public Works Programme:</b> <i>National</i> ; pilot integration with catchment protection: Phalombe, Dedza, Mchinji, Nkhatabay <b>School Meals Programme:</b> All NRS intervention zones, and national <b>Village Savings &amp; Loan:</b> All NRS priority zones and National <b>Micro-finance:</b> All NRS priority zones and National
	<b>Livelihoods and Nutrition</b>	<b>Livelihoods Diversification:</b> All priority NRS intervention zones, and as per national priorities <b>Nutrition:</b> All priority NRS intervention zones as per national priorities
Catchment Protection & Management	<b>Forest &amp; Landscape Restoration</b>	<i>North:</i> Karonga, Mzimba, Nkhata Bay <i>Central:</i> Lilongwe, Kasungu, Mchinji, Ntchisi, Ntcheu <i>South:</i> Machinga, Mulanje, Mwanza, Blantyre, Nsanje
	<b>Payment for Ecosystem Services</b>	<i>North:</i> Karonga, Mzimba, Nkhata Bay <i>Central:</i> Lilongwe, Kasungu, Mchinji, Ntchisi, Ntcheu <i>South:</i> Machinga, Mulanje, Mwanza, Blantyre, Nsanje
	<b>Sustainable Energy</b>	<i>North:</i> Chitipa, Karonga, Rumphi, Nkhatabay <i>Central:</i> Kasungu, Dowa, Nkhotakota, Lilongwe, Mchinji, Salima, Ntchisi, Dedza, Ntcheu, <i>South:</i> Balaka, Mangochi, Mwanza, Neno, Machinga, Chiradzulu, Phalombe, Mulanje, Chikwawa, Nsanje, Blantyre, Thyolo, Zomba
	<b>Forest-based Enterprises</b>	<i>North:</i> Karonga, Mzimba, Nkhata Bay <i>Central:</i> Lilongwe, Kasungu, Mchinji, Ntchisi, Ntcheu <i>South:</i> Balaka, Chikwawa, Mulanje, Nsanje, Thyolo, Phalombe, Machinga

## 2.7 Beneficiary Targeting

To promote inclusive growth for resilience, robust targeting of different households across the poverty spectrum with complementary interventions is needed to make effective and efficient use of Malawi's scarce public resources. While the National Resilience Strategy recognizes that the variation between Malawi's lower poverty quintiles is not high, for livelihoods strategies and market-oriented activities, and criteria for consumption support, public works, and school meals programme, target households will be categorized on a 'poverty spectrum' based on their livelihood and asset characteristics, geographic location, risk exposure, nutrition status, and the condition of their local environment.

Since malnutrition and WASH impacts all poverty quintiles, and there are intra-household inequities and structural injustices that impact access to food, education, and health care, the MNSSP II will scale transfers to productive households to increase access to education and school meals, especially for girls, and nutritional support for households with malnourished children. Other types of nutritional support and interventions, such as nutrition education, or better off farmers in leadership roles, are relevant for all poverty quintiles. All these factors impact the ability of households and individuals to adopt resilient livelihoods strategies

### Lifting Households Towards Resilience

The NRS outlines three approaches people take when faced with the challenges of survival and seeking pathways out of poverty: *hanging in*, *stepping up*, and *stepping out*.

Many factors play into a person or household's ability to change and take risk, such as capacities, assets, resources, social capital, and aspirations and motivation. Among the ultra-poor and labour constrained, most households or individuals are unable to engage in diversified asset creation strategies, and choose to 'hang in', meaning that they will continue to survive on a subsistence level, and require consumption support, and change will happen if circumstances allow. Others will be able to 'step up' in agriculture, meaning they will choose to take risks, build, and accumulate assets, diversify investments in agriculture, increase access to services and value addition, thereby also

diversifying risk and reducing vulnerability. Others may be able to step out of agricultural activities, partially or entirely into higher small and medium enterprises (SME) or employment that has a different risk profile, but higher return. One key factor is that these options may be less dependent, or not dependent at all on seasonality, which can offer greater stability. Household characteristics, health status, livelihood opportunities, asset characteristics, geographic location, risk exposure, and the condition of their local environment combine in ways that impact people's ability to 'hang in', 'step up', and/or 'step out' of poverty.

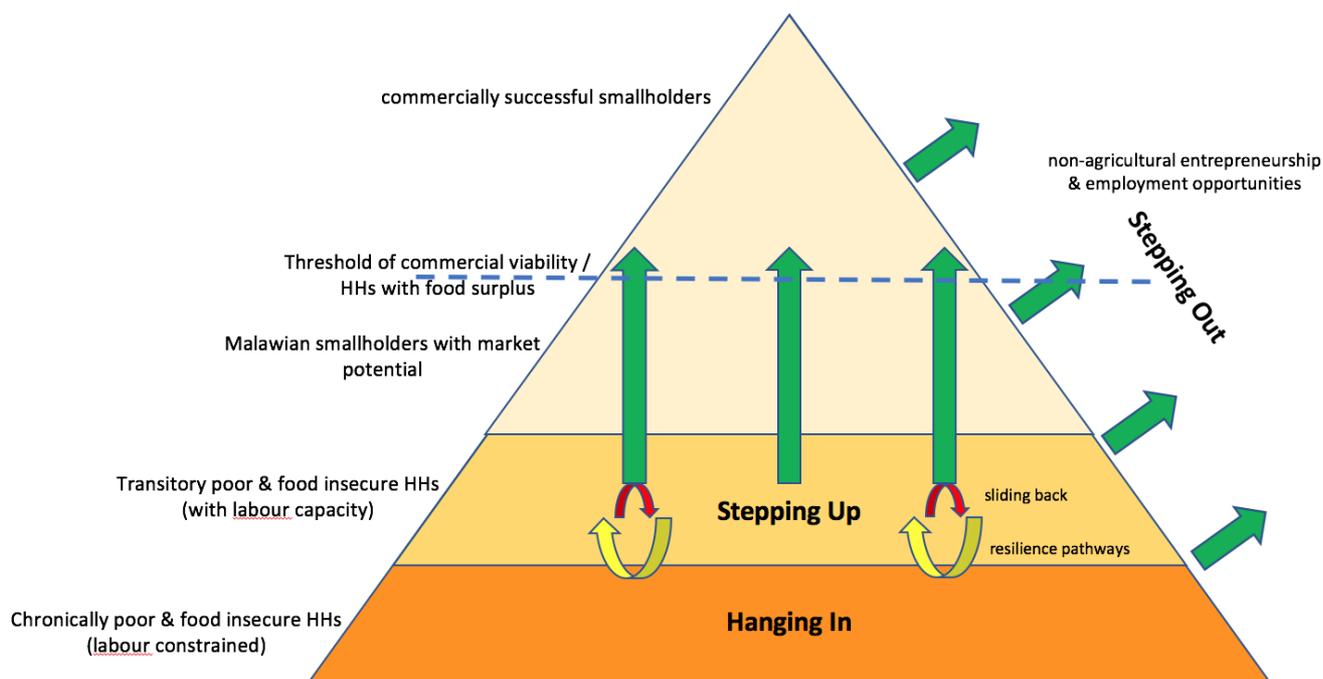
The NRS pillars will reach all types of beneficiaries through a wide range of potential activities, recognizing that these groups are not mutually exclusive as households or individuals. In other words, some household members may pursue more than one strategy simultaneously or different strategies over time. Some households may climb out of poverty, while others fall in (Figure 8).

- Households with land, labour, assets, and capacity for food surplus and/or commercial activity that can 'step up' the livelihood ladder into more diverse and higher value agricultural activities, which can lead out of poverty through risk diversification, increases in labour and land productivity, engagement in market production and value addition, participation in supply chains, and export. These households are less risk averse, and can also help lift other households through demonstration, inspiration, and coaching.
- Rural households that can productively 'step out' of agriculture, and into more productive sectors of the economy over time. This could be a local "step out", finding better-paid employment in local non-farm activities, combined with existing agricultural activities, or investing in an SME. It can also be a "migration step out" to take advantage of opportunities in peri-urban and urban areas.
- Households with little or no potential for market engagement or an ability to 'step up' or 'step out', will 'hang in', using agriculture as a safety net rather than a driver to move up the livelihood ladder. These households are labour constrained and characterized by an erosion of productive assets that has increased their vulnerability to even the

most marginal of shocks. Diversification for the sake of diversification make not be the right strategy as available options may be of equally low return. These households will need to 'hang in' until they have more resources and capacity to make the shift.

Supporting these households with consumption support, asset creation, access to education for children, and nutrition interventions will help to build their resilience and capacity and ability to step up or out, and break the cycle of inter-generational poverty.

**Figure 8: Lifting Households Towards Resilience**



While the level and type of assistance provided may vary (Table 4), all beneficiary groups will benefit from nutrition specific and nutrition-sensitive interventions because malnutrition in all its forms impacts all wealth quintiles globally and in Malawi. Evidence shows that increasing incomes, and economic growth alone, do not necessarily lead to reducing malnutrition, and that stunting rates remain high in many countries and regions with strong economic growth, even among wealthier quintiles. While increasing income is necessary to improve nutrition, income alone does not always lead to improved nutritional outcomes as it depends on how income is ultimately used, among other factors.

Women's control over income also leads to better nutritional choices as women tend to spend income on food and care for the household, therefore women's economic empowerment and decision making can have a significant impact on

how resources are used for nutrition. Moreover, intra-household inequities still exist within households with regards to access to food, nutrition, education, and poverty status, even as households accumulate assets and wealth.

Additionally, as livelihoods change, so does the enabling environment and surrounding influences that guide continuous uptake of practices such as optimal complimentary feeding, child care, women's self-care, school attendance. Women are also overburdened with hard physical labour, which can increase with agricultural diversification, and among other factors, can have a negative impact on health and nutrition even if she is earning more.

Other strategies that are recommended for all beneficiary groups include life skills and life coaching, literacy, financial management, and

business skills, as well as soft skills that contribute to motivation, aspiration, and self-esteem.

This is especially true for adolescent girls and young women, and youth overall. In line with the MNSSP II, implementation of the National Resilience Strategy will support the enabling conditions that support vulnerable households either maintain, or find sustainable graduation strategies out of poverty. The NRS also supports productive farmers and commercial growth through appropriate services.

The NRS prioritizes activities that engages all wealth groups in developing skills that help to assess risk, and viable livelihoods strategies, such as what the potential returns and benefits may lead to. This will also include assessing additional challenges and potential negative impacts that will arise in the process of change, so that they can find ways to continue good practices that contribute to resilience.

**Table 4: NRS Indicative Interventions**

HOUSEHOLDS	INDICATIVE SUPPORT
Stepping Up	<p><b>Targeting based on poverty quintiles</b> Consumption support; PWP; asset creation, accumulation, and diversification; agri-food, forest-based, and nutrition-sensitive value chains; affordable and appropriate financial products and services, both village savings and lending associations and micro-finance; affordable inputs (seeds, fertilizer); crops and livestock insurance; access to irrigation; market development; rural mobility and connectivity; supporting farmer organizations; service providers; contract farming; crop and livestock diversification; cash cropping; on-farm training and extension; service provider employment; climate-smart agricultural practices; catchment protection and sustainable natural resource management; new technologies and mechanization; payment for ecosystem services; access to energy services.</p> <p><b>Targeting based on nutrition and social intra household inequities</b> Nutrition; education and literacy support; WASH; life skills; business skills; leadership roles; life coaches, trainers; gender and women’s empowerment; youth.</p>
Stepping Out	<p><b>Targeting based on poverty quintiles</b> Expand employment opportunities into non-agriculture livelihoods opportunities and employment, and entrepreneurship, such as: service industry, hospitality, information communication and technology, transport, renewable energy and rural electrification, artisanal activities, safe migration, related PWP linked to roads and building; facilitate access to energy services; affordable and appropriate financial services; health insurance;</p> <p><b>Targeting based on nutrition and social intra household inequities</b> Nutrition; education and literacy support; education and literacy support; WASH; life skills; business skills; leadership roles; life coaches, trainers; gender and women’s empowerment; youth.</p>
Hanging In	<p><b>Targeting based on poverty quintiles</b> Consumption support; asset creation and protection through community and household PWP; informal and appropriate financial services through village saving and lending; crop insurance; extension support; shock sensitive social protection (cash transfers); climate-smart agricultural practices; facilitate access to affordable inputs; such as seeds, fertilizer, and crop and livestock insurance; access to energy services; catchment protection and sustainable natural resource management.</p> <p><b>Targeting based on nutrition and social intra household inequities</b> Nutrition; education and literacy support, WASH, life skills, business skills; psychosocial support; gender, and women’s empowerment; youth</p>



### 3.1 National Policy Coherence

Strengthening resilience to shocks is a cross-cutting priority in the Malawi Growth and Development Strategy (MGDS III, 2017-2022), under the theme “Building a Competitive and Productive Nation”. Building a resilient nation, people, environment, and economy underpins the MGDS III priority areas:

- Agriculture, Water Development, and Climate Change Management
- Education and Skills Development
- Energy, Industry, and Tourism Development
- Transport and ICT Infrastructure
- Health and Population

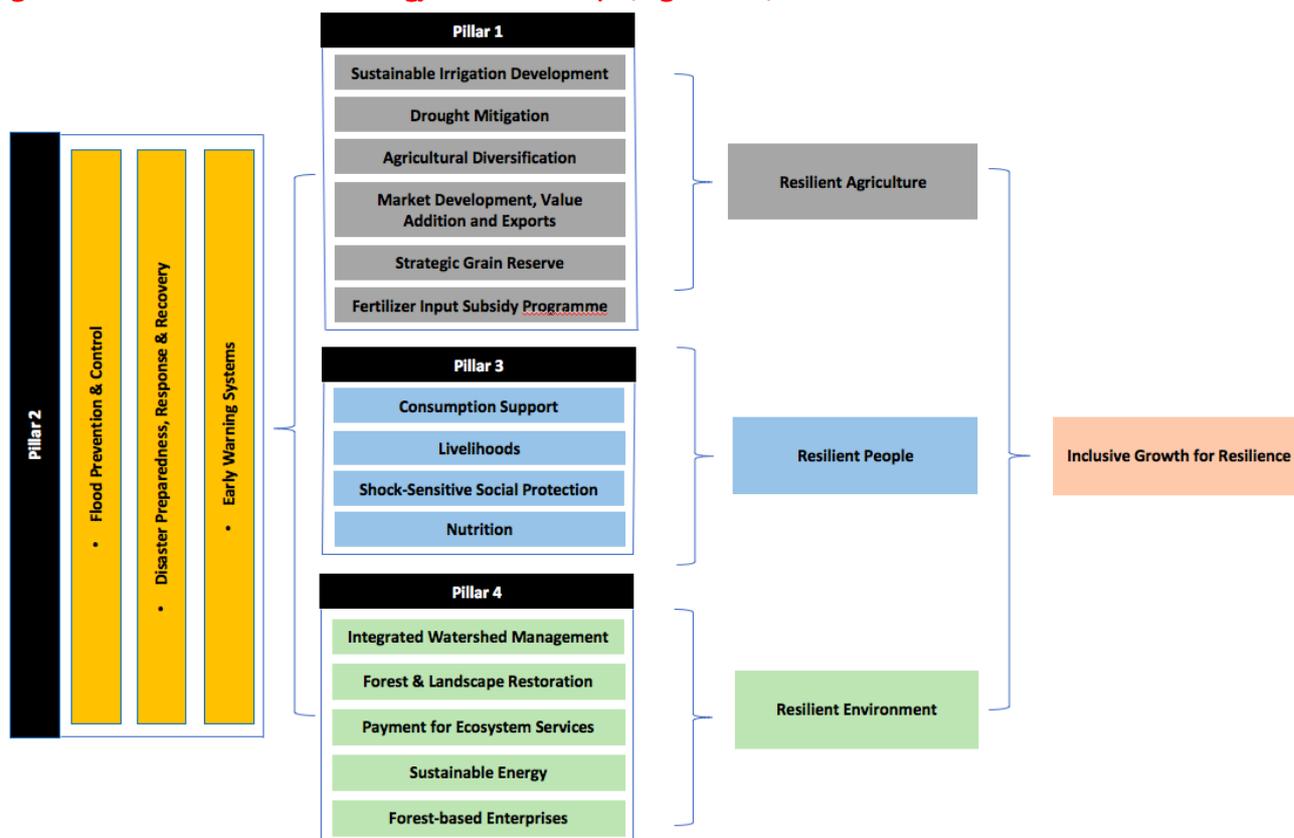
The MGDS III aims to enhance community resilience to the impacts of climate change, and other socio-economic and environmental shocks by:

- Strengthening the capacity of law enforcement personnel in safeguarding the human rights for vulnerable groups;
- Strengthening households and local committees to facilitate preparedness for timely and effective response and recovery;
- Enhancing funding for public works programmes;
- Increasing the productive asset base and production capacity of poor and vulnerable households;
- Strengthening and promoting access to public health and social services;
- Improving adoption of climate change adaptation and mitigation measures;
- Implementing a comprehensive national climate change investment plan;
- Improving access to multilateral and bilateral international climate financing and private sector investments; and,
- Enhancing cross sectoral coordination of climate change programmes.

The MGDS III prioritizes building the resilience of the poor through building and protecting productive assets, and accessing economic opportunities. The MGDS III aims to propel a competitive economy, while improving social support interventions, and reducing the social, economic, and environmental impacts of shocks by converging a combination of programmes and services. The NRS supports the objectives of the MGDS III through delivery of four complementary pillars (**Figure 9**) that aim to strengthen: resilient agricultural growth, shock-sensitive social protection, and sustainable land and catchment management, each underpinned by efficient and effective disaster risk reduction and early warning systems.

The NRS is a twelve-year strategy leading to 2030 that will be implemented in two 5-year phases, and one two-year phase aligned with the MGDS III and to the SDGs. The NRS proposes a multi-sectoral approach to resilience building, coordinated at the national and district levels under a Common Programme Framework (CPF). The NRS is an alignment framework intended for immediate implementation, and will serve as a framework to guide national resilience building activities to be included in Malawi’s first *Flagship Partnership Programme on Resilience* under the MGDS III.

Figure 9: National Resilience Strategy: Resilient People, Agriculture, and Environment



Formulation of the NRS was informed by a range of national legislation, regulations, policies, strategies, and programmes, all of which were integrated into the design of the NRS. These include:

**Vision 2020** states that Malawi aspires to be a secure, democratically mature, environmentally sustainable, self-reliant, and technologically driven middle-income economy by 2020<sup>18</sup>. Vision 2020 prioritizes the sustainable management and conservation of Malawi’s environmental endowments, including clean water resources; biodiversity protection, and landscape and forest restoration as the basis for resilient communities. Vision 2020 calls for enhancing the participation of the public in the planning and implementation of natural resource and environmental programmes.

The new **National Agriculture Policy (2015)** aims to increase agricultural productivity and enlists the following priorities - Sustainable Agricultural Production and Productivity; Sustainable Irrigation Development; Food and Nutrition Security; Institutional Development, Coordination,

and Capacity Strengthening<sup>19</sup>. The Policy ties to larger development goals encompassed by other strategies, including the MGDS III and reflects cross-cutting considerations in meeting development goals in the agricultural sector<sup>20</sup>. The **National Agriculture Investment Plan** (NAIP, 2017/18-2022/23) outlines the framework for guiding investments under the NAP and ensuring coherence with overall and sectorial policy and investment frameworks. It follows on the first NAIP called the Agriculture Sector-Wide Approach. (ASWAp) which was implemented between 2011-16 and builds on key achievements and lessons learned. It also covers agriculture-related investments of other policy frameworks - such as the **National Export Strategy** (NES). While the Ministry of Agriculture, Irrigation, and Water Development (MoAIWD) is the main implementing agency for public investments in the sector (investment in agriculture), other line ministries play important roles in adjacent policy and investment areas

18 Government of Malawi, Vision 2020, [www.sdn.org.mw/malawi/vision-2020/](http://www.sdn.org.mw/malawi/vision-2020/)

19 Malawi Voice Reporter, APM Speech at the Launch of National Agriculture Policy and National Irrigation Policy, November 2016. <http://www.malawivoice.com/apm-speech-at-the-launch-of-national-agriculture-policy-and-national-irrigation-policy/>  
 20 Ministry of Agriculture and Food Security of the Republic of Malawi. (2012). Agriculture sector gender, HIV and AIDS strategy 2012-2017. Lilongwe, Malawi.

that are critical to enable broad-based agricultural growth (investments for agriculture), and in ensuring that the desired social and environmental impacts of such growth are achieved. The NAIP is a framework to coordinate and prioritize the planning and implementation of investments by government entities, development partners and NSAs in the sector.

The **National Social Support Policy** (2013) formed the basis for the development of the **Malawi National Support Programme** (MNSSP). Based on a review of five-years of implementation, MNSSP II was designed in 2017 to include expanded coverage of the Social Cash Transfer Programme (SCTF) from 18 districts reaching approximately 170,000 households to national coverage in all 28 districts to reach 319,000 ultra-poor and labour constrained households. As well as being a component of the NRS, MNSSP II has many core sub-programmes: social cash transfer programme (SCTP), public works (PW), school meals (SM), and financial inclusion, such as village savings and loans (VSL), and microfinance (MF). While many ministries and departments are involved in delivery of the MNSSP II, the Ministry of Finance, Economic Planning, and Development (MFEPD) is responsible for overall coordination. The Government of Malawi acknowledges the multiple roles of social protection and labour programmes: their protective role in providing a shock-sensitive safety net to prevent poor households from falling deeper into poverty; their productive function that supports poor households to improve their productivity, income, and participation in markets; and, a climate resilience function that deploys public works to improve climate change adaptation<sup>21</sup>.

Malawi's **National Climate Change Management Policy** (2016) outlines the set of principles, strategies, and institutional frameworks for effective management of climate change. These include: capacity building; education, training, and public awareness; Reduction of Emissions from Deforestation and Forest Degradation (REDD+); adaptation and mitigation across multiple sectors (including agriculture, energy, industrial development, waste management,

forestry, water resources, and wildlife)<sup>22</sup>. The policy advocates for the integration of climate change strategies and proposed action plans into sectoral policies and programmes.

The **Malawi Climate Change Learning Strategy** (2013)<sup>23</sup>, was developed by the Ministry of Environment and Climate Change Management. The purpose is to have knowledge-driven climate change resilient population by 2030, pursuing a low carbon emission development path. In this regards it aims to strengthen human resources and skills development for the advancement of green, low emission and climate resilient development. It is relevant to resilience as it focuses on mitigation and adaptation as well as resilience to climate change. It can be used as useful mechanism to disseminate knowledge on resilience.

**National Climate Change Investment Plan** (2013) focuses on the four key priority areas to promote climate change management in Malawi: adaptation; mitigation; climate change research, technology development and transfer; and capacity building<sup>24</sup>. Investment in adaptation and mitigation are particularly relevant to resilience, specifically, as the adaptation and mitigation activities contribute to integrated watershed management, enhancing disaster risk management, enhancing resilient though agriculture production, and through activities that enhance the Reduction of Emissions from Deforestation and Forest Degradation (REDD+)<sup>25</sup>, focusing particularly on the land use (agriculture and forestry) sectors.

The **National Parks and Wildlife Act** (1992, amended in 2004, amended in 2016)<sup>26</sup> is responsible for forests within its mandate and can provide space for co-management and assistance on disseminating knowledge on resilience but also implementing some of the resilience interventions suitable to its boundaries.

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22 Government of Malawi, Ministry of Environment and Climate Change Management Environmental Affairs Department, June 2015 assessed on December 14th via [http://www.nccpmw.org/index.php/documentation/cat\\_view/10-national-climate-change-programme](http://www.nccpmw.org/index.php/documentation/cat_view/10-national-climate-change-programme).

23 Government of Malawi, Ministry of Environment and Climate Change Management, Malawi's Strategy on Climate Change Learning, June 2013.

24 Ministry of Environment and Climate Change Management, Environmental Affairs Department, National Climate Change Investment Plan, 2013.

25 Ibid.

26 UN-REDD+ Programme, FAO, UNDP, UNEP, Policy and Legal Frameworks Assessment for REDD+ in Malawi, 2016

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21 GoM has commissioned a Public Expenditure Review on Social Protection to assess the financing structure of social protection and labour programmes, and to set out a range of options to improve the effectiveness and efficiency of spending and fiscal sustainability. Findings will be incorporated into the NRS Implementation Plan.

**Environmental Management Act** (2017) objectives are to ensure sustainable use of natural resources; facilitate restoration, maintenance and enhancement of ecological systems and processes and preservation of biodiversity; and promotion of community based natural resource management<sup>27</sup>.

**Malawi's National Adaptation Programmes of Action (NAPA)** (2013) draws analysis on the impacts of climate change in agriculture, water, fisheries, forestry, energy, wildlife, and gender<sup>28</sup>. Loss of soil fertility, land degradation and forest fires are recognized as major threats to forestry sector as well as the rapid environmental degradation because of agricultural expansion, inadequate knowledge and skills in the productive use and management of land and natural resources<sup>29</sup>.

**The National Biodiversity Strategy and Action Plan II** (2015)<sup>30</sup> recognizes the conflicting and overlapping policy frameworks and legislation, and recommends an integrated approach to forest, biodiversity, land, and water management. NBSAP II recognizes key issues and constraints affecting the biodiversity, of which conservation of natural ecosystems and species, restoration of degraded ecosystems is highly important to resilience. It also refers that the value of ecosystem services and biodiversity is poorly understood. Cross-sectoral integration can enhance the protection, conservation, and restoration of biodiversity. NBSAP II lists the actions related to targets for biodiversity management by planning to increase the areas of forests under protection, improving the quality of protected forest habitats through ecological restoration and enhancing nature management methods used in commercially utilized forests<sup>31</sup>. Specifically, under Strategic Goal D: Enhance the Benefits to all from Biodiversity and Ecosystem Services,

**The National Forest Policy** (2016), and the **Forestry Act** (1997), have the overall goal to

conserve, establish, protect, and manage trees and forests for the sustainable development of Malawi<sup>1</sup>. The Policy has nine strategic objectives to promote cross sectoral integration of activities that promote increasing forest cover, sustainable management of existing forest and reducing deforestation and forest degradation. The NRS and more particularly the Catchment Component align with National Forest Policy.

The **National Forest Landscape Restoration Strategy** (2017), to restore deforested and degraded landscapes by 2030 through scaling up improved management of forests and natural resources, sustainable land management practices with a focus on tree-based restoration practices that contribute to increased food security, resilience to climate change, watershed protection and improved water supplies, increase production of forest products and biodiversity conservation, while enhancing gender equity.

**National Charcoal Strategy** (2017), recognizes that nearly every Malawian household (97%) relies on firewood or charcoal as their primary source of cooking and heating fuel. With alternative fuel sources underdeveloped, firewood and charcoal will continue to form a significant part of Malawi's energy mix for the next few decades. the demand for charcoal and firewood is driving deforestation and forest degradation in Malawi, and is undermining agricultural productivity and food security, water security, and hydroelectric generating capacity—leaving the country more vulnerable to climate shocks. The NCS is organized around seven inter-related pillars: promote Alternative Household Cooking Fuels; promote Adoption of Fuel-Efficient Cookstove Technologies; promote Sustainable Wood Production; Strengthen Law Enforcement; Regulate Sustainable Charcoal Production; enhance Livelihoods; and, promote Information, Awareness and Behaviour-Change Communications. The needs of men, women, children and vulnerable groups, and partnerships with the private sector, cut across all NCS pillars.

The **Land Act** (1965) classifies three types of lands (customary land held/used by community under customary law, private land held/owned by freehold title, lease, or under Registered Land Act (1967), and public (government) land that include national parks, conservation, and historical areas) and recognizes three types of land tenure - freehold (private land), leasehold (private, public, and customary), and customary

27 ibid.

28 Environmental Affairs Department, Malawi's National Adaptation Programmes of Action, First Edition, March 2006.

29 Malawi's National Adaptation Programmes of Action, First Edition, March 2006.

30 National Biodiversity Strategy and Action Plan II (2015-2025), May 2015.

31 Government of Malawi, Ministry of Natural Resources, Energy and Mining, National Biodiversity Strategy, and Action Plan II (2015-2025), May 2015.

tenure (customary land)<sup>32</sup>. Customary Land (Development) Act (1967) forms the principles for conversion of customary land for agricultural development and deciding disputes over customary land<sup>33</sup>. The National Land Policy (2002) revised the legal framework governing land rights and its goal is to ensure tenure security and equitable access to land, to facilitate the attainment of social harmony and broad-based social and economic development through optimum and ecologically balanced use of land and land based resources<sup>34</sup>. The **new Land Act** (2016) includes new categories of land, and the Customary Land Act (2016) replaced the Customary Land (Development) Act (1967). These aim to address challenges of tenure security and empowering local population, especially women to hold the land title<sup>35</sup>. The development of regulations and guidelines under the act will be of relevance to the first two components of the National Resilience Strategy and agencies responsible for implementation should be actively involved in the formulation process. The National Land Resources Management Policy and Strategy (2000)<sup>36</sup> promotes tree planting, natural regeneration, and conservation of forests for the sustainable land-use and management<sup>37</sup>.

The **National Water Policy** (2005) guides the sustainable management and utilization of water resources to provide sufficient quantity and quality water for the country and for the enhancement of the country's natural ecosystems<sup>38</sup>. The policy recognizes that water resources can be highly impacted due to deforestation and environmental degradation. The policy is linked to National Forestry Policy as it promotes forestry sector participation in water resources, catchment protection, conservation,

and management<sup>39</sup>. The **National Water Resources Act** (2013) provides a mechanism for coordination, allocation, and delegation of responsibilities among stakeholders for the protection and management of water resources.

The **Energy Regulation Act (2004)** doesn't specifically mention anything on forestry but the effects of deforestation and degradation on lake and river for power generation as well as dependence on biomass energy are the areas where the policy integration and institutional support for FLR implementation can be enhanced. The **Energy Policy** (2017) and **Renewable Energy Strategy** (2017) underscore the need to scale up access to energy services to enable poor households to engage in productive activities and reduce pressures on Malawi's natural resource endowments.

The **Mines and Minerals Act** (1981) and **Mines and Minerals Policy** (2013) requires the mining entities to protect the natural resources on the land and that the minerals are explored sustainably. The Act is planned to be replaced by the Draft Mines and Minerals Act (2015)<sup>40</sup>.

Malawi submitted its **Nationally Determined Contribution** (NDC) in the lead up to the Paris Agreement on climate change<sup>41</sup>. Malawi is committed to pursuing policies and measures that slow and eventually reverse GHG emissions from deforestation and forest degradation, and increase removals through afforestation. Malawi's NDC refers to addressing the drivers of deforestation and forest degradation, promoting agroforestry systems in targeted locations as source of biomass and soil carbon sequestration, and the planting of nitrogen-fixing plants to reduce fertilizer usage; as well as potentially reduced and zero tillage<sup>42</sup>.

The **National Health Policy** promotes several nutrition-specific interventions at the health

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32 USAID Malawi—Property Rights and Resource Governance Profile, <https://www.land-links.org/country-profile/malawi/>.

33 Ibid.

34 Government of Malawi, Ministry of Lands, Housing and Surveys, Malawi National Land Policy, January 2002; USAID Malawi—Property Rights and Resource Governance Profile, <https://www.land-links.org/country-profile/malawi/>; UN-REDD Programme, FAO, UNDP, UNEP, Policy and Legal Frameworks Assessment for REDD+ in Malawi, DRAFT Final Report, February 9, 2016.

35 From the analysis conducted under UN-REDD Programme, FAO, UNDP, UNEP, Policy and Legal Frameworks Assessment for REDD+ in Malawi, DRAFT Final Report, February 9, 2016.

36 Government of Malawi, Land Resources Conservation Department, National Land Resources Management Policy and Strategy, July 2000.

37 Government of Malawi, National Forest Policy, Second Edition, March 2016.

38 Government of Malawi, Ministry of Irrigation and Water Development, National Water Policy, 2005.

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39 Government of Malawi, National Forest Policy, Second Edition, March 2016.

40 From the analysis conducted under UN-REDD Programme, FAO, UNDP, UNEP, Policy and Legal Frameworks Assessment for REDD+ in Malawi, DRAFT Final Report, February 9, 2016.

41 Republic of Malawi. (2015). Intended Nationally Determined Contribution. <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Malawi/1/MALAWI%20INDC%20SUBMITTED%20TO%20UNFCCC%20REV%20pdf.pdf>.

42 Republic of Malawi (2015). Intended Nationally Determined Contribution.

<http://www4.unfccc.int/submissions/INDC/Published%20Documents/Malawi/1/MALAWI%20INDC%20SUBMITTED%20TO%20UNFCCC%20REV%20pdf.pdf>.

facility and community level. These interventions include promoting dietary diversity; optimal IYCF and caring practices; treatment of acute malnutrition; nutrition care support and treatment for people living with HIV (PLHIV) and tuberculosis (TB) patients; and micronutrient supplementation. In addition, the Health Policy also promotes, growth monitoring and promotion, provision of insecticide-treated bed nets, and deworming.

**The National Education Policy** advocates for the promotion of the school feeding programme; school health and water sanitation, and hygiene (WASH); HIV and AIDS; gender; and education interventions. The Policy is also mainstreaming nutrition within the school curricula and implementing nutrition-sensitive interventions that improve classroom education and keeping adolescent girls and young women in schools.

**The National Gender Policy** seeks to mainstream gender in the national development process to enhance participation of women and men, girls, and boys at individual, household, and community levels for sustainable and equitable development. It also promotes an integrated approach to gender equality and social protection, poverty reduction through microfinance, and sustaining livelihoods of ultra-poor households using cash transfers.

Since Malawi joined the Scaling Up Nutrition (SUN) movement in 2011, the Malawian government has demonstrated strong political will and commitment to address the high prevalence of stunting in the country. This led to development of the SUN 1000 Special Days: **National Nutrition Education and Communication Strategy (NECS)** as the key instrument for stunting prevention. The SUN-NECS builds on the National Nutrition Programme focusing on the 13 high impact interventions for scale up through coordination of stakeholders across multiple sectors at all levels.

**The National Multi sectoral Nutrition Policy 2017-2021** is aligned with the Constitution under Chapters III and IV, which provide for the Principles of National Policy and Human Rights,

respectively. In section 13 (b), the Constitution provides that: 'The State shall actively promote the welfare and development of the people of Malawi by progressively adopting and implementing policies and legislation aimed at achieving the following goals: (b) Nutrition – to achieve adequate nutrition for all to promote good health and self-sufficiency.

**The National Strategy for Adolescent Girls and Young Women 2017-2021** is under development and under the leadership of the Ministry of Gender, Children, Disabilities, and Social Welfare. It is a not a standalone strategy, but aims to promote the rights and opportunities for AWYG as an integral part of all programmes.

### 3.2 International and Regional Frameworks

Strengthening resilience is reflected in the African Union **Agenda 2063**, which calls for environmentally sustainable and climate resilient economies and communities based on inclusive growth and economic diversification. A commitment to strengthen national and community resilience is also embedded in all four global frameworks negotiated as part of the 'post-2015 development agenda':

- Sustainable Development Goals (SDGs)
- Sendai Framework for Disaster Risk Reduction
- Paris Agreement on Climate Change
- World Humanitarian Summit's 'Commitment to Action'

The NRS contributes to Malawi's efforts to achieve several SDG goals and targets (**Table 5**). As part of the nationalization of the SDGs, monitoring Malawi's progress towards the achievement of these goals and targets will be integrated into the *SDG Measurement Framework* being developed by the National Statistics Office (NSO). Performance monitoring of the NRS will be conducted in accordance in NRS Monitoring and Evaluation Framework outlined in **Section 6**.

**Table 5: Alignment between NRS and SDGs**

SDG	Targets	NRS Alignment
<b>SDG 1: End poverty in all its forms everywhere</b>	1.1 by 2030, eradicate extreme poverty for all people everywhere.	• NRS Pillar: 1, 2, 3, 4
	1.2 by 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all of its dimensions according to national definitions.	• NRS Pillar: 1, 2, 3, 4
	1.3 implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve significant coverage of the poor and the vulnerable.	• NRS Pillar: 2, 3
	1.5 by 2030, build the resilience of the poor and those in vulnerable situations, and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.	• NRS Pillar: 1, 2, 3, 4
<b>SDG 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture</b>	2.1 by 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations including infants, to safe, nutritious, and sufficient food all year round.	• NRS Pillar: 1, 2, 3, 4
	2.3 by 2030, double the agricultural productivity and the incomes of small-scale food producers, particularly women, indigenous people, family farmers, pastoralists, and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets, and opportunities for value addition and non-farm employment	• NRS Pillar: 1, 3, 4
	2.4 by 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding, and other disasters, and that progressively improve land and soil quality.	• NRS Pillar 1, 2, 3, 4
	2.5a increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extensions services, technology development.	• NRS Pillar: 1, 2, 3
	2.5c adopt measures to ensure the proper functioning of food commodity markets and their derivatives, and facilitate timely access to market information, including on food reserves, to help limit extreme price volatility.	• NRS Pillar: 1
<b>SDG 5: Achieve gender equality and empower women and girls</b>	5.1 end all forms of discrimination against all women and girls everywhere	• NRS Pillar: 1 2, 3, 4
	5.6a undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources in accordance with national laws	• NRS Pillar: 1 2, 3, 4
<b>SDG 6: Ensure availability and sustainable management of water and sanitation for all</b>	6.4 by 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity, and substantially reduce the number of people suffering from water scarcity	• NRS Pillar: 1, 2, 3, 4
	6.6 by 2020 protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers, and lakes	• NRS Pillar: 1, 2, 3, 4

SDG	Targets	NRS Alignment
<b>SDG 7: Ensure access to affordable, reliable, sustainable, and modern energy for all</b>	7.2 increase substantially the share of renewable energy in the global energy mix by 2030	• NRS Pillar 4
<b>SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</b>	8.2 achieve higher levels of productivity of economies through diversification, technological upgrading, and innovation, including through a focus on high value added and labour-intensive sectors	• NRS Pillar: 1, 3
	8.3 promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity, and innovation, and encourage formalization and growth of micro-, small- and medium-sized enterprises including through access to financial services	• NRS Pillar: 1, 3
<b>SDG 10: Reduce Inequality within and among countries</b>	10.1 by 2030 progressively achieve and sustain income growth of the bottom 40% of the population at a rate higher than the national average	• NRS Pillar: 1, 2, 3, 4
	10.4 adopt policies especially fiscal, wage, and social protection policies and progressively achieve greater equality	• NRS Component 3
<b>SDG 13: Take urgent action to combat climate change and its impacts</b>	13.1 strengthen resilience and adaptive capacity to climate related hazards and natural disasters in all countries	• NRS Pillar: 1, 2, 3, 4
<b>SDG 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss</b>	15.1 by 2020 ensure conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements	• NRS Pillar: 1, 2, 3, 4
	15.2 by 2020, promote the implementation of sustainable management of all types of forests, halt deforestation, restore degraded forests, and increase afforestation and reforestation	• NRS Pillar: 4
	15.3 by 2020, combat desertification, and restore degraded land and soil, including land affected by desertification, drought, and floods, and strive to achieve a land-degradation neutral world	• NRS Pillar: 1, 2, 3, 4
	15.9a mobilize and significantly increase from all sources financial resources to conserve and sustainably use biodiversity and ecosystems	• NRS Pillar: 1, 2, 3, 4

As signatory to the Sendai Framework for Disaster Risk Reduction Plan of Action, Malawi is investing in disaster risk reduction for resilience. Endorsed by the United Nations General Assembly, the Sendai Framework is a 15-year, voluntary agreement that seeks a ‘substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries’. The Plan of Action states that public

and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries, and their assets, as well as the environment. In addition to substantially reducing disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, through improving resilience, the Sendai Framework calls for scaling up measures to save

lives, prevent and reduce losses, ensure effective recovery and rehabilitation, all of which contribute to safeguarding the basis for Malawi's economic development. Through Pillar 2 of the NRS on *Risk Reduction, Flood Control, and Early Warning and Response Systems*, the Government is committed to achieving the priority actions and targets under the Sendai Framework. All four priority actions under the Sendai Framework are reflected in the NRS: i) understanding disaster risk; ii) strengthening disaster risk governance to manage disaster risk; iii) investing in disaster risk reduction for resilience; and iv) enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation, and reconstruction. The NRS also supports Malawi's contribution to attainment of the seven global targets under the Sendai Framework, namely:

1. Substantially reduce global disaster mortality by 2030, aiming to lower average per 100,000 global mortality between 2020-2030 compared to 2005-2015;
2. Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 between 2020-2030 compared to 2005-2015;
3. Reduce direct disaster economic loss in relation to global gross domestic product by 2030;
4. Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
5. Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020;
6. Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the framework by 2030;
7. Substantially increase the availability of and people's access to multi-hazard early warning systems and disaster risk information and assessments by 2030.

The **Paris Agreement on Climate Change** underscores the unprecedented importance on actions needed – both nationally and globally – to help people adapt to climate shocks and promote greater climate resilience. It calls upon

all signatories to support adaptation, resilience, and low emission development, to ensure food security. The Paris Agreement recognizes that even the greatest resilience may not completely prevent harm to life and property, and that the global community must find ways to address "loss and damage" in cases where impacts are beyond the limits of adaptation. The vast majority of national climate plans submitted in advance of Paris – then known as *Intended Nationally Determined Contributions (NDCs)* – included not only plans to reduce emissions, but also descriptions of adaptation goals, priorities, actions and needs. Malawi's NDC outlines 43 adaptation actions that cut across 9 sectors as per the UNFCC<sup>43</sup>, all of which contribute the Paris Agreement's goals of enhancing adaptive capacity, strengthening resilience, and reducing vulnerability to climate change, with a view to contributing to sustainable development, and ensuring an adequate adaptation response in the context of limiting global temperature rise to well below 2 degrees C (3.6 degrees F). Many of the adaptation actions described in Malawi's NDC are reflected in the National Resilience Strategy, including increased land coverage under irrigation, integrated catchment area protection, forest and landscape restoration, improved climate information and early warning systems, and promotion of clean energy access.

The **World Humanitarian Summit 'Commitment to Action'** underscores the urgent need to tackle the growing consequences of disasters caused by natural hazards, to reduce people's vulnerability and build community resilience as a critical first line of response in humanitarian situations. It calls for designing new financing models where governments partner with the private sector, such as the insurance industry, an example of which is Malawi's purchase from Africa Risk Capacity of an insurance policy as part of the 2016-17 Food Insecurity Response Plan. The Commitment to Action prioritizes the strengthening of social protection systems with more disaster-resilient approaches, and call for coherent financing that avoids fragmentation by supporting collective outcomes. The global agreement for empowering national and local humanitarian action by increasing the share of financing available to them.

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43 Government of Malawi, Intended Nationally Determined Contribution as per the UNFCC.

These commitments are reflected in the **Grand Bargain**, an agreement between more than 30 of international organizations in line with the UN Secretary General's High-Level Panel on Humanitarian Financing. The Grand Bargain emerged out the Humanitarian Summit and commits signatories<sup>44</sup> to providing 25 per cent of global humanitarian funding to local and national responders by 2020, along with more un-earmarked money, and increased multi-year funding and planning to ensure greater predictability and continuity in humanitarian response. The NRS supports these changes, including increasing the use and coordination of cash-based programming, greater funding for national and local responders, improving joint and impartial needs assessments, cutting bureaucracy through harmonized reporting requirements, and enhancing engagement between humanitarian and development actors through Malawi's shock sensitive social protection system.

Additionally, the National Resilience Strategy recognizes the importance of restoring land and forests, at the landscape level, to contribute towards meeting the SDGs, Sendai Framework, Paris Agreement, and Humanitarian Commitment to Action. In 2011, the Bonn Challenge set an ambitious target to restore 150 million hectares by 2020, this target has now been expanded to 350 million ha by 2030.

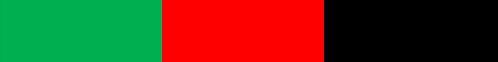
Also announced during the Paris Climate Agreement talks was the **African Forest Landscape Restoration Initiative AFR100**, a continent-wide initiative that is a regional contribution to the Bonn Challenge and the African Resilient Landscapes Initiative (ARLI). Embedded within AFR100 is the AU target to restore 100 million hectares of degraded land in Africa by 2030. In support of AFR100 and the Bonn Challenge, Malawi has committed to restore 4.5M hectares of degraded land, based on a thorough assessment that included data collection and validation in 28 districts across the country. These efforts are supported by the Southern African Development Community (SADC) Sub-Regional Action Plan to combat desertification in Southern Africa and move toward land degradation neutrality under the

United Nations Convention to Combat Desertification.

In the context of the MGDS III, the National Resilience Strategy will serve as a framework to harmonize policy implementation, programme planning and prioritization, as well as resource allocation in NRS priority zones to ensure that the multi-sectoral approach is implemented and measured. The NRS also provides significant opportunity for learning about the scale, intensity, and mix of resources that can most effectively contribute sustained resilience, thus breaking the cycle of food security and nutrition, and monitoring and reporting on Malawi's international commitments under the post-2015 development agenda.

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<sup>44</sup> Australia, Belgium, Canada, Denmark, ECHO, Germany, Italy, Japan, Luxembourg, Netherlands, Norway, Poland, Sweden, Switzerland, Turkey, UAE, UK, U.S., FAO, ICRC, ICVA, IFRC, InterAction, IOM, OCHA, SCHR, UNDP, UNFPA, UNHCR, UNICEF, UNRWA, UN Women, WFP, WHO, World Bank.



4

**NRS Pillars & Components**

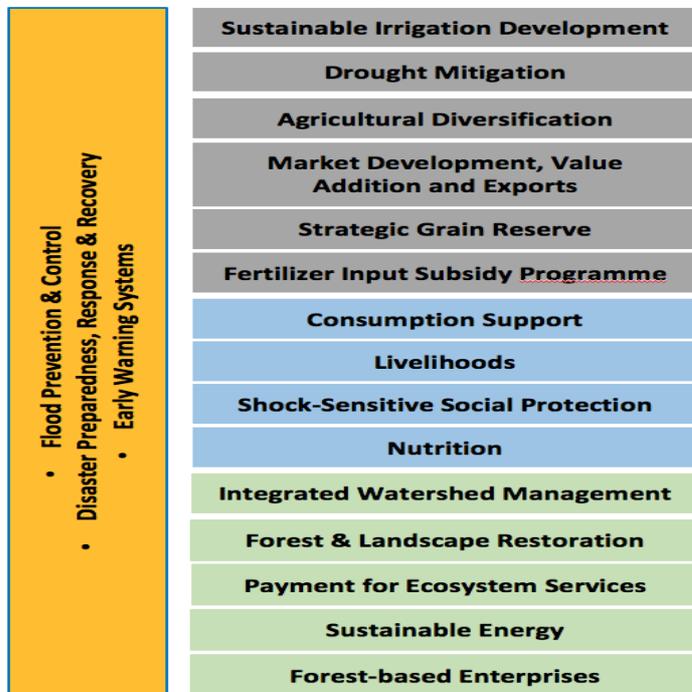
**NRS Pillars and Sub-components**

The National Resilience Strategy is composed of four complementary pillars and 18 components

1. Resilient Agricultural Growth
2. Risk Reduction, Flood Control, and Early Warning and Response Systems
3. Human Capacity, Livelihoods, and Social Protection
4. Catchment Protection and Management

Each of the pillars contains a package of interventions that in combination contributes to resilient people, resilient agriculture, and a resilient environment (Figure 10). Implementation of each NRS component and pillar involves multiple ministries, departments, and agencies, working in collaboration under a common NRS framework with development partners, the private sector, national and international non-governmental organizations, and other stakeholders to improve the resilience of food insecure households to economic and environmental shocks.

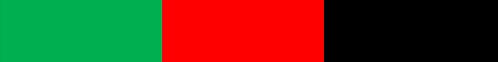
**Figure 10: NRS Pillars and Components**



The NRS contains four different types of interventions:

- Those delivered by the national government through the MSDG III and sector plans.
- Those delivered by sub-national authorities, including through district development plans.
- Those delivered by department partners, the private sector, and non-governmental organizations, coordinated by government authorities.
- Those delivered by communities.

Monitoring and coordination will be in accordance with the NRS implementation arrangements described in Section 5. The NRS will maximize alignment with the pillars of the MGDS III, as well as accommodate integration of the NRS into the state budget for 2018-2019 as a flagship MGDS III programme.



**Pillar 1**  
**Resilient  
Agricultural  
Growth**

**4.1 Pillar 1: Resilient Agricultural Growth**

In line with the National Agricultural Investment Plan (NAIP), this component of the NRS will target sustainable agricultural transformation to accelerate growth of the agricultural sector, expand productivity and incomes for smallholder farmers, improve food and nutrition security, and increase agricultural exports.

Many rural households move out of poverty through agricultural entrepreneurship; others through the rural labour market and the rural non-farm economy; and others by migrating to towns, cities. The three pathways are complementary: nonfarm incomes can enhance the potential of farming as a pathway out of poverty, and agriculture can facilitate the labour and migration pathways to livelihood opportunities that strengthen resilience. Women's empowerment in agriculture, and improving nutrition through agriculture are also crucial.

This pillar emphasizes support for smallholder farming interventions that will build the resilience at the farm household and community levels, address access to inputs, training, and asset creation, and dietary diversity. Both estates and smallholder farmers will be incentivized to diversify, engage in forestry, livestock, and fisheries production through policy reforms to create an enabling environment, in line with the New Alliance for Food Security and Nutrition policy commitments of the Government of Malawi. In addition, government programmes will implement reforms to encourage diversification in the production and marketing of crops, forestry, livestock, and fisheries, and reduce dependence on maize.

The GoM will prioritize reforms to strengthen an enabling environment for the private sector to profitably invest in commercial agricultural production, processing, and value addition. Investments in commercial agriculture will be implemented through private estates and smallholder farmers that are organized into cooperatives, and through efficient contract farming arrangements, in line with the government's Contract Farming Strategy. Public-Private Partnerships (PPPs) shall be established to facilitate large-scale investments in agricultural infrastructure development, including sustainable irrigation, agricultural mechanization, agro-processing facilities, electricity generation and supply for agriculture.

To encourage crop diversification, greenhouse farming of fruits and vegetables, legumes, and oilseed production, based on market demand, nutrition, and national priorities outlined in the National Export Strategy and the National Agriculture Investment Plan will be pursued. The NRS will further facilitate investment in commercial livestock production, including dairy, small stock, poultry, and beef as diversification into these agricultural products have been shown to enhance resilience of households and communities. In addition, this NRS component promotes sustainable capture fisheries and aquaculture production. Overall, the component facilitates strengthening asset creation and dietary diversity for smallholder production systems, value addition for diversified farm production and value addition with the goal of supply both domestic and export markets.

In line with the NAIP and the National Movement to Scale Up Nutrition, the NRS will integrate and prioritize nutrition-sensitive interventions within all resilient agriculture activities, as well as other pillars. The NRS will focus on smallholder farmers, dietary diversity, quality and quantity, and home consumption. Food system level interventions will also be prioritized in view of transforming and diversifying the food market environment to ensure that diverse, safe, affordable, and convenient foods are available in rural and urban markets year-round.

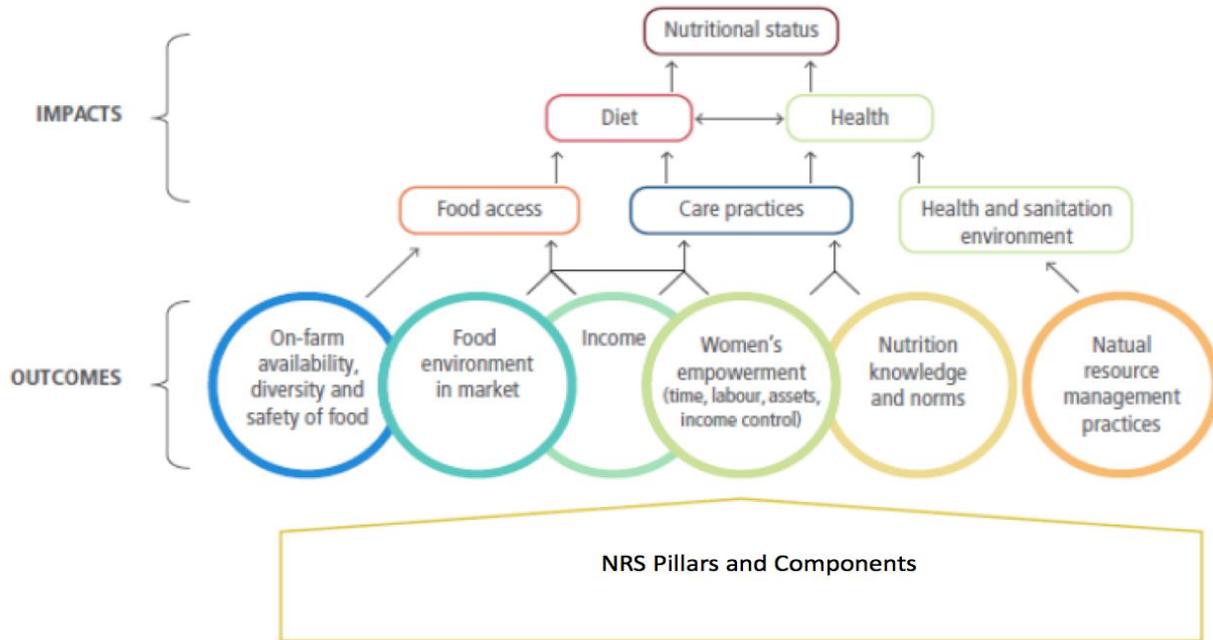
Agriculture, social safety nets, and entire food systems, play a crucial role in contributing to interim nutritional outcomes through nutrition-sensitive interventions, which contribute to underlying causes of malnutrition: *food and diet quantity and quality, the health and sanitation environment, and caring practices for women and children*. Nutrition-sensitive interventions must also directly or indirectly impact the most

nutritionally compromised and vulnerable groups, especially pregnant and lactating women (PLW) and children under five years of age, women of reproductive age, PLHIV, orphans, and other nutritionally and economically vulnerable groups. PLW are more physiologically vulnerable to nutrition and have increased caloric and nutritional needs, and therefore women's time and energy expenditure, and optimal care is critical for women's health and positive birth outcomes. Additionally, income controlled by women is more frequently used on food and health care for the family, particularly for children. These causal relationships are illustrated through three primary agriculture to nutrition pathways: *production, income, and women's empowerment*, which are influenced by livelihoods, food systems, and the enabling environment, such as natural resources, policies. **Figure 11** illustrates a pathways diagram categorizing nutrition-sensitive agriculture and food systems outcome-level intervention areas and the causal linkage to malnutrition.<sup>45</sup>

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45 FAO. 2016. FAO Compendium of indicators for nutrition-sensitive agriculture.

Figure 11: Agriculture to Nutrition Pathways



#### 4.1.1 Sustainable Irrigation Development

Sustainable irrigation development is an important strategy for increasing crop production and mitigating the negative effects of climate change related disasters (floods, drought/dry spells) that cause food insecurity. Malawi has benefit from gradual growth in the area under irrigation, with the pace of expansion affected by several bottlenecks including: large capital investment requirements; poor management of schemes; and management of land tenure security.

To address some of these challenges, the Government established the Green Belt Initiative with the objective of accelerating sustainable irrigation development. The Government also passed the Irrigation Act of 2001 which paved the way for establishing the Malawi Irrigation Board and the National Irrigation Fund. Moreover, the National Irrigation Policy, which was passed in December 2016, compels further action to increase the area under sustainable irrigation in Malawi. Currently, only about 104,000 hectares of irrigable land is developed while the net potential irrigation area is estimated at 385,000 hectares.

Under the Irrigation Master Plan and Investment Framework (2015), the government will accelerate economic growth, reduce rural poverty, improve food security, and increase exports through sustainable irrigation development in high potential areas. Irrigation planning will also be coordinated with catchment planning and watershed management, and disaster risk reduction through the PWP. For example, drought mitigation activities will expand water supply and prioritize irrigation investments in drought prone areas. Irrigation investments have large potential to increase availability and access to food year-round; however, women are often marginalized and don't access high value investments. The MoGCDSW and the MoLHUD will also work in districts to advocate and greater access to land for women, such as through irrigation.

#### 4.1.2 Drought Mitigation

Drought mitigation measures are embedded across agricultural strategies. While irrigation supports increased year-round productivity and improved water management, other measures include small and large infrastructure

investments to improve water supply to areas with less access, and other areas where water diversion is needed. Malawi's water infrastructure priorities include rehabilitating and enhancing critical water supply systems, and developing multi-purpose water harvesting and storage facilities. Other priorities include borehole rehabilitation, well digging, small earth dams and rehabilitation of associated catchments, and new water harvesting structures. The NRS also supports improved water lifting and storage technologies, and approaches to reduce women's workload, such as improved transport, storage, more efficient lifting, and closer access to water points for women at household and farms levels. Effective management and continued financing for maintenance for water-related infrastructure is critical to ensure sustained maintenance of equipment and technologies and continuous services. In alignment with the objectives of the NRS, drought mitigation should address challenges with pumps breaking down, availability of water and WASH related services such as handwashing, and public facilities. The NRS supports proven strategies from Malawi and globally, such as fee-for service water user committees, public private partnerships to manage pumps and support repair services. Village Savings and Loan (VSL) groups are another integrated strategy that can help committees earn income to maintain sites, while also charging for services. These activities will be coordinated with resilient agriculture investments in irrigation, development, and promotion of improved technologies, such as drought resistant seed varieties, climate-smart agriculture approaches, such as conservation agriculture and agro-forestry approaches. Other integration themes include promoting nutrition where possible through diversified farming systems that contribute to climate resilience. Additionally, WASH and promoting a clean on-farm health and sanitation environment to prevent the spread of disease and bacteria will be an integral component of all water supply investments.

The Malawi Drought 2015-2016 Post Disaster Needs Assessment highlights the need for risk financing at the national level as well as micro-insurance products for smallholder farmers to safeguard against loss of crops and livestock during dry spells and drought. Experiences elsewhere in Africa are proving to be successful, and can make a tremendous difference in reducing drought risk and vulnerability. Despite

Malawi facing some challenges with risk insurance during the 2016 drought<sup>46</sup>, the NRS recognizes that positive outcomes support continued investment to enhance risk financing and strengthen systems to support national level products as well as micro-insurance for smallholders.

#### 4.1.3 Agricultural Diversification

This NRS priority component will support smallholder farmers in crop and livestock diversification, as well as the expansion of the commercial fisheries subsectors in Malawi. Currently, there are very low levels of agricultural diversification at both household and national level. This reduces the ability of both households and the nation to cope with shocks or stresses in the major value chains (tobacco and maize) and restricts household resilience through systemic volatility in agricultural markets. In line with the NAP and NAIP, the NRS will promote agricultural diversification to enhance resilience to environmental and economic shocks by spreading risk across a more diversified portfolio of agricultural enterprises. Through the creation of an enabling environment, public investments in infrastructure and deliberate investments through public-private partnerships, the NRS will enable increased agricultural diversification while considering different agro-ecological zones.

The NRS will also focus on building demand and supporting systems for nutritious foods, tree-crops and other forest-based products that have lower demand, as well as use of income from cash crops to support nutrition-related needs. This can be done through investing in nutrition value chains, agro-forestry, ideally starting with those that have existing demand that can be scaled up. However, innovative marketing strategies can be developed and scaled over time to influence consumption behaviours, production practices, and markets across Malawi. For example, Harvest Plus intensively disseminated and used a variety of marketing strategies among food system actors to market bio-fortified high-iron beans (HIB) in Rwanda over several years. One effective strategy was a “seed swap” where they exchanged farmers’ old seed and gave them improved HIB seed as a way of promoting a better product and flushing out bad seed. While many varieties of beans in the systems, the RIB is sold across the country, and

preferred for several reasons, including because it is higher yielding and women prefer it.<sup>47</sup>

#### 4.1.4 Market Development, Value Addition and Exports

Agricultural marketing is a multifaceted component involving numerous interconnected activities, such as planning production, growing, and harvesting the commodity, grading, packing, transportation, storage, processing, distribution, advertising, and sales. Marketing functions and services include 1) exchange – buying and selling; 2) physical infrastructure – storage, transportation, and processing; and 3) facilitation – standardization, regulation, financing, risk bearing, and market intelligence. Agricultural marketing systems in Malawi have suffered from several challenges, including deficient or missing infrastructure, policy and regulatory incoherence, and low private and public investments. These constraints have rendered agricultural value chains uncompetitive, nationally, and regionally thereby negatively impacting on both national and household resilience. In line with the NAP and NAIP, the NRS will promote:

- market-oriented and private sector driven economic development;
- a policy and regulatory environment that enables and promotes private sector development in a fair and equitable manner;
- an enabling environment for the development of value chains;
- engagement with business associations, trade unions and others to improve the environment for private sector development;
- involvement of the private sector in the design of policies and strategies to foster growth;
- enforcement the existing legal framework to enhance public-private partnerships;
- improvement in the use of development support to leverage additional sources of finance;
- ‘Aid for Trade’ in terms of addressing market failures, increase access to capital and mitigate risks; support infrastructure development.
- Use of income to meet household needs contributing to climate resilience, nutrition, education, and healthcare.

46 GoM, WB, UNDP, EU: 2016 Post Disaster Needs Assessment.

47 Harvest Plus, International Food Policy Research and CGIAR Research Programme on Agriculture and Health. 2016. Assessing the Adoption of High Iron Bean Varieties and Their Impact on Iron Intakes and Other Livelihood Outcomes in Rwanda. Washington D.C.

- Women's empowerment in agriculture.

#### 4.1.5 Strategic Grain Reserve

Management of Strategic Grain Reserves (SGR) is critical to enhancing the nation's and communities' resilience and food security. The Government maintains SGR to ensure physical availability in times of serious production shortfalls or market shocks. Efforts to reduce market price volatility by setting price ceiling and floor prices for maize and some other crops using trade restrictions and market interventions through ADMARC and the National Food Reserve Agency (NFRA) have unfortunately tended to increase price volatility, with negative impacts on poor consumers and producers. Such uncertainties undermine private investments in storage and the use of risk management and financing instruments such as warehouse receipts and, to exchanges. While SGRs are an important instrument to cope with shock-induced food crises, management of the SGR will be managed in the balanced manner with other policy objectives, such as private investments in marketing and storage and the development of market-based risk management instruments. SGR guidelines will be applied based on transparent principles for release and restocking of the reserves, to minimize the market interruptions. Priorities include: maintaining strategic grain reserves through the NFRA including replenishment after years of crisis; rehabilitating maize storage silos; scaling up community-based grain reserves; and more accurate and timely information and early warning systems to enable more adequate policy responses and better management of coping instruments such as the SGR.

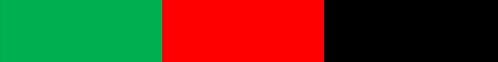
#### 4.1.6 Farm Input Subsidy Programme (FISP)

In 2006, the Government introduced the Farm Input Subsidy Programme (FISP) to mitigate the impacts of bad weather on production, prolonged food shortage and high input prices in absence of soft farm input loans for smallholder farmers. The primary purpose of the programme was to increase resource poor smallholder farmers' access to improved agricultural farm inputs to achieve food self-sufficiency and to increase their income through increased food and cash crop production. Until 2015/16 the programme covered around 50% of smallholder farmers (1.5 million households). Transfers amounted to two vouchers allowing purchase of 100 kg of fertilizer and 5-8 kg of seeds at heavily discounted prices. In 2014/15, the transfer value was MK 29,400/hh/year. In 2015, Government announced a reduction of MK 34 billion from the MK 68 billion budget allocated to FISP. With the reduced financing, FISP is expected to reduce its coverage to 900,000 beneficiaries. Based on government assessment that the FISP is no longer yielding the productivity gains expected for that magnitude of investment, a number of reforms will be piloted, including: a) a redesigned focus on targeting productive farmers and emphasis on irrigation farming; b) a random selection of farmers, given that the amount required for the eligible farmers exceeds funds available for the programme; c) a reduction in the subsidy level, the involvement of the private sector in input distribution, the use of voucher and the requirements for co-payments by farmers, and the gradual expansion beyond maize and fertilizer to include legume seeds and organic fertilizer. This is in response to prioritizing conservation agriculture practices, and an increased recognition of integrated soil fertility management, complementing mineral with organic fertilizer, crop rotation and other land and water management practices.

**Table 6 shows** expected outcomes under Pillar 1.

**Table 6: Expected Outcomes for NRS Pillar 1: Resilient Agricultural Growth**

Pillar 1 Overall Outcome: Resilience agriculture results in increased real farm incomes, increased and diversified agricultural exports, economic growth, food security and nutrition.					
Outcome 1.1 Sustainable irrigation scaled up in priority NRS areas	Outcome 1.2 Drought Mitigation	Outcome 1.3 Increased Agricultural Diversification	Outcome 1.4 Increased Market Development, Value Addition, and Exports	Outcome 1.5 Efficient management of the strategic grain reserve	Outcome 1.6 Farm Input Subsidy Programme (FISP) Reforms
<ul style="list-style-type: none"> <li>Scaling up area under irrigation to increase productivity, food and nutrition security, and commercialization</li> <li>Strengthening and improving management of irrigation sites</li> </ul>	<ul style="list-style-type: none"> <li>Scaling up water supply to drought prone areas water point rehabilitation; rainwater catchment; water harvesting and storage technologies.</li> <li>Promoting climate-smart agriculture practices and drought tolerant technologies, as well as animal health year-round for improved food security and nutrition, and climate resilience.</li> <li>Risk Financing at the national level micro-finance and insurance products for smallholder and commercial farmers</li> </ul>	<ul style="list-style-type: none"> <li>Crop diversification to contribute to food security, nutrition, and dietary diversity, and more diverse food market environment, leading to a reduction in dependency on maize</li> <li>Support dietary diversity and resilience for smallholder farmers and expansion of commercial livestock and fisheries</li> </ul>	<ul style="list-style-type: none"> <li>Strengthening farmer organizations and market engagement;</li> <li>value chain upgrading, and physical infrastructure improvements</li> <li>ADMARC reforms and reduced market uncertainty and price volatility; Grain export processing zone</li> </ul>	<ul style="list-style-type: none"> <li>Grain storage capacity increased</li> </ul>	<ul style="list-style-type: none"> <li>Diversification promoting maize, legumes, and organic fertilizers</li> <li>Subsidies with cost-sharing for productive farmers</li> <li>Efficiency and effectiveness of the FISP: timely delivery; updating soil maps; private sector engagement</li> </ul>
<p><b>Integration Themes:</b></p> <p><b>Diversification:</b> environmentally sustainable, and resilient livelihoods contributing to nutrition; climate resilience, forest-based enterprises; building demand for more diverse foods; women’s empowerment; diversified farming systems and improved land management contributes to climate resilience, drought mitigation, dietary diversity</p> <p><b>Market Development:</b> link stallholders to markets; promote and finance nutrition-sensitive value chains; women’s empowerment in markets; use of income to meet livelihoods and nutrition needs; reinvestment of income to promote climate-smart and nutrition-sensitive products and services;</p> <p><b>Women’s Empowerment:</b> access to high value land; strengthen access and control over production resources; decision making; leadership; building confidence; access to information</p> <p><b>DRR, EWS, and Emergency Response:</b> Asset creation and growth linked to livelihoods strategies, risk management and financing; agricultural programmes and systems inform natural asset DRR strategies; food security monitoring; EWS and contingency planning;</p> <p><b>Social Protection:</b> Ensure Pillar 1 delivers targeted agricultural livelihood support to MNSSP II groups through both protective and productive interventions.; focus on asset creation for highly vulnerable groups; support learning and evidenced-based approaches to create graduation pathways;</p> <p><b>Catchment protection:</b> Link and scale-up agro-forestry and climate-smart agriculture practices; awareness on drought mitigation, flood control, WASH and IWRM;</p> <p><b>Coordination Mechanisms:</b> Strengthen coordination systems and roles and responsibilities; update extension, SBCC, marketing materials; Support financial services, food system actors, and development of ICT and other communications approaches to facilitate integration.</p>					



**Pillar 2**

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**Risk Reduction,  
Flood Control,  
Early Warning  
&  
Response  
Systems**

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**4.2 Pillar 2: Risk Reduction, Flood Control, Early Warning, and Response Systems**

The NRS will guide timely, coordinated, and effective responses to environmental and economic shocks. Projections show that Malawi will continue to be impacted by intensifying droughts, and floods, and other hazards, such as hail and pest infestations,. Weather patterns are difficult to predict in Malawi as the northern regions may experience above average rainfall while the southern regions experience low rainfall during an El Nino year, and the inverse is true during a La Nina year.<sup>48</sup> This combination increases risk and exposure for Malawi as well as the urgency for concerted action to improve risk reduction, flood control, drought mitigation and early warning, response, and recovery systems. Also crucial are reducing risk for women and children, and other marginalized and nutritionally vulnerable groups. Pillar 2 is integral to all other NRS pillars as all sectors are impacted by cyclical, sudden and onset climate shocks.

One of the most pervasive features of poor households in Malawi is exposure to risk. Households typically adopt actions to reduce their risk exposure, which often translates into choosing livelihood strategies that provide low, but relatively more stable, incomes. Such choices can lead to persistent poverty and low resilience. Since poor households have less access to financial and insurance mechanisms, they often cope with risk ex post by reducing consumption or selling productive assets, which plunges them further into poverty, and depleting any savings or other asset gains they may have made leading to the emergency.

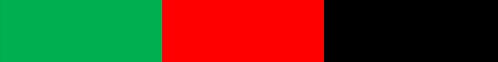
Women and girls, especially female headed households, and PLHIV, orphans, and elderly are more vulnerable and have increased exposure to shocks due to many inequities deeply seeded in cultural practices. Women in Malawi have less access and control over a wide range of productive assets, such as land, inputs, extension services, access to markets, and little decision-making power over income. PLW and children under 5, women of reproductive age, orphans, and PLHIV are more nutritionally vulnerable. Woman in Malawi carry most of the agricultural labour burden, and ensure domestic tasks are complete, such as walking long distances to collect water and firewood, cooking, and caring for the homestead and children. Women and children are more exposed to upper respiratory and eye diseases due to continuous exposure to smoke from cooking over an open flame. Improvements to agricultural livelihoods can also inadvertently increase the labour burden for women, thus increasing nutritional vulnerability, especially for PLW, if mitigating measures are not taken, and gender disparities are not addressed.

The 2015-2016 Post Drought Needs Assessment reported gender inequities, such as unequal access to food rations delivered by male workers, lower women’s participation in PWP programmes, and loss of livelihoods. Reports indicated women and young girls resorted to negative coping mechanisms, such as leaving school, begging for food, or forced to trade sex for food.<sup>49</sup> The NRS supports GoM Gender Policy, and developing measurable strategies for empowering adolescent women, young girls, to reduce their vulnerability to risk. Gender strategies will be integral to DRM strategies promoted through agriculture, livelihoods opportunities, male involvement and working with couples, and social protection programmes. Early warning systems will include

<sup>48</sup> GoM, World Bank, EU and UNDP, Post-Drought Needs Assessment Report (PDNA), 2015.

<sup>49</sup> Ibid.





nutritional surveillance, and be coordinated with the shock-sensitive social protection targeting systems, to tailor support for vulnerable women and girls.

The NRS promotes linkages between risk reduction and climate change adaptation, both to safeguard investments for development and improve national resilience to climate change. Maladaptation refers to actions or investments that do not take potential climate change impacts into account and may inadvertently increase exposure or vulnerability to climate risk rather than decrease it. Such investments may provide a short-term benefit, but in the longer-term could end up doing more harm than good. Examples include: agricultural investments that decrease livelihood and food security if the climate becomes unsuitable for crops or livestock; promoting human settlements in a high risk-prone area that due to climate change; or infrastructure that overlooks climate impacts and results in being ineffective or being having a shorter life span than expected.

To avert maladaptation the NRS promotes the integration of climate science and natural resource management into planning for other sectors. The NRS is in line with the NAIP to promote integrated watershed management, drought tolerant crops, reduced dependency on maize, as well as diversified production for consumption and sale. Diversification and market linkages will contribute to a more resilient homestead through integrated homestead food production, and a food market environment that offers a range of diverse, safe, and nutrient dense foods that are affordable, and convenient for people to purchase. Livelihoods will promote eco-friendly enterprises and technologies. The NRS embraces evidence of the relationship between climate, nutrition, and gender through improvements in the food system, as well as through equity in access and control over livelihoods resources, such as women's land ownership, income, decision making around food production, marketing, and income, and women's increasing time and labour constraints resulting from the impacts of climate change.

The priorities for this NRS pillar are to strengthen mainstreaming of DRM across all MDA strategies and sectoral activities, address priority flood control measures, and strengthen early warning, emergency response, and recovery systems.

#### **4.2.1 Mainstreaming DRM across sectors and administrative levels**

This will be achieved through support to DoDMA and other MDAs to continue the ongoing

programmes to strengthen management and coordination systems and structures for integrating DRM, across all MDAs management and budgeting systems, and technical sector programming, including irrigation, drought mitigation, flood control, catchment protection, PWP, building and construction standards, education, social protection, the financial sector, livelihoods, and nutrition. Management and communication structures will be strengthened through Civil Protection Committees (CPCs) at district level, and linkages to other sector-specific management and technical committee structures, and community-level committees, such as the Village Development Committees. Each MDA and donor-funded project supporting implementation should have activities and a budget line supporting DRM implementation and coordination activities. The NRS will also support development of a harmonized communications strategy and information campaigns to support harmonized DRM and emergency response and recovery operations. One existing challenge is to ensure that training and SBCC information is presented in a clear and simply way, to ensure rural trainers can understand the materials and provide clear guidance, and people can understand and act accordingly. Therefore, a range of strategies should be included, using mobile devices, video, radio, Illustrated IEC materials, and drawing on social capital, through influential community leaders and existing community groups.

Mainstreaming activities will include will include technical training and conducting risk and multi-hazard assessments to inform multi-sectoral DRM strategies and plans in target districts and sub-district levels, and hazard prone zones that span more than one district. To support his, the NRS promotes the expansion of data collection and analysis on risk information to guide development planning and mapping risk exposure, including geospatial surveys of drainage systems and data sharing platforms to improve community access to risk information that affects their lives. The use of GIS and remote sensing technologies will also be used to create multi-criteria hazard assessments addressing both economic, social, and climate vulnerability in rural and urban areas.

The NRS will support a culture of safety and resilience promoted among all stakeholders at community level and public institutions by developing easily accessible DRM training,

conducting drills, and supporting monitoring systems for schools, hospitals, and clinics, and by engaging the private sector.

#### 4.2.2 Flood Prevention and Control

Unmitigated flood risks in Malawi continue to cause risk exposure in Malawi. People reside in high-risk unprotected zones and rely on this land for their livelihoods. Poverty simulations show that recurrent floods are more severe in the poorest districts, causing repeated loss of assets, which increases the depth of poverty for the vulnerable, while pushing others into poverty.

The NRS supports the construction of flood control infrastructure and enhanced rainwater harvesting at national, district and community levels, including dykes, dams, excavated tanks, drainage channels and river training. Drawing on proven approaches in Malawi, catchment and community-wide drainage plans will be up-scaled, and designed to intercept overland flow of rainfall and capture household water (roof water and grey water) and, at the same time, reduce soil erosion and landslide hazards. Flood control will also be integrated with IWM and small-scale irrigation schemes, forestry, hillside stabilisation, riverbank stabilisation, and wetland management.

Prioritization for preventive and remedial actions will focus on predictable flood risks in NRS priority districts and zones. Action to retrain the Ruo River to its original dykes targeting flood prone rivers to protect channel will be undertaken, thus protecting communities in flood-prone districts such as Karonga, Salima, Nsanje, Chikwawa, Zomba, Phalombe, Rumphu and Machinga. Construction of land and water management structures will be done by communities through cash transfers or inputs for asset programmes. Medium- to large projects will be constructed by private contractors with engineering oversight.

This NRS component will also prioritize river training of CPC and implementation of community-based flood early warning systems, prioritizing high-risk rivers. River gauges will be installed in targeted rivers to monitor water levels on hourly and/or daily basis, and strengthened communications and protocols to enable timely early warning information dissemination. Linking settlement planning to flood risk will be conducted by scaling up the application of

remote sensing and modelling of flood prone areas to inform spatial planning. Such tools will help communities visualize risks and DRM strategies, as well as help the GoM encourage people in high risk zones to move upland, and support these efforts where necessary. Improvements in building standards, climate-resilient infrastructure, land use planning and zoning, and investments in drainage systems in urban and peri-urban areas will contribute to flood prevention and control.

#### 4.2.3 Effective Early Warning Systems

Vulnerable communities, development planners and service providers need greater access to clear, timely, and actionable information, the right information, such as good seasonal forecasts, early warning systems (EWS), and knowledge of innovative preventative and response mechanisms to strengthen contingency planning, and resilience to shocks. Communication and dissemination of climate and other early warning information to decision makers and their capacity to act on this information remains a key challenge in scaling up action to *climate proof* Malawi's development gains.

To ensure robust EWS, the NRS will support inter-ministerial and community level coordination and operational protocols between DoDMA and: the Department of Climate Change and Meteorological Services (DCCMS); Department of Water Resources; Department of Fisheries; Department of Agricultural Extension Services; the Department of Nutrition and HIV and AIDS; the Ministry of Gender, Children, Disability, and Social Welfare; Malawi Defense Force; district councils; area and village civil protection committees; INGOs and NGOs supporting community-based early warning systems; and other stakeholders.

Investments will be made to modernize early warning communications mechanisms using ICT, such as through Short Message Services (SMS) at no cost to users. This will ensure that that populations at risk have timely access to clear and actionable information, while also increasing access to ICT services for the poor, and socially excluded. The use of ICT will also play an important role in providing users with direct access to climate information, such as area-specific weather forecasts employing illustrations and symbols for ease of use. The NRS will also

support plans to increase the density of the hydro-meteorological architecture to improve district coverage, and enable weather information products to be better tailored to different audiences such as agri-business, insurance providers and subscribers, smallholder farmers, fishers, transport authorities, civil aviation, and other end-users. Improved systems would also provide more accurate geographic context, unlike current forecasts that cover a large area, and are therefore less useful.

The NRS will support strengthening partnerships and linkages to help organizations and institutions integrate EWS and climate information into development planning, especially in the agriculture, insurance, energy, health, nutrition, education, transport, industrial sectors. Activities will also strengthen monitoring systems, and improve training quality to ensure that communities and stakeholders can interpret, and disseminate EWS information. This also requires two-way communication so that communities can report information up through the chain.

#### 4.2.4 Disaster Preparedness, Response, and Recovery

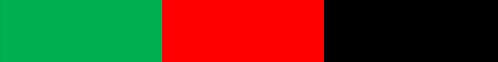
Malawi's national disaster profile, which dates back to 1946, records more than 600 disaster events that have not left any of the country's 28 districts unaffected. The NRS recognizes that shock events in Malawi are increasingly predictable, and can be countered by predictable preparedness and adaptation actions that cut across various sectors. Implementation of the NRS will move Malawi from a reactive to a more proactive risk management approach that makes lasting improvements to household resilience.

The NRS will strengthen the country's current disaster preparedness, and response mechanisms, which are led by the Malawi Vulnerability Assessment Committee (MVAC) under the MoFEP&D, and includes MDAs, DPs, and other stakeholders. The MVAC strategy is to protect lives and livelihoods when capacity to cope with shocks is exceeded. The MVAC bi-annual assessments (post-harvest and pre-lean season) are conducted as part of early warning to food insecurity. DoDMA through the humanitarian response committee (HRC), uses the assessments to plan and respond.

The MVAC responses are co-financed by government and DPs through GoM humanitarian appeals. Coordination of humanitarian assistance is managed by a government-led sectoral cluster system that is co-chaired by the United Nations Resident Coordinator's Office. Humanitarian response typically occurs during the lean season (October to March), but can respond to other shocks, such as severe flooding that occurred in January 2015 and past years.

The MVAC assessments employ a livelihood-based analytical framework known as Household Economy Approach (HEA). The approach uses primary and secondary data to assess livelihoods in periods without shock, the impact of a range of shocks, and strategies used by households to survive and protect their livelihood systems. As of 2017, this information feeds into the Integrated Food Security Phase Classification (IPC) system along with Nutrition Survey Reports, Food Security Reports, and other information provided by stakeholders, which classifies the food security situation at district level as *none, stress, crisis, emergency, and famine*. Market Analysis is also undertaken to recommend the appropriate modality. e.g. cash, food, vouchers, or a combination, with the flexibility to shift between modalities. Gender analysis will also be supported to assess vulnerability as well as the design of delivery mechanisms to ensure that gender inequities are addressed in assessment and delivery of humanitarian assistance.

The NRS will also support the efforts to build a *shock sensitive social protection* system through link the humanitarian beneficiary registry with the MNSSP II SMTP registry, and the UBR, enabling a more seamless management of beneficiary registries and response packages, (see Pillar 3). Strategies also include a more effective response to predictable chronic food insecurity, and sudden onset disasters, through adopting a "build back better" approach, and ensuring that DRR and asset creation is integrated at all stages of preparedness, response and recovery. This will be achieved through promoting timely access by shock affected households to essential services such as health, nutrition, education, water and sanitation, finances, and primary infrastructure (road repair, transport, communication), while also restoring and protecting agricultural and other productive assets such as seeds and tools, and natural resources. Other mechanisms include stimulating markets through cash transfers,



building household and community productive assets through CFA, and providing complementary non-food inputs.

**Table 7** shows expected outcomes under Pillar 2.

**Table 7: Expected Outcomes for NRS Pillar 2: Disaster Risk Reduction, Flood Control, Early Warning & Response Systems**

Pillar 2 Overall Outcome: Reduced exposure to floods and droughts, and other hazards, and effective early warning and response systems			
Outcome 2.1 Mainstreaming DRM across sectors and administrative levels	Outcome 2.2 Flood Prevention and Control	Outcome 2.3 Effective Early Warning Systems	Outcome 2.4 Disaster Preparedness, Response, and Recovery
<ul style="list-style-type: none"> <li>Strengthened management and coordination systems for integrating DRM</li> <li>DRM risk assessment and monitoring integrate into all sectors and programmes</li> <li>A culture of safety and resilience promoted among all stakeholders at community level and public institutions</li> </ul>	<ul style="list-style-type: none"> <li>Improved community risk assessment, training, and monitoring systems established for flood prevention and control</li> <li>Improved assessment and planning and systems for construction of dykes, dams, and river training</li> <li>Multi-purpose flood-control infrastructure and landscape design designed and implemented</li> </ul>	<ul style="list-style-type: none"> <li>Community based early warning systems and flood water monitoring established nationwide wide, and prioritized in problematic rivers</li> <li>Strengthened inter-ministerial systems to manage contingency planning, early warning systems and disaster response</li> <li>Strengthened integration of early warning and climate information system into shock-sensitive social protection systems</li> <li>Strengthened nutrition monitoring in the EWS</li> </ul>	<ul style="list-style-type: none"> <li>Established and tested multi-hazard contingency plans</li> <li>Improved MVAC through linking to Integrated Phase Classification; continue annual assessment of the status of food and nutrition insecurity and biannual SMART Nutrition survey to measure nutrition security situation</li> <li>Lifesaving assistance provided to address food, nutrition, and related needs using food, cash, vouchers</li> <li>Asset creation linked to emergency response and recovery, and adopt “build back stronger” approach</li> <li>Improved targeting of beneficiaries based on multi-criteria assessment: vulnerability and risk exposure, environmental conditions, climate vulnerability, and integration of shock-sensitive social protection plans.</li> </ul>
<p><b>Integration Themes:</b></p> <p><b>Systems Strengthening and linkages:</b> Integral to all other MGDS III priorities; apply DRR lens to all development; DRR, EWS, and Response underpin all others pillars through technical strategies, communications, and information systems management;</p> <p><b>Social Protection:</b> Link to shock-sensitive social protection through EWS, strengthen spatial zoning, inform standards for disaster preparedness among highly vulnerable groups;</p> <p><b>Agriculture:</b> Integrate DRR and reducing risk and vulnerability into agriculture strategies on irrigation, crops, water supply catchment areas; link to EWS through programme coordination and management structures</p> <p><b>Catchment Protection:</b> DRR lens to integrated watershed management; monitoring and measuring climate resilience</p> <p><b>Women’s Empowerment:</b> Focus specific strategies to reduce vulnerability and exposure for women; address social and system barriers to increase access to DRR and emergency information and services, and asset creation for women; promote women’s leadership in management of EWS, contingency planning, and DRR strategies; conduct do-no harm analysis across sectors; increase access to high value land and livelihoods opportunities for women; strengthen access and control over production resources; decision making; leadership.</p> <p><b>Coordination Mechanisms:</b> Strengthen inter-ministerial coordination systems and roles and responsibilities; finance DRR and EWS, integration of humanitarian registry with UBR and contingency planning in all districts and high-risk zones (eventually linked to National ID); update extension, SBCC, marketing materials; Support financial services, food system actors, and development of ICT and other communications approaches to facilitate integration across sectors.</p>			

**Pillar 3**  
**Human Capacity, Livelihoods and Social Protection**

**4.3 Human Capacity, Livelihoods, and Social Protection**

The Household Capacity, Livelihoods, and Social Protection pillar is foundational to protecting and building assets, and reducing vulnerability and exposure of the ultra-poor who need to hang in, and laying a roadmap of pathways for graduation through stepping up into higher value agricultural livelihoods, and for some, stepping out of agriculture through diversified livelihoods through a safe and managed plan of action.

This pillar aligns with the Malawi National Social Support Programme II (MNSSP II) under development, and its key thematic areas: Consumption Support; Resilient Livelihoods; and Shock-sensitive Social Protection. Households and individual groups reached through the MNSSP II thematic areas will serve as the platform for coordination and integration with targeted and coordinated activities promoted through the other pillars. By linking target MNSSP II beneficiary groups with disaster risk reduction and EWS, agriculture, catchment protection, energy planning, and nutrition and livelihoods services, these households and groups will more proactively mitigate risk and reduce vulnerability and exposure to shocks experienced through the normal seasonality of food and livelihoods security cycles, as well as through predictable or sudden onset emergencies.

This pillar will also support scaling up nutrition-specific and sensitive interventions to address stunting and malnutrition, prioritizing the most nutritionally vulnerable individuals, primarily people living with children under five years, orphans, and PLHIV, as well as food systems actors. WASH, promotion of integrated water resource management, and measures to improve food safety and hygiene, and the health and sanitation environment at household level, in production systems and along value chains are also imperative to addressing malnutrition, and prioritized here and under Pillar 1.

The NRS supports household level and livelihoods strategies to address gender through helping couples, families and communities, and system actors understand intra-household inequities, and reduce vulnerability of women and girls. Household resilience and livelihoods strategies will focus on increasing equitable access and control over productive assets, decision making and participation, as well as applying a *do no harm* approach to ensure that activities do not inadvertently negatively impact on livelihoods and nutrition. Strategies also support addressing issues of women's rights, violence against women and girls, and access to education experienced in Malawi. Gender strategies will support key GoM initiatives to strengthen district level Gender Officers, access to land, inputs, and markets. The NRS supports the National Gender Policy and the National Strategy on Adolescent Girls and Young Women under development.

The NRS strategy aims to align these priorities with mutually beneficial and complementary interventions in other NRS pillars, as well as linkages outside NRS priorities in a manner that increases their cumulative impact on human capacity and livelihoods resilience. Complimentary interventions within resilient agriculture, environmental protection, and disaster risk reduction strategies, as well as early warning systems should contribute to improving practices, public and private services, and systems that strengthen household and livelihoods resilience, thus creating an upwards spiral and graduation out of poverty, and breaking the cycle of food security.

**4.3.1 Overview of the MNSSP II**

While MNSSP interventions have assisting the ultra-poverty and moderately poor since 2013, lifting households at scale up the resilience ladder has been slow due to the low transfer levels and ad hoc implementation. The new phase of the MNSSP will help ensure that interventions with high poverty reduction impacts are prioritized and implemented in a systematic and coordinated manner. Interventions will include higher transfer levels and a focus on transferable skills to help build resilience of all poor households. Such interventions will include productive public works programme (under catchment management approach), the social cash transfer programme, school meals, village savings and loans and micro-finance. The interventions will be implemented throughout the country and will eventually target all eligible poor and vulnerable households.

The MNSSP is operationalized by the Malawi National Social Support Programme II (MNSSP II), which prioritizes a set of social protection interventions organized through thematic areas, targeting the poorest households, and implemented under a delivery framework emphasizing coordination and harmonization between the MNSSP priorities, as well as with other NRS and MGDS III components. The MNSSP II includes three thematic priority areas and provides clear strategic policy guidance on promoting linkages, strengthening systems, and monitoring activities. Various line ministries, development partners and NGOs support implementation, with oversight and guidance provided by the MoFEP&D.

The MNSSP II mission is “to provide and promote productivity-enhancing interventions and welfare support for the poor and vulnerable, thereby facilitating movement of people out of poverty and reducing the vulnerability of those in danger of falling into poverty”.

The NSSP as well as the MNSSP II seek to continue to realise four key thematic aims that consolidate the aspirations contained in the vision, mission and in guidelines. These are as follows:

- a) **To provide welfare support** to meet the basic needs of poor and vulnerable individuals and households;
- b) **To protect the assets and improve the resilience** of poor and vulnerable households;
- c) **To improve the productive capacity and asset base** of poor and vulnerable households and

the environment they depend on to move them above the poverty line; and

- d) **To establish coherent and progressive social support synergies** in line with the lifecycle approach and fosters links with economic and social policies, as well as disaster risk management.

Poverty is multi-dimensional and dynamic. Evidence shows that people experience “transitory escapes” from poverty, meaning that they move up out of poverty, and then fall back again due to covariate shocks felt by the community as a whole, or individual shocks, such as an illness, or changes in industry or jobs. Evidence also shows that as poverty has reduced in some countries, large swaths of people may live just above the poverty line, and are therefore more vulnerable to falling into poverty due to covariate shocks or other circumstances. While cash transfers alone have proven to assist people in meeting consumption needs, or avoid negative coping strategies, cash transfers combined with upscaling of asset creation and livelihoods support have proven to enable people to protect and build more assets, increase productivity, and sustain escapes from poverty. It is also necessary to consider the quality of assets and livelihoods opportunities promoted to help people make better investment choices resulting in sustained poverty escapes. Additionally, intra-household inequities, such as stunting and other forms of malnutrition, access to education for girls, and healthcare exist in more productive and wealthy households.

The MNSSP II accounts for multi-dimensional poverty, and considers different levels of vulnerability:

**Agricultural vulnerability** i.e. dependence on rain fed systems, erratic rainfall, warmer temperatures, soil degradation, land constraints, lack of livestock and constrained access to fertilizers, inputs, and credit;

**Economic shocks and processes** i.e. inflationary pressure, limited livelihoods options, weak markets, interactions between transitory shocks and chronic poverty

**Social vulnerability**, associated with risks of marginalization, exclusion, violence, abuse, and exploitation;

**Health and nutrition risks and HIV** i.e. unsafe water, poor eating habits and limited access to health services;

**Demographic vulnerability** i.e. high population growth driven by a young population with increasing numbers of households headed by women, children, or the elderly; and

**Lifecycle vulnerability** i.e. diminished capacity to sustain livelihoods at specific stages of the life cycle (pregnancy, infancy and childhood, old age) or for specific population groups (women, persons living with disabilities or the chronically ill).

Considering multi-dimensional poverty and vulnerability factors, the MNSSP II is organized around three thematic areas that in implementation, should also be intrinsically linked and coordinated (**Figure 12**).

For example, Beneficiaries of consumption support, should also be targeted through Public Works Programme (PWP), the school meals programme (SMP), livelihoods activities, and increasing access financial and other risk financing services, such as crop and livestock insurance. This integrated strategy enables the poorest segments of the population to protect and build assets, thereby reducing vulnerability and exposure, and as possible to graduate out of poverty.

In line with the MNSSP II the NRS defines and reaches three categories of households through social protection interventions within the three thematic areas (**Figure 13**).

**Poor households** are defined as those that fail to attain a minimum acceptable consumption level of food and basic needs as defined by the national poverty line. Key factors affecting the level of household poverty are household size, education, access to non-farm employment, access to irrigation, proximity to markets and trading centres, and access to good roads.

**Ultra-poor households** are those that are unable to afford a minimum food basket. These households often have few, or no assets and

little or no land. Household members may be chronically ill, or could be child/female/elderly headed with high dependency ratios. Ultra-poverty increases vulnerability to shocks and limit coping mechanisms. Therefore, they require support throughout the year.

**Moderately poor households** are those that are able to meet some of their basic needs but remain significantly deprived and unable to afford all needed food and non-food items. These households are vulnerable to seasonal fluctuation and require assistance during cyclical times of need.

While public spending on social protection in Malawi is low by international standards<sup>50</sup>, the NRS will prioritize a gradual increase in line with the Government's fiscal space.

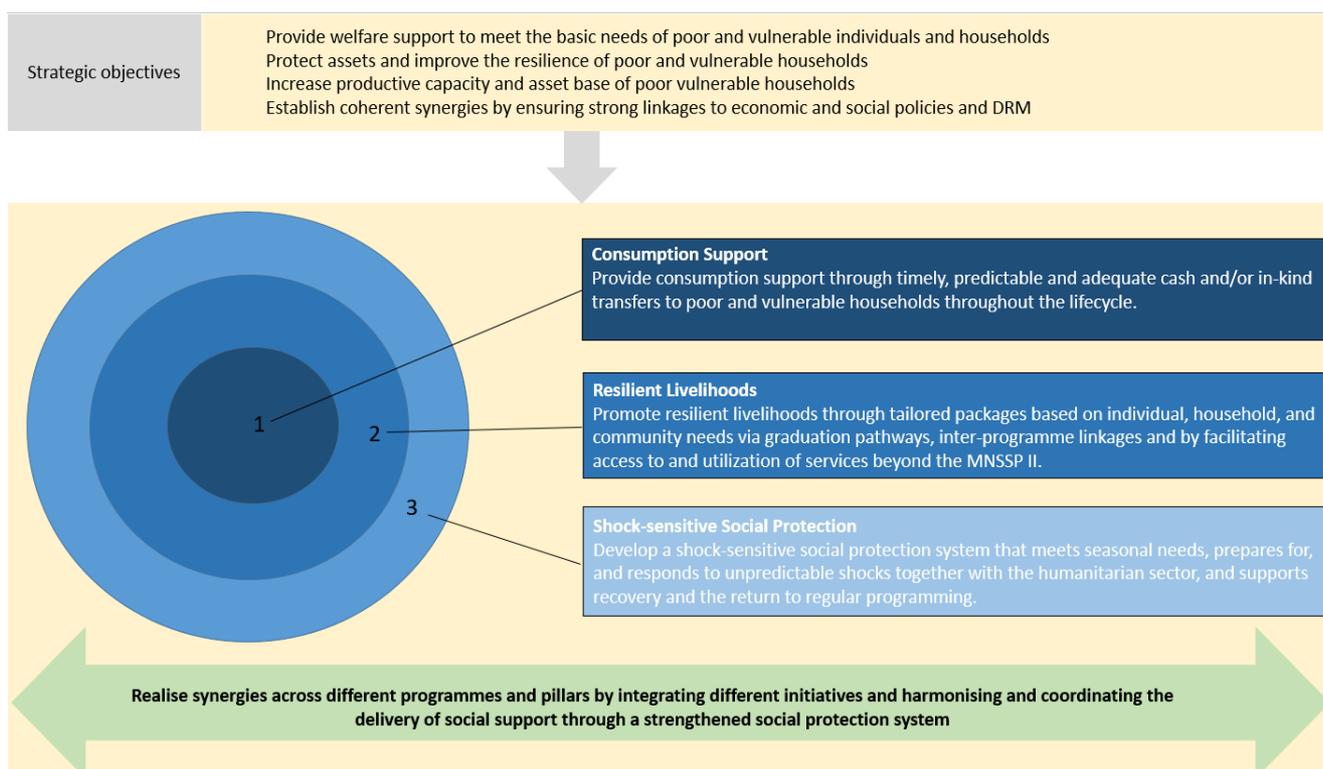
Recognizing that districts differ in terms of poverty profiles, the percentage of population targeted could be gradually adjusted so that districts with a higher proportion of extremely poor households get to include a higher percentage of the population on the SCTP. This approach ensures protective social support reaches all ultra-poor and labour constrained households across the country. Vertical and horizontal scalability will be integrated in the value of transfers, based on the magnitude of shocks experienced by the poorest households, their pre-determined exposure to risks and shocks based on comprehensive hazard mapping.

To enable continuous improvement to the predictability of transfers, household targeting, delivery, and performance monitoring, MNSSP II will introduce measures to expand and improve the Unified Beneficiary Registry (UBR), and facilitate the integration the use of the biometric national ID cards to monitor services. Currently the 50% of the population are projected to be included in the UBR. In the long-term, including 100% of the population in the UBR would allow for data interoperability, and flexible service models that can effectively address economic segmentation, intra-household inequities such as education and nutrition, and shock-affected households who may not be among the poorest,

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50 Annual 2014-2015 budget expenditure for social protection programmes, excluding pensions, was US\$53.2 million, representing 2.9% of total expenditure and 0.8% of GDP. Malawi's social protection budget is less than one-third of the sub-Saharan Africa Region (SSA)'s average and one-sixth of the world average

**Figure 12: MNSSP II Thematic Areas**



but still impacted by covariate shocks. Another key enhancement includes the application of biometric national identity cards (NID) to be issued to 9.5 million Malawians by the end of 2018, with rolling registration thereafter. The Harmonized Data Collection Tool (HDCT), developed for the MNSSP, considers the data requirements for various social support programmes with varied eligibility thresholds. Once data is collected, the information undergoes a quality and accuracy check by the district-level National Statistics Offices before being inputted into the Unified Beneficiary Registry (UBR). The UBR contains detailed socio-economic information about households. Under MNSSP II, deployment of the NID cards can support the integration of shock sensitive mechanisms, including those targeting shock prone hotspots, as well as the deployment of risk financing mechanism in place of, or supplemental to, humanitarian resources. More robust digital systems can also enable more accurate targeting, and taking into consideration individual profiles and flexibility to tailor services packages for households and individual need, as well as seasonality. Digital systems can also improve beneficiary targeting, verification, as promote beneficiary accountability and redress mechanisms. Under the leadership of the Ministry of Gender and Social Welfare, and the

Ministry of Economic Planning and Development, the Social Protection task force is developing a roadmap on shock-sensitive social protection to build on operational trials to inform the transition. The MNSSP II will also be aligned with the JEFAP guidelines, which will guide future humanitarian responses.

#### 4.3.2 Consumption Support

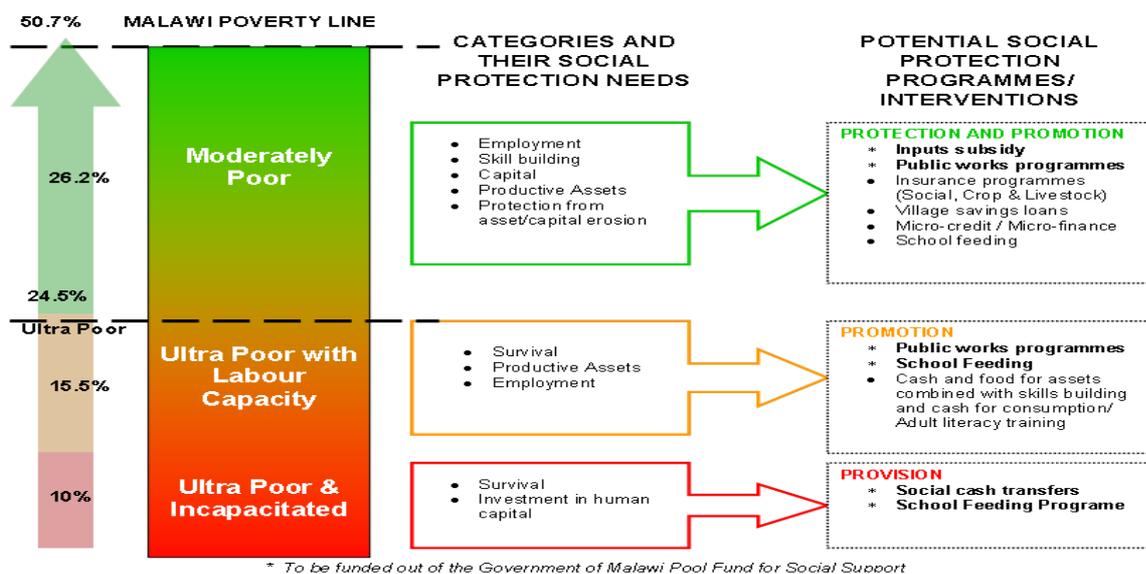
**The Social Cash Transfer Programme (SCTP)** targeting the ultra-poor provides a platform for protecting and building assets and reducing vulnerability and exposure to shocks. At a minimum, the SCTP can enable people to meet consumption needs, and prevent them from falling back into poverty, recover from being in debt, pay for school fees, farm inputs, or contributions for VSLs. The MNSSP II includes three types of complimentary programmes in consumption support: The Social Cash Transfer Programme (SCTP), Public Works Programme (PWP), and School Meals Programme (SMP).

The Social Cash Transfer Programme (SCTP) is an unconditional transfer targeted to ultra-poor and labour-constrained households. The objectives of the SCT are to reduce poverty and hunger, and enable household to meet their



basic needs: food security, shelter, education,  
and health.

Figure 13: Targeting for Social Support and Protection Programmes



Transfer amounts vary by household size and number of children enrolled in school. The basic transfer varies between MK 2,600 and MK 5,600 per month, depending on household size, with a bonus of MK 800/month for each child enrolled in primary school and MK 1,500 for each child in secondary school. Over time the Sctp aims to increase coverage, increase the transfer levels to meet basic needs, and regularly update the transfer values, improve the design of the programmes to improve the life-cycle coverage of social protection, and strengthen alignment with other core protective programmes. Other important factors include improving public awareness and grievance redress mechanisms. The Sctp is funded by the Government and development partners and is implemented by the Ministry of Gender, Children, Disability, and Social Welfare (MoGCDsw) in collaboration with District Councils.

Public Works Programme (PWP) are conditional cash transfer programmes targeted to ultra-poor who are not labour constrained, to provide seasonal assistance and consumption support. In the longer-term these programmes can create productive assets, skills, and livelihoods. The main implementer of PWP in Malawi is the Local Development Fund (LDF). The main objectives of the PWP are to increase incomes and food security of poor households and create productive community assets. The LDF PWP is implemented at national scale and targeted about 570,000 households in 2015/16 and

240,000 households in subsequent three years (same beneficiaries). Transfer amounts per beneficiary is MK 5,820 per cycle, with four cycles per year. The PWP is funded by the Government and the World Bank and implemented through the LDF in collaboration with District Councils and the Ministry of Local Governance and Rural Development (MoLGRD). The Ministry of Agriculture, Irrigation, and Water Development provides technical support<sup>51</sup>. The NRS supports improvements in the quality of public works, and the alignment of different PWPs at district level to ensure better coordination using a catchment protection approach.

The NRS also supports integration of PWP with other NRS Pillars. In alignment with Pillar 4 of the NRS on catchment protection and management, the PWP will introduce measures to reverse environmental degradation that offer resilience benefits for households and the climate. Practical steps to accelerate climate change adaptation at scale will be integrated in the operational guidelines of the Local Development Fund (LDF). In addition to cash transfers based on PWP participation, targeted households will receive skills and asset-building investments to enable them to continue to protect catchments while developing their own livelihoods. In line with the NRS, the PWP will link

<sup>51</sup> WFP also supports public works through its Food for Assets Programme.

community assets such as ponds and dams and other water harvesting infrastructure to irrigation and aquaculture. This will promote food self-sufficiency and alternative sources of income not only for social support beneficiaries, but among the entire community.

PWP can be linked to the expansion of rural electrification, renewable energy, and the associated skills building and livelihoods opportunities. Additional PWP opportunities exist to integrate agriculture and nutrition-sensitive services, awareness, skills building, and livelihoods opportunities. For example, construction of household and community assets improving the health and sanitation environment and social services, such as hygiene market spaces, milking stations, livestock pens, garden fencing to prevent animals from entering help improve food safety and reduce transmission of diseases and bacteria. Other assets include hygienic and supervised play spaces for children. A referral system should also link beneficiary households of PWP to nutrition-specific services. Activities should also ensure to guard against any potential negative impacts on pregnant and lactating women through engaging in hard physical labour.

The NRS supports scaling up the School Meals Programme (SMP), under the supervision of the Ministry of Education, Science, and Technology (MoEST), and delivered by a variety of implementers with different modalities. For example, WFP and Mary's Meals serve a fortified corn-soya porridge to all children in targeted schools and during the lean season WFP provides a monthly take-home-ration of maize to girls and orphan boys in standards 5 to 8. These programmes aim to strengthen sustainable food supply chains and systems by building capacity of producer and value chain groups to produce nutritious foods for SMP, strengthening the "home grown school meals" programme.

### 4.3.3 Resilient Livelihoods

The NRS supports diversified livelihoods strategies targeting MNSSP II beneficiary groups as well as expansion and linkages beyond the MNSSP. The NRS will prioritize designing multi-year livelihoods strategies for MNSSP II target groups to promote access to information and formal financial services, skills building, and diversified options to support vulnerable population hanging in, as well economically

viable options for graduation strategies. The NRS also supports push-pull mechanisms by building livelihoods for more productive and better off households, who also serve to pull more vulnerable opportunities into higher value opportunities. Life skills, especially for youth, women and adolescent girls, and highly vulnerable groups, are also essential to provide motivation, inspire innovation, and build confidence.

All pillars in the NRS will also promote and create livelihoods opportunities, through agriculture and value addition, climate and forest-based enterprises, energy, PWP, health and nutrition, information, communication, and technology services, and other rural service sector opportunities. The NRS also supports the development of a broader workforce development strategy to help Malawi with managed urbanization. A special focus is placed on youth, as well as women and adolescent girls.

**Financial sector development and financial inclusion of the poor** is an essential tool for economic development and poverty reduction. It is essential in increasing agricultural productivity and production, expanding micro and small enterprises, creating employment, and increasing income smoothing. The NRS builds on proven strategies to support Villages Savings and Lending (VSL) as a key component in graduation strategies. The NRS also supports developing the microfinance sector, digital payments, and mobile money services.

Village Savings and Lending (VSL) groups are supported by many organizations, and fall under the auspices of the Ministry of Industry, Trade, and Tourism (MoITT). They are a proven approach in Malawi for reducing household vulnerability to shocks, increasing income generation and smoothing, and contribute to financial education through management of micro-loans and small investments. VSL group members tend to self-select based on ability to pay, and trust. Villages can have several VSL groups with different rates. Highly vulnerable individuals are still often unable to access VSL as it requires some money to start; however, the cash transfer can provide the boost they need to join a group. VSL also predominantly attracts women, and thus inherently creates solidarity among the group, as well as positive impacts on women's empowerment, such as access and control of assets and income and decision

making. The level of contribution and interest rates charged for loans vary across groups, since each group is free to set its own operating guidelines. VSL contributes to livelihoods diversification on its own; however, when implemented with other resilience activities there are multiplier effects. Programme results in Malawi have shown that VSL builds resilience through combining it with other livelihoods and financial services. For example, various studies in Malawi indicate that of the combinations of resilience building interventions VSL was one component favoured in all combinations. The popular was VSL in combination with conservation agriculture and seeds. Additionally, the study showed that adoption of practices dependent on personal preferences.<sup>52</sup> This is important as it shows that while VSL can serve as a base, many options are possible for livelihoods diversification.

Micro-finance Programmes (MFP) are key in “promoting the poor to move out of poverty, by increasing their access to finance, thereby enabling expansion of their income earning opportunities” (NSSP, 2012). The MFP activities focus on strengthening the outreach capacity of poverty-focused micro-finance institutions (MFI) and, strengthening of the operations and management capacity of MFIs to improve efficiency of microfinance services. Currently in Malawi some banks provide mobile MFI services, however the sector is underdeveloped. Mobile money is also not widespread yet, which could also help increase access to the rural poor, and facilitate electronic cash transfers.

Collateral, credit history, and access to financial services, especially for women, is a critical barrier for scaling up improved climate-smart practices and micro-enterprises. Highly vulnerable beneficiaries will still have barriers to accessing finance, or graduating from VSL, and engaging in higher value livelihood opportunities to microfinance without longer-term ongoing support, asset creation, and risk mitigation strategies. For example:

The NRS promotes VSL paired with asset creation to strengthen natural resources and improve productivity, reducing, and helping households and communities to invest in risk mitigation

strategies, including enrolment in weather-indexed crop insurance schemes.<sup>53</sup>

The NRS prioritizes developing and guaranteeing financial products to increase access to the poor, and especially women to shock sensitive social support. Greater investment will also be needed to scale up improved climate-smart agriculture practises, nutrient value chains, value add processing, as well as financing for ecosystems payments. Risk financing is also a priority at the national and commercial levels as well as through investment in micro-insurance plans for smallholder crops and livestock. While these investments are relatively new in Malawi, based on evidence of high impact they will continue to be prioritized under the NRS.

**Urbanization and workforce development** are also NRS priorities for medium and long-term development, building on the MNSSP II, which also prioritizes development of a long-term livelihoods strategy for vulnerable households. Malawi’s population is still largely rural. Despite some estimates that show rapid urbanization, a more careful analysis shows that population growth is more moderate, and at the early stages of urbanization. Based on current population growth rates the proportion of Malawians living in urban areas are estimated to remain below 20% until 2040. This projection suggest that Malawi has a greater opportunity to plan for more managed urban growth as well as continued growth in rural areas.<sup>54</sup> The NRS supports planning for managed urban growth, also prioritizing investment and coordination of infrastructure, such as roads, water supply, rural electrification, transport, and communications that extend services to at-risk areas and populations. These investments will also result in asset creation, job creation and increased market access in NRS priority areas. For example, rural-urban linkages and planning offer opportunities for building and protecting productive assets through PWP, and household assets, diversifying livelihoods through agricultural marketing and value addition, while also emphasizing building demand and markets for forest-based enterprises, ecosystem payments, and nutrition-related products and services.

52 LTS International and the Centre for Development Management (CDM), ECRP Year-4 Report: Study on the Adoption of Interventions in Combination, 2015.

53 WFP Programme Reports, 2016.

54 WB, 2017. Malawi Economic Monitor, Harnessing the Urban Economy.

**Livelihoods Skills Building** through the NRS emphasizes support services, such as village level coaching services to provide psycho-social support, life skills training, business skills, referrals for job placement, off-farm and vocational training opportunities, and bursaries for access to education for vulnerable groups. Emphasis is placed on youth, and AGYW. These services can help provide ongoing support as people aim to adapt their livelihoods. Building basic business skills are also critical, such as farm management, profitability analysis, off-farm business planning, or deciding as well as household budgeting for livelihoods and nutritional needs. Other types of support services include assessing market viability of livelihood opportunities, and helping vulnerable households. assess risk, and make good investment decisions.

#### 4.3.4 Shock-Sensitive Social Protection

In line with the MNSSP II the NRS supports the strategic objective for this third thematic area is to develop a “shock-sensitive social protection system that meets seasonal needs, prepares for, and responds to unpredictable shocks together with the humanitarian sector, and supports recovery and the return to regular programming”. This shift represents a transition from a shock-responsive system that has evolved in Malawi over time, to a shock-sensitive system, that first prioritizes asset creation and diversified livelihoods to mitigate risk, and reduce vulnerability and poverty. A shock-sensitive system will establish a highly coordinated emergency preparedness and early warning systems to reduce vulnerability and exposure, as well as better plan for, and more effectively respond to predictable cyclical and seasonal shocks, and sudden onset emergencies. The system allows for planned interventions for cyclical needs, as well as temporary expansion of social protection services during larger disasters to meet needs of affected populations, and individual needs. The system also supports recovery to shocks, adopting a “building back better” approach, linking recovery with prevention and mitigation measures.

The key strategic actions include:

1. Developing a common vision and evidence based learning among the multi-sectoral stakeholders involved, between the social protection and humanitarian sectors.
2. Institutionalizing a coordination structure for improved collaboration and communication between humanitarian and social protection actors, under leadership of MoFEP&D and DoDMA. This structure must establish clear roles and responsibilities in a shock-sensitive framework and allow for linkages across the structures at both central and district levels to allow for coordinated action.
3. Ensuring the social protection interventions meet their core function – Strengthen systems pertaining to programme implementation, in particular, the provision and adequate value of transfers, as highlighted in thematic area 1, as they play a key role in protecting people from adverse consequences of shocks.
4. Improve the role of the MNSSP in ensuring preparedness and responsiveness to and recovery from shocks through the following actions:
  - a. Include shock-sensitivity as an objective and approach in MNSSP programmes, as well as programmes in other NRS pillars as appropriate. This entails considering a shock-sensitive lens during programme design and implementation across all NRS sectors, considering ways activities will engage and reduce vulnerability, as well as help prepare and respond to disasters most vulnerable, through careful assessment and design of irrigation and catchment protection programmes.
  - b. Integrate into the MNSSP II a response to predictable seasonal needs by planning scale-up of seasonal support through the topping up the SCTP, planning additional PWP, promoting incomes smoothing through VSLs and other risk mitigation measures, and developing managed counter-season livelihoods activities.
  - c. Leverage programmes and systems to respond to emergencies through the vertical and horizontal expansion of programmes in case of larger-scale shocks linked to humanitarian plans and actions. Prioritize highly vulnerable and hazard-prone districts in the development and operationalization of the shock-sensitive system – Make use of hazard and vulnerability assessments to inform MNSSP programme design, implementation, and linkages to the humanitarian sector to ensure adequate coverage of vulnerable geographical areas.
  - d. Identify objective and measurable triggers that can be embedded in early warning information systems to support preparedness, responsiveness, and recovery – Use historical data on the most common hazard risks to define triggers for action that can be embedded into forecasts to pre-empt shocks and mobilize

the adequate response through the MNSSP, making use of existing early warning tools and systems used for humanitarian action. This includes triggers related to climate and weather, hunger and malnutrition, seasonal pests, or other. Linked to this is also investing in effective communication mechanisms and actionable messages exchanged at all levels so that people have clear direction, especially ensuring that women, girls, and other at-risk groups who have less access to information, are connected and involved.

- e. Create a pooled contingency fund to support short term expansion of MNSSP support in times of imminent or reoccurring shock. This includes a flexible financing mechanism as part of the Social Support Fund that can provide the funds for horizontal or vertical expansion of MNSSP support during predefined times of the year for seasonality purpose or in times of unpredictable shocks, as triggers and early warning suggest.

Other programme specific strategies that support shock-sensitive social protection include integration across sectors at household level, within livelihoods strategic planning, and at system levels. Integration should be highly coordinated with the MNSSP priorities in terms of geographic coverage and co-location, but also in technical design.

Some system level examples include multi-sectoral coordination through prioritizing and concentrating development in highly disaster-prone areas, such as irrigation, flood control, and catchment protection programmes. This also applies to PWP, such as road construction and rehabilitation that connect risk-prone areas to markets to facilitate access to diversified and higher value economic opportunities. Other examples include promoting flood-resistant and environmentally sustainable building technologies.

As discussed in 4.3.2, livelihoods diversification should be linked with MNSSP II priority beneficiaries groups, also prioritizing women, adolescent girls. Other possible strategies are to encourage VSL share outs during times of the year where cash is needed.

At a household and individual level, beneficiary data from the SCTP, the UBR, humanitarian registry, and SCOPE, should be linked under the National ID, together with data sets developed under early warning and climate information systems to facilitate rapid assessment and analysis, top-up of transfers during emergencies based on specific needs, and then scale back as the situation returns to normal. Other possible linkages include linking farmers to agricultural support services, trainings, and life skills development. Social service linkages should also be built through referral systems and efforts to ensure access to education, health care, and nutrition services. Individual assistance should also address barriers for highly vulnerable groups, such as women, adolescent girls, PLHIV, and others.

#### 4.3.5 Nutrition

The NRS place emphasis on productive asset creation, nutrition, and resilience, recognizing that they are strongly interlinked, and that nutrition is both an input to and an outcome of strengthened resilience. Reducing malnutrition is crucial to strengthening resilience because well-nourished individuals are healthier, can work harder and have greater physical reserves. Households that are nutrition secure are thus better able to withstand, endure longer and recover more quickly from external shocks. While malnutrition can impact individuals in any household, those that are least resilient, or already food insecure are most affected by shocks and therefore face the greatest risk of malnutrition and asset depletion. Reducing malnutrition, paired with asset creation and diversified livelihoods is essential for strengthening resilience.

The immediate causes of undernutrition and micronutrient deficiencies are: 1) inadequate dietary intake; and 2) infectious diseases leading to weakness of the immune system and increase in susceptibility to diseases. These deficiencies have persisted due to widespread poverty, over-dependence on maize, high population density and growth, and environmental degradation exacerbated by climate change.

The direct and underlying causes of undernutrition and micronutrient deficiencies include: 1) poor livelihood assets and choices, related to food, natural resources, income, and poor health and sanitation environment ; 2)

socio-economic issues (gender inequality with regards to intra-household food allocations and access to resources and education, HIV/AIDS, inadequate maternal, infant, and young child feeding and care practices, inflation, and price volatility); and 3) governance and issues. The low social status of women is an important cause of malnutrition. Actions to empower women in the Malawian society and within households will help improving maternal and child nutrition. About 74.5% of mothers initiate breastfeeding within 1 hour of birth and 70.2% exclusively breastfeed their children up to 6 months, yet only 15% of children aged 6-23 months meet the recommended minimum diet diversity and meal frequency. The low quality of diet among children 6-23 months is due to a lack of a sufficient variety of food products to introduce into children's diets for optimal complementary feeding as well as the quality of food products (e.g. high level of aflatoxin in maize and groundnuts), coupled with low levels of education.

Poor water and sanitation and extreme climatic events further increase the risk of outbreaks of communicable diseases, thus leading to further preventable undernutrition. Half of the population has inadequate sanitation facilities, and 15% lack access to safe water. Poor child spacing practices increase the risk of malnutrition and morbidity with high adolescent birth (age-specific fertility rate for women of 15-19 years estimated at 143‰ in 2014). Poor access and uptake of health services also significantly contribute to undernutrition and micronutrient deficiencies. In Malawi, the health system is inadequately resourced and there is a precarious cycle of undernutrition and disease burden (malaria, diarrheal diseases, and acute respiratory infections among others). The HIV/AIDS epidemic, infectious diseases and undernutrition are among the major factors contributing to high infant and under-5 mortality at 53/1,000 live births, under 5 mortalities at 85/1,000 live birth, respectively) while the maternal mortality ratio at 574/100,000 live births also remains unacceptably high. Access to essential health care services among parents and young children remains limited and the lack of medical supplies and human resources further constrains the quality of services.

under the leadership of the DNHA, the MoAIWD, the MoITT, and the MoEST, the nutrition component in NRS has critical role to facilitate

the process of resilience building among vulnerable communities through high impact nutrition specific and nutrition sensitive interventions that are coordinated across sectors. The NRS supports strengthening systems and structures at national and district level to deliver high quality and coordinated interventions as illustrated in the Malawi SUN Implementation Framework and in line with the NMSNP.



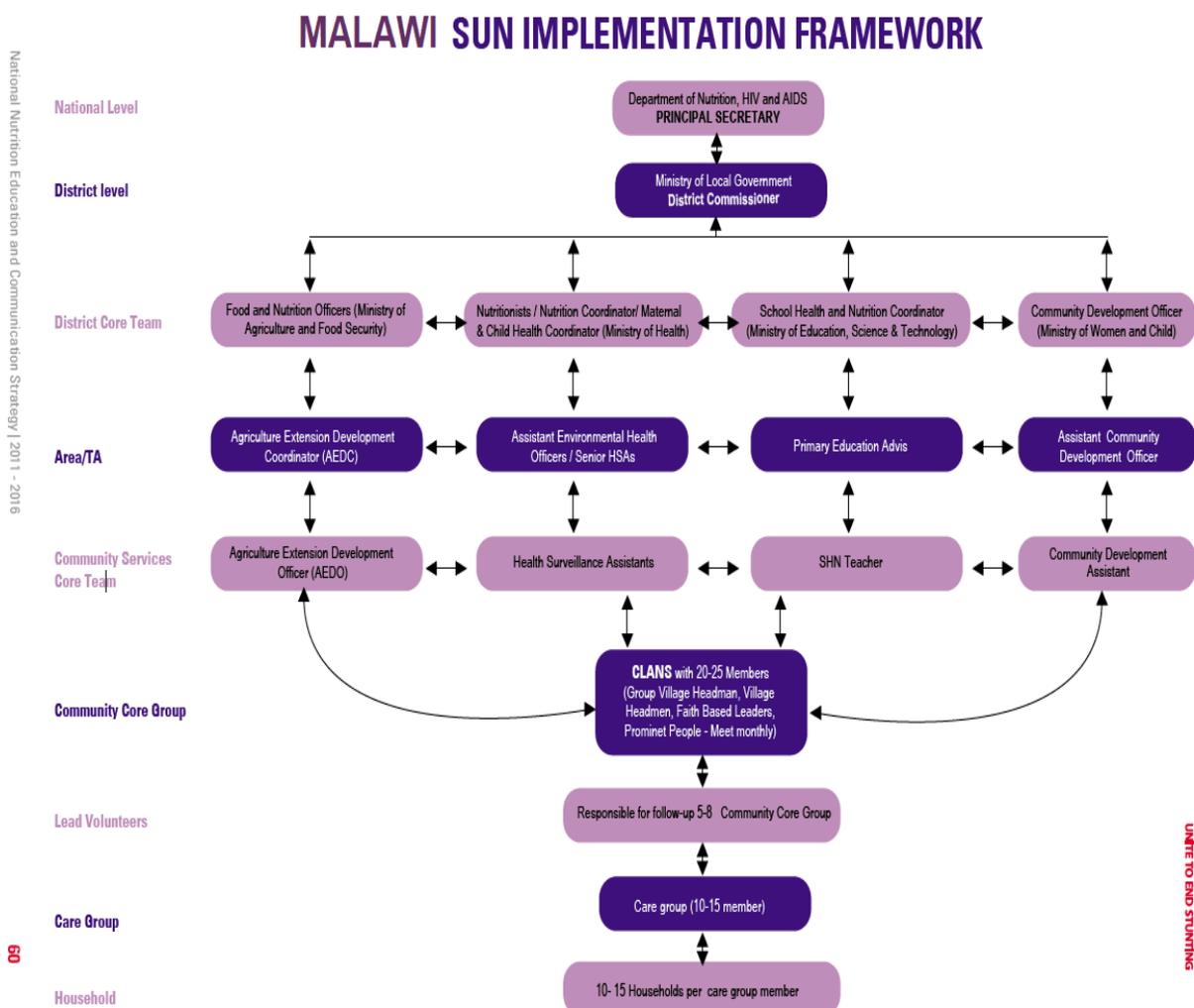
The NRS prioritizes promotion of knowledge, pluralistic extension services, and behaviours change activities that promote both nutrition-specific and nutrition-sensitive practices through a care group model. Care groups are supported through devolved district level structures, extension agents and frontline workers from agriculture, health, water and sanitation, education, and gender, children, disabilities, and welfare. Nutrition is also crucial in the targeting the social safety net services, and especially ensuring that households with malnourished children benefit from food, and case-specific livelihoods programmes during food-security crisis. As nutritionally vulnerable individuals are in all wealth groups, and there are intra-household variances, this issue and optimal package of services for different economic segment will be addressed as the MNSSP II and UBR is expanded to include a larger percentage of the population. Nutrition monitoring is also a crucial component of the EWS. The SUN Implementation Framework model (**Figure 14**) promotes a range of activities contributing to adoption of optimal nutrition-specific practices for adolescents, adults, and children. Activities should focus on reaching the most nutritionally vulnerable groups, including PLW, women of reproductive age, and children under five years of age, orphans and PLHIV, but also engage food system actors.

All Malawians will benefit from nutrition education, behaviour change promoting diversifying diets through food production, livelihoods and income, and purchase of more diverse and nutritious foods to meet nutritional needs year-round for all family members. Malawi has guidance that promotes six food groups, food safety and hygiene, and culturally acceptable sound nutrition practices. These practices include optimal infant and young child feeding practices, with emphasis on breast feeding and complimentary feeding from 6-24 months and beyond, address micro-nutrient deficiencies, promoting home fortification and standards in process foods. Nutrition education and services are linked to agriculture to promote diversified production and mainstreaming nutrient dense value chains, including and bio-fortified crops, and integrated homestead food production.

Gender considerations are also critical in promoting behaviour change and service delivery. The NRS supports integration of gender and nutrition into pluralistic extension services to address both content as well as structural inequities. This includes increasing access to extension services and communication mechanisms for women’s and young girls, and incentivizing more women and youth to become extension agents and private service providers. The NRS will improve nutritional status of children under five through optimal breast feeding

promoted at household and community levels. Support for breast feeding, and other ENA, and other care-seeking behaviours will link to nutrition-sensitive agriculture and the enabling workplace environment, through strengthening policies and practices that allow for time and hygienic spaces for women to practice ENA, to ensure there is no break in the continuum. CMAM and NCST service delivery, surveillance and monitoring and evaluation at all levels are implemented to ensure timely detection, management, and treatment of acute malnutrition.

Figure 14: Malawi SUN Implementation Framework



The NRS supports national strategies to scale up the School Meals Programme, through home-grown school feeding programmes for school children pre-primary, school-aged, or adolescents coupled with nutrition education and behaviour change, as well as conditional cash transfers and school meals for vulnerable children to increase enrolment and retention. Activities will also include linking youth finishing school with livelihoods, job opportunities, and referrals.

Household, community, and school WASH are essential for reducing transmission of bacteria and disease, and reducing malnutrition. Community led Total Sanitation is promoted in Malawi and some of the districts, with some districts being declared Open Defecation Free (ODF). Other strategies to promote potable water include borehole maintenance and drilling, water purification treatment, WASH awareness building through community events and training. The health and sanitation environment and practices impacting food safety and hygiene within agriculture and food market systems have a significant impact on nutrition and stunting. Global evidence shows that food-borne diseases caused by ingestion of pathogens and parasites cause illness and diarrhoea, which with repeated incidences can lead to stunting. These are the most common food-safety hazards, which also impact developing countries the most. A multi-country study showed that 25% of stunting was attributed to repeated episodes of diarrhoea. The most vulnerable groups include children, the elderly, malnourished, pregnant, and immunosuppressed. Most contamination – 97% – comes through biological transmission through consumption of fresh and perishable food in informal markets, rather than through chemical hazards, which accounted for 3%. Recommendations include improving food safety and hygiene practices from farm to fork, including rural production environments and in value chains, and adopting policies and governance to ensure food safety standards.<sup>55</sup> Other food safety issues addressed through agriculture and nutrition linkages include aflatoxin awareness and

control, which can impact all Malawians, but primarily poorer households who likely consume poorer quality food. Children's exposure to animal manure also results in faecal oral transmission of dangerous bacteria, thus promoting separation from children and livestock through play pens for children, livestock pens, handwashing, protective gear, and other practices are necessary.

These activities illustrate the importance for agriculture, nutrition, WASH, health, education sectors, and private sector actors to work together to support an improved health and sanitation environment. Communications and marketing should include barrier analysis, harmonized recommended practices and messages and multi-pronged approaches to promote behaviour change and demand-driven strategies supporting household practices and a food market environment conducive to nutrition.

The NRS supports strengthening the existing multi-sectoral nutrition committees at national and district levels, to ensure they are established, trained, and promoting nutrition practices through front-line workers, schools, and other public institutions. It is also necessary build consumer demand and engage public and private food and health system actors in promoting nutrition education, and products and services that contribute to improved food market environment for nutrition. Consistent and frequent communication and messaging from multiple contacts can also spur behaviour adoption. In line with the MGDS III, the NRS supports innovation in developing and scaling ICT and mass media campaigns, products and services, and advocacy initiatives to promote nutrition.

In line with the SUN priorities, MGDS III, and given the critical importance of human capacity and resilience, the NRS supports increased budgetary allocation for nutrition by the government and development partners; however also prioritizing the multi-sectoral approach to maximize the impact of interventions. **Table 8 shows** expected outcomes under Pillar 3.

**Table 8: Expected Outcomes for NRS Pillar 3: Human Capacity, Livelihoods, and Social Protection**

Pillar 3: Overall Outcome: Individuals and households are protected against vulnerability and multi-dimensional poverty			
Outcome 3.1 Consumption support provided for vulnerable population	Outcome 3.2 Resilient livelihoods strengthened	Outcome 3.3 Shock-Sensitive Social Protection service established	Outcome 3.4 Increased adoption of improved nutrition-specific and nutrition-sensitive practices
<ul style="list-style-type: none"> <li>• <b>Consumption Support:</b> Cash and/or in-kind transfers to poor and vulnerable households throughout the lifecycle to cover food security, shelter, education, and health.</li> <li>• <b>Public Works Programme:</b> Conditional transfers for poor households with able-bodied members. link PWP to asset creation, diversified livelihoods; MNSSP and NRS pillars and target groups.</li> <li>• <b>School Meals Programme:</b> Conditional transfer to increase access to education and retention for vulnerable households.</li> <li>• Strengthen national and sub-national coordination committees to ensure accountability, governance, and service delivery, and beneficiary accountability and redress systems.</li> </ul>	<ul style="list-style-type: none"> <li>• Diversify on and off-farm livelihoods diversification opportunities to responsibly diversify risk;</li> <li>• Support VLSA, and linkages to microfinance as appropriate, and risk financing options, such as insurance.</li> <li>• Support coaching skills, business skills, life skills, education opportunities and referrals with emphasis on vulnerable, youth, adolescent women, and young girls.</li> <li>• Build assets contributing to other MNSSP II thematic areas and other pillars.</li> <li>• Develop long-term workforce development plan and strategic livelihoods plans to help people move up and out into sound employment opportunities, and plan for managed urban migration.</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment of Social Support Fund for predictable, timely and easy mobilization and response.</li> <li>• Establishment of adjustable transfer levels to consider predictable seasonality of shocks and emergencies affecting the poor and the vulnerable households, and others.</li> <li>• Improve targeting considering different levels of vulnerability and need, through linking humanitarian and SMTP registries to UBR and biometric cards to increase timely, accurate, mitigation, response, and recovery programmes.</li> </ul>	<ul style="list-style-type: none"> <li>• Promote nutrition-specific practices through SUN framework and Care group model, primary health care, therapeutic care, support, and treatment, and SBCC; includes care and treatment services to reduce wasting among children under five years, pregnant and lactating women, PLHIV.</li> <li>• Promote dietary diversity and integrate nutrition-sensitive practices across sectors, primarily agriculture, health, education, WASH.</li> <li>• Nutrition assessment, counselling, and support services linked to livelihoods targeting adolescents, adults, and children.</li> <li>• Improved access to safe drinking water and improved sanitation facilities through WASH interventions, such as CLTS.</li> <li>• Increased budgetary allocation for nutrition by government</li> </ul>

**Integration Themes:**

**Health and Nutrition:** *Coordination integration of nutrition-specific and sensitive practices with health and education systems.*

**Agriculture and Catchment Protection:** *Ensure agricultural development and environmental management for MNSSP II target groups; support asset creation and accumulation, and learning and evidenced-based approaches to create graduation pathways.*

**DRR, EWS, and Emergency Response:** *risk management and financing; agricultural programmes and systems inform natural asset DRR strategies; food security monitoring; EWS and contingency planning.*

**Women's empowerment and youth:** *promote asset creation to reduce risk and vulnerability; develop viable livelihoods diversification strategies and opportunities for women and adolescent girls and youth; access to high value land for women; strengthen access and control over production resources; decision making; leadership; access to information.*

**Coordination Mechanisms:** *Strengthen coordination systems and roles and responsibilities to integrate specific actions supporting implementation of MNSSP II; update extension, SBCC, marketing materials; Support system actors, and develop ICT and other communications approaches to facilitate integration.*

**Pillar 4**  
**Catchment Protection and Management**

**4.4 Catchment Protection and Management**

The Catchment Protection and Management pillar will focus on priority catchment areas and plans in Malawi. Through the NRS, existing and new catchment plans will develop and adopt integrated watershed management (IWM) approaches, other land management approaches to restore and expand Malawi's natural resource assets, manage ecosystems, while also strengthening public and private services, civil society, and sustainable livelihoods that build resilience. Priority catchments protection plans that have been assessed, and new catchment protection plans will be supported through the NRS multi-sector approach by consolidating and channelling resources to strengthen systems and household level capacities, thus reinforcing compounded results on resilience, and the graduation strategy. Pillar 4 includes five strategic priorities:

1. Integrated Watershed Management
2. Land and Forest Management, Restoration, and Conservation
3. Payment for Ecosystem Services,
4. Sustainable Clean Energy
5. Forest-based Enterprises.

Implementation of this NRS component will also prioritize restoration of catchment areas in targeted districts outlined in **Table 2** which takes into consideration priorities for the climate resilience, disaster risk reduction, and the most vulnerable populations, as well as some services that are intended for national scale. Specific areas for complementarity and combined programme targeting will be based on assessments of multiple aspects of vulnerability to shocks. These will include areas of overlap where households exhibit a mix of multiple characteristics such as: chronic poverty, exposure to flood risks, depleted soils, degraded landscapes, distance from markets, labour constraints, and/or other variables.

This NRS Pillar approach will prioritize and facilitate functional and operational linkages across all NRS pillars as well as linkages to MGDS III priorities outside the primary scope of the NRS. Integrated catchment management will include practices for irrigation, crops, and agro-forestry guided through the NAIP and prioritized in Pillar 3, which will have synergistic impact on climate, agricultural livelihoods, and dietary diversity. Key integration leverage points to Pillar 2 on Human Capacity and Livelihoods include ensuring to engage the highly vulnerable households and individuals in catchment areas through the shock-sensitive social protection services, as well as engaging vulnerable productive households, in the PWP supporting reforestation and natural regeneration. Livelihoods diversification will be strengthened forest-based enterprises, ecosystem payments, and providing business skills training and facilitating access to finance for renewable energy and improved cook stove technologies, contributing to both climate and nutrition-related impacts. Many of these enterprises contribute to nutrition through several pathways: production and marketing of products such as honey, mushrooms, fruit harvesting, processing medicinal plant-based products such as baobab, moringa, powder, and essential oils. These and other opportunities will contribute to women's control over decision making and income, as these are often micro-enterprises prioritized by women.

Livelihoods opportunities will also align with the GoM National Strategy for Adolescent Girls and Young Women currently under development, and a women's entrepreneurship fund, which prioritizes livelihoods and access to finance for AGYW and youth. The GoM Rural Electrification Programme supporting the scale up of electrification along major trading centres across Malawi, and other programmes supporting sustainable charcoal production, and scaling up renewable energy technologies and services, will reduce pressure on forests, while also contributing to improved livelihoods and expanded employment opportunities as industries develop along these corridors. These strategies also contribute to reduced health and nutrition risks to women and children. Women's empowerment will also be strengthened through economic opportunities as well as increasing labour efficiency and better use of time and energy through reducing long hours and physical labour involved collecting firewood. Disaster Risk Reduction strategies supporting flood control, drought mitigation, and EWS are synergistic and strengthen all pillars.

#### 4.4.1 Integrated Watershed Management

As integrated watershed management (IWM) is limited in Malawi, implementation will require all stakeholders to commit to joint learning, assessment and planning, management information systems, and coordination. IWM will also draw on learning from various district-level pilots in Phalombe, Mchinji, Nkhatabay, and Dedza, and others, to inform scaling up nationally. The NRS, will draw on learning from other IWM and multi-sectoral resilience programme learning in Malawi and globally.

Building on current experience in Malawi, the NRS will address critical factors in developing sound IWM strategies. This can start with convening a multi-stakeholder technical working group and mobilizing technical expertise to facilitate the development a learning agenda and roadmap for IWM plans in the medium and long-term. These plans will include enhancing existing catchment protection assessments and new assessments with strategies for community level public awareness building, participation and collaboration, learning, and both private and public-sector engagement and investment. Development of tools and materials for community level engagement, training, data visualization, behaviour change and marketing

that are easily understood by vulnerable households will also be necessary. The long-term commitment of the government, donors, and financing partners to valuing and building demand for environmental services is also fundamental. Districts and community level civil society groups also need capacity building in monitoring and evaluation systems to be able to report and aggregate data, but also to manage to local level outcomes and address issues and progress.

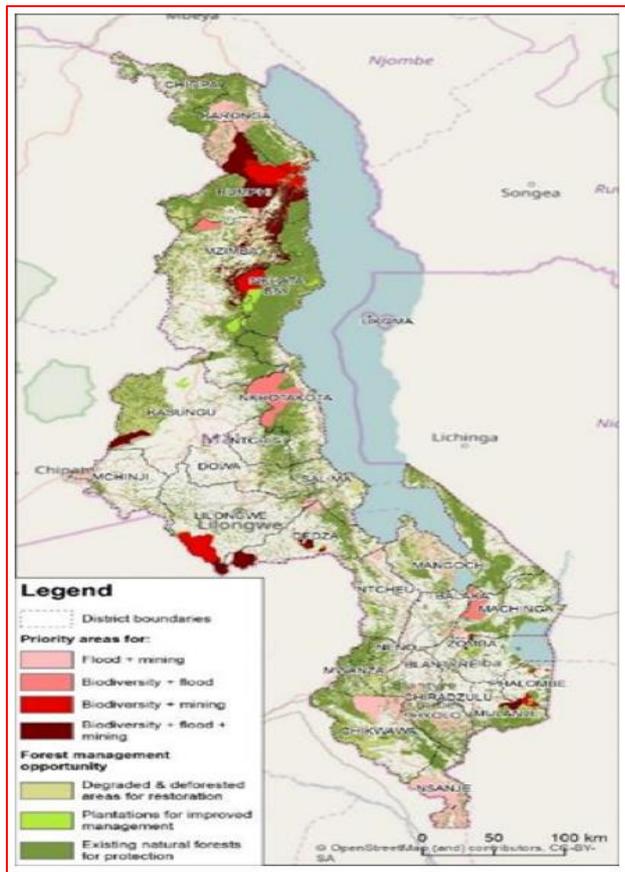
#### 4.4.2 Forest and Landscape Restoration

The NRS recognizes that restoration is a critical pathway to help improve the resilience benefits of forests and landscapes. Healthy forests and landscapes contribute to sustainable food systems, enhance nutrition, employment, and income needed to support sustainable livelihoods and resilience to shocks. Forests and productive and stable landscapes represent a safety net, satisfying basic needs such as food, energy, shelter, and health in times of hunger and crisis. Stability also serve as a protective layer against recurrent floods and drought. The resilience of landscapes, i.e. the capacity of their ecological and livelihood systems to absorb disturbances, must be maintained or improved across Malawi. All landscapes require sustainable management by their stakeholders, across sectoral and administrative boundaries, in a way that integrates food security, sustainable production, livelihood development and ecosystem services.

Phase I of the NRS will encourage the application of multi-criteria analysis and mapping to inform the targeting and combination of interventions that can best contribute to resilience objectives in different settings and geographic areas. Examples of multi-criteria mapping are presented in **Figures 15, 16, and 17**. By targeting restoration of select degraded forests and landscapes for prioritization within district development plans, this Component builds resilient ecosystems that underpin resilience building through the other complements and pillars of the NRS.

The NRS will apply the approaches outlined Malawi's National Forest Landscape Restoration Strategy and National Charcoal Strategy, and will target prioritized landscapes in the relevant district action plans. Furthermore, the NRS will promote natural regeneration as well as

introduce new varieties with environmental and economic benefits through cohesive IWM strategies, implementation of REDD+, private

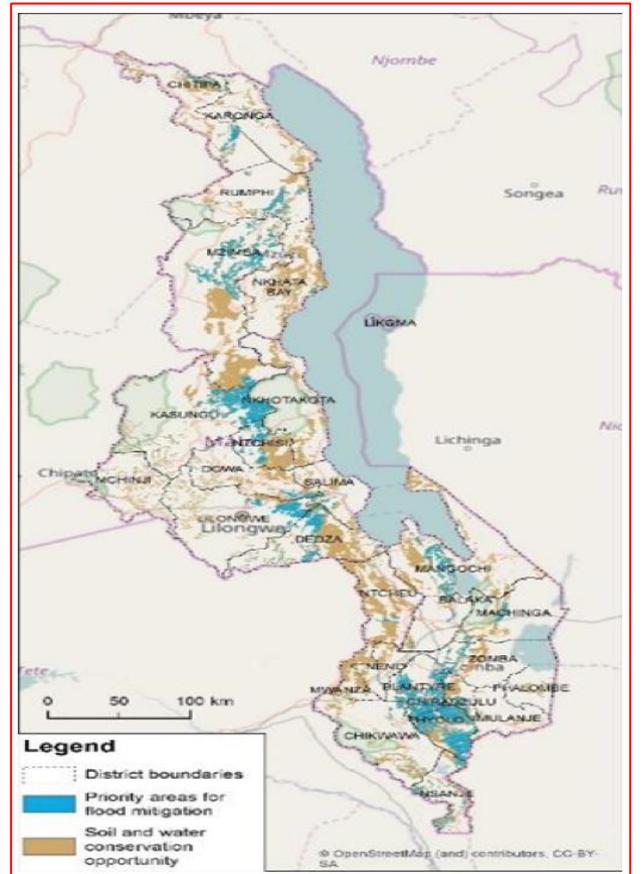


For example, over the first five-year phase, 600 bamboo forest areas will be established. The NRS will also promote stream/riverbank restoration using bamboo and indigenous tree species to reduce soil erosion, for improved food security and livelihoods, as well as hillside protection. The NRS targets to restore 4 million hectares in the first phase. Smallholder farmers stand the most to gain, as decreased soil erosion, increased water efficiency, and stabilization of lands will boost productivity and reduce risk. Resources for landscape restoration will also come through the PWP programme under Pillar 3, benefitting vulnerable households, and resulting in an upwards spiral for livelihoods and resilience.

#### 4.4.3 Payment for Ecosystem Services

The GoM has prioritized increasing funding and investment for climate change, and ecosystem payment services through direct investment and a climate trust funds. Payment for ecosystem services are nascent in Malawi; however, are important to grow in the medium and long-term. Securing financing to maintain healthy ecosystem services will also be enhanced

economic benefits through cohesive IWM strategies, implementation of REDD+, private



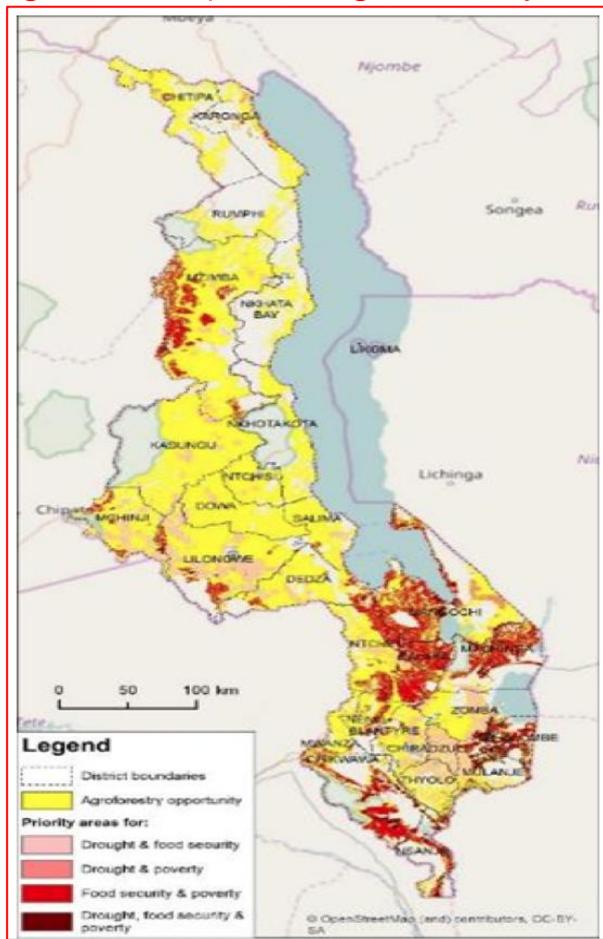
services, management systems, and relationships in the long-term. Examples of experiences in Malawi includes the production and marketing of fuel efficient cook stoves, and payment for carbon credits, as well as tree-planting, which is in turn reinvested in waterpoint functionality. The NRS will support payment of ecosystem services through introduction of scholarships for tree planting and maintenance by schools. Other mechanisms that will be explored include green education scholarships and village tree grants. Sustainable energy will be promoted through capacity building, incentive schemes and extension services to reduce overexploitation of forests.

#### 4.4.4 Sustainable Energy

Malawi's National Energy Policy (MNEP) (2017) and Renewable Energy Strategy (2017) each call for transformation of the energy sector to support efforts towards poverty reduction, and increased sustainable economic growth through two high level priorities: energy for all, and making bioenergy sustainable. This policy's long-term

vision is to drive Malawian economy from a hugely biomass energy reliant one to an economy

**Figure 17: Risk Exposure, Drought, and Poverty**



on efficient use of modern means and sources of energy. Malawi has low levels of electrification with about 10% of population having access to electricity<sup>56</sup>. Moreover, the national grid almost exclusively serves urban and peri-urban areas, around 37% of urban households have access to electricity, compared to only 2% of rural households.

Rural areas currently rely mainly on kerosene for lighting and diesel for mechanical and electrical power. The benefits of reducing reliance on fuelwood and charcoal, and increasing access to electricity and renewable energy sources are manifold. Electricity will attract increased commercial business development in trading centres, foreign investment, and employment. Electricity will provide much needed lighting in hospitals, schools, and allow for school-aged children to study after dark. Women will benefit from increased time efficiency and a reduction in labour workload resulting from collecting

based

firewood, and cooking over an open flame. All household members, especially women and children will benefit from reducing or eliminating smoke inhalation, and reducing upper respiratory and eye diseases. Other benefits include access to refrigeration for medical supplies and vaccines, and increased shelf life and storage of safe, and nutritious foods, fruits, vegetables, and animal source foods, as well as reduced loss. The Malawi Rural Electrification Programme targets 81 trading centres, and will reach 256 connecting villages in 26 districts as shown in **Table 3**. Selection of districts was based on a demand study.

The NRS prioritizes the scaling up access to clean energy in rural areas to contribute to improved resilience from shocks, to reduce over-exploitation of natural resources, and by introducing substitutes for unsustainable charcoal in line with Malawi's National Charcoal Strategy. The NEP targets an expansion from 351 MW to 1,860 MW by 2025, through new hydropower facilities, diesel plants, bagasse generation, natural gas, and renewables such as geothermal, biogas, and solar. Plans will increase access to energy through incentive schemes, affordable tariff schedules for off-grid connections, and mobilization of finance and technology for the energy sector targeting poor households. For example, through scaling of mobile money "pay as you go" models for purchasing solar panels could help reach more rural households. Additional components include investing in mini-grid system that subdivides groups of households/areas, which render energy use more efficient and accessible. Mini grid systems can also be powered through solar, wind and mini hydro power, which based on studies and ongoing monitoring present strong options and have attracted interest in Malawi's energy sector. The GoM works with donors and investment banks, as well as social enterprises; however, additional large-scale private investment is still a significant need.

The NRS also supports other MNEP strategies such as increased sustainable woodlots, improved cleaner charcoal production, production of biofuels, such as briquettes made from rice hulls and bagasse. These have proven to provide viable and high value jobs for youth. The MoNREM also supports a National Cook-Stove Steering Committee (NCSC) which aims to increase

technology adoption from over 500,000 in 2016 to 2 million by 2020 (**Box 1**). The cook stove market now supports 280 production groups and employs 4,500 people, 89% of whom are women. The NRS will support training and capacity building for scaling up MNEP priorities, such as coordination with the Malawi Renewable Energy Task Force to support implementation of the strategy. The MNEP aims to place and train District Energy Officers in 100% of districts 2022. Other support includes providing referrals and facilitating access to scholarships for higher education for youth interested in the energy sector, and training of skilled workers to manage the off-grid systems.

**Box 1: Scaling up Technological Innovation**

NGOs such as United Purpose (UP) have championed several initiatives, including the cook stove initiative, to promote improved and renewable energy, carbon finance, and innovation. UP linked cook stove initiatives to the MNSSP, by providing beneficiaries of the SCTP with free cook stove vouchers, and subsidized rates for PWP beneficiaries, and linking them to suppliers. Also linked to the cook stove initiative, is an innovation under testing called the Thermo-Electric Generator, a device that is charged through the heat of the stove coupled with a cooling system, and can power a phone or radio. Additional innovations include solar lamps, off-grid electrification, and an upcoming carbon financing programme.

**4.4.5 Forest-based Enterprises**

Creating value addition from non-timber forest products is an integral part of forestry

management, as it allows for economic activities and income generation. Forest Based Enterprises (FBE) increase income and community livelihoods by investing in small forest and farm enterprises that restore bio-capacity while meeting domestic needs for food, fuel, and construction materials. Examples of FBE currently promoted in Malawi include bee keeping, flying ants, fruit production and processing, commercial seedling production, agro-forestry, and others. Value add processing also presents livelihoods opportunities. Linking livelihoods opportunities with VSL groups has also proven successful in other multi-sectoral initiatives as the funds and small loans offered through VSL groups are sufficient to purchase inputs, pay for transport to markets, and other costs. The Social Safety Net CT lowers barriers to entry for these livelihood opportunities, as beneficiaries are able and willing to save through the VSL, and access micro-loans. The NRS also supports livelihoods and skills building services under pillar 4, such as life skills coaching, and learning basic business skills for vulnerable households and individuals to provide motivation and support to carry out activities. Forest-based enterprises are intrinsically linked to resilient agriculture nutrition, and livelihoods development. NRS will support linkages through facilitating access to extension, inputs, and training, as well as financial services through linkages through pluralistic extension services, and business development services supported through the NAIP and national Nutrition Policy.

**Table 9** outlines expected outcomes under Pillar 4.

**Table 9: Expected Outcomes for NRS Pillar 4: Catchment Protection and Management**

Pillar 4 Overall Outcome: Malawi's natural resource assets, ecosystems, and services sustainably managed				
Outcome 4.1 Catchment Planning and Integrated Watershed Management	Outcome 4.2 Land and Forest Management, Restoration, and Conservation	Outcome 4.3 Payment for ecosystem services	Outcome 4.4 Forest Based Enterprises	Outcome 4.5 Sustainable Energy
<ul style="list-style-type: none"> <li>• Harmonized IWM approach, assessments, and learning agenda and roadmap led by a multi-stakeholder working group.</li> <li>• Strengthened coordination structures and training for district extension services, community committees, and civil society.</li> </ul>	<ul style="list-style-type: none"> <li>• Resilient landscapes through afforestation of degraded forests and sustainable forestry management aiming to reforest 4 million hectares.</li> <li>• Livelihoods for smallholder farmers supported through PWP and CFA by rehabilitating micro-watersheds, through riverbank protection, wetland conservation, and hillside protection, linked to irrigation.</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of REDD+ Strategy and systems strengthening to increase access to climate financing.</li> <li>• Scaled carbon credit repayment systems through Cook Stove Federation, tree planting and other models.</li> <li>• Forestry and environmental management taught in schools, youth groups, and livelihoods training.</li> </ul>	<ul style="list-style-type: none"> <li>• Value addition and forest protection through non-timber forest products, and livelihoods support such as beekeeping, fruit production and processing, seedlings for agro-forestry, and afforestation.</li> <li>• Innovate business models and cost-sharing mechanisms promoted to build supply and demand.</li> </ul>	<ul style="list-style-type: none"> <li>• Rural Electrification Programme scaled promoting mini-grids.</li> <li>• Renewal and biomass energy scaled through wind and solar.</li> <li>• Sustainable bamboo lots and legal charcoal production and sales to reduce pressure on forests.</li> <li>• Scaling up cook stove initiative and link subsidized products and services to MNSSP II priority groups.</li> <li>• Innovative eco- technologies promoted through CFA and micro-enterprises to reduce use of fuelwood.</li> <li>• Recruitment and capacity building for District Energy Officers.</li> </ul>
<p><b>Integration Themes:</b></p> <p><b>Community awareness building:</b> Engage communities in IWM approach, linkages between climate, nutrition, and livelihoods through community management approaches, pluralistic extension; public information campaigns;</p> <p><b>Agriculture:</b> Link forestry and public lands management to integrate strategies for resilient agriculture and resilient climate;</p> <p><b>DRR, EWS, and Emergency Response:</b> Asset creation and growth linked to livelihoods strategies, risk management and financing; catchment protection programmes and systems inform natural asset DRR strategies; climate resilience, food security monitoring; EWS and contingency planning;</p> <p><b>Social protection:</b> ensure MNSSP II priority groups and thematic areas are integrated in to catchment protection;</p> <p><b>Livelihoods:</b> Support demand creation strategies for ecosystems payments, forest-based services, and nutrition enterprises; Promote workforce development initiative supporting job creation and training for renewable energy services;</p> <p><b>Women's empowerment:</b> Reducing women's workload and improved health outcomes through reducing firewood collection, and clean energy; economic empowerment through job creation and enterprise development for forest-based enterprises;</p> <p><b>Coordination Mechanisms:</b> Strengthen inter-ministerial coordination systems and roles and responsibilities; coordinate scale up and prioritization of rural electrification and renewable energy initiatives with other NRS investments in agriculture, DRR, and social protection; update extension, SBCC, marketing materials; Support financial services, food system actors, and development of ICT and other communications approaches to facilitate integration and awareness in catchment zones.</p>				

### 5.1 Coordination and Alignment Principles

As mandated to by the MGDS III, the NRS represents Malawi's transition to a multi-sectoral and multi-stakeholder resilience framework that layers several complementary programmes to accelerate improvements in household resilience and food security.

The NRS calls for integration across government technical sectors, coordination through geographic targeting to ensure the same beneficiaries in priority districts, catchment areas, irrigation site, benefit from the range of services promoted over time. The NRS also calls for increased coordination among development partners and NGOs. It also calls for a significant role in the management of multi-sectoral programmes, monitoring and evaluation, learning, information systems, and knowledge management.

The implementation the NRS falls under the overall monitoring and evaluation framework of the MGDS III, led by the Ministry of Finance, Economic Planning, and Development as secretariat, the NRS implementation arrangement illustrated in **Figure 18** will be guided by a multi-sectoral approach. The following coordination and alignment principles relative to the implementation arrangements will be applied to the NRS:

- **Reinforce existing and new functional existing coordination structures to adjust to a different way of working**, recognizing that some adjustment may be required in their mandate, membership, or approach to ensure their alignment with broader resilience objectives.
- **Emphasize cross component / pillar dialogue:** mechanisms for cross-component dialogue will be prioritized to ensure joint action across sectors and sub-sectors.
- **Adopt a phased or evolutionary approach.** Integrate time to test the approach and establish systems before scaling up. An evolutionary approach also allows for other sectors or actors to join in NRS implementation over time.
- **Prioritise collaborative learning** to build consensus and shared approaches to NRS implementation, while acting on opportunities for further cooperation.
- **Progressively align government and development partner coordination structures**, so that parallel processes are gradually eliminated during the implementation of the NRS, allowing better coordination of non-state actors into government monitoring.
- **Ensure that progress in one component is not achieved at the expense of others.** Examples might be disaster response mechanisms that undermine livelihood opportunities, or agricultural investments that increase vulnerability or maladaptation to climate change. Gains in agriculture should not come at the cost of nutrition or the environment.
- **Embed accountability mechanisms**, particularly to affected populations, within the institutional arrangements at all levels.

The following outlines the multi-sectoral coordination and implementation framework to guide the implementation of the NRS, including the formulation of the MGDS III *Flagship Partnership Programme on Resilience*. The governance framework, including the mandate, functions, composition, and modalities, are illustrated in **Figure 18**, and summarized in more detail in **Table 10**.

### 5.2.1 National NRS Governance Committee

Leadership and championing of the NRS is vested in the Office of the Vice President, with strategic and policy guidance provided by Cabinet. Chaired by the Vice-President, the National High-Level NRS Governance Committee will comprise Cabinet Ministers, and is responsible for overall oversight and accountability.

### 5.2.2 National Disaster Preparedness and Relief Committee

The National Disaster Preparedness and Relief Committee (NRDPRC), chaired by the Chief Secretary to Cabinet, will be responsible for monitoring operational progress in the implementation of the NRS. In addition to the Principal Secretaries as members, it will also comprise representatives of development partners, the private sector, and civil society organizations. The NDPRC will decide on the fund management modalities for the smooth implementation of the NRS. Various line ministries such as the Ministry of Agriculture, Irrigation, and Water Development, Ministry of Gender, Children, Disability, and Social Welfare; Department of Nutrition and HIV and AIDS, Ministry of Local Government, and Rural Development; Department of Land Resources Conservation; Department of Forestry and other MDAs, UN agencies, non-governmental organizations, will be represented in the NRS.

### 5.2.3 National Disaster Preparedness and Relief Technical Committee / National Platform

The National Disaster Preparedness and Relief Technical Committee, co-chaired by the Secretary to Vice President /DoDMA and the Principal Secretary of MoAIWD, includes the Directors from NRS pillars, Development Partners, CSO and NGO, Private sectors, and Academia. This committee will provide oversight and operational

guidance for the implementation of the NRS. The NDPRTC will jointly review funding proposals, resource allocation and mobilization for NRS priorities.

### 5.2.4 NRS Sub-Committees / Working Groups

There will be sectoral component sub-committees whose membership will comprise component leaders and technical members from development partners, the private sector and civil society organizations. The sub-committees will be responsible for developing sectoral work plans of the different components and to coordinate implementation. The specific TORs include:

- Implementation of sectoral work plans, meeting quarterly to discuss progress, work through challenges collectively and share best practices.
- Implement the activities of their respective sectors in the NRS.
- Develop work plans and budgets for the specific activities as indicated in the sectoral activities.
- Doing joint monitoring exercises of the projects and activities for all the sectors implementing activities under the NRS.
- This committee will be meeting quarterly to review progress and validate plans and budgets for the activities in the respective components.
- Sectoral component sub-committees will also be established at district and community level.

### 5.2.5 NRS Secretariat

The NRS Secretariat will be led by the Principal Secretary of the Department of Disaster Management Affairs (DoDMA). Each department will appoint one full-time senior officers to manage the day-to-day functions of the Secretariat, with technical assistance as needed. The Secretariat will also include a monitoring evaluation, and learning unit, responsible for coordinating all M&E function, information systems, and knowledge management.

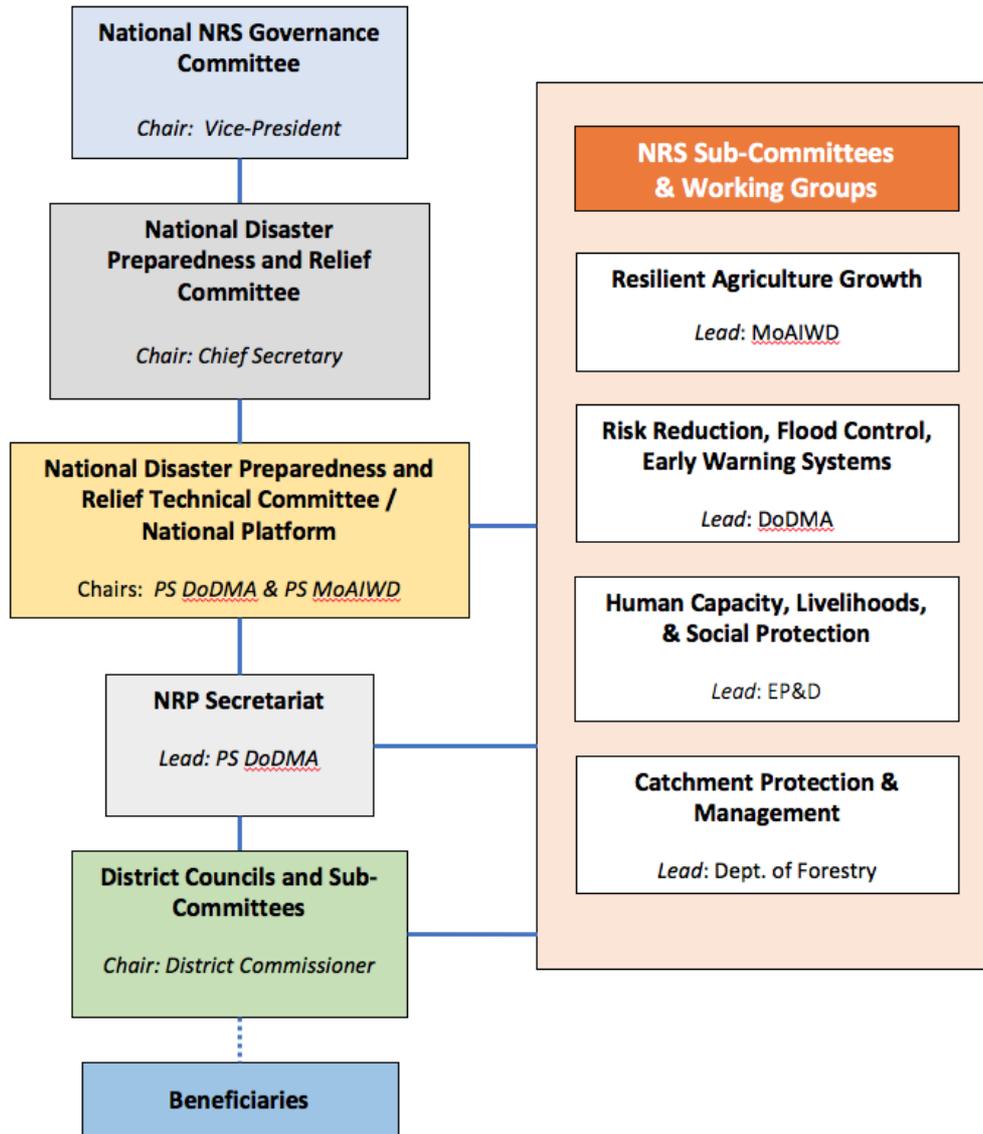
### 5.2.6 District Councils and Sub-committees

Existing structures at district and community level that are used for coordination and implementation of existing programmes. Additional functions include providing a vision and leadership from the NRS at District levels, M&E, data collection, and reporting.

### 5.2.7 Beneficiary and civil society groups

Beneficiary and civil society groups and leaders identified at the local level will also provide leadership in engaging civil society in implementation of the NRS. They will also play a key role in supporting the beneficiary redress systems included in the MNSSP II strategy.

**Figure 18: NRS Implementation Arrangements**



**Table 10: NRS Governance Framework**

NRS Entities	Mandate	Modality
<b>NRS Governance Committee</b>	<ul style="list-style-type: none"> <li>▪ Provide political oversight and accountability.</li> <li>▪ Clarify and ensure alignment of NRS with strategic national objective (e.g. MGDS III; SDGs; national policies).</li> <li>▪ Monitor performance by all parties against agreed documents (e.g. MoU, Statement of Intent).</li> <li>▪ Monitor resource allocation and measures to address gaps.</li> <li>▪ Consult with Heads of Mission.</li> <li>▪ Receive reports from Chief Secretary on NRS progress.</li> </ul>	<p><i>Chair:</i> Vice President.  <i>Membership:</i> Cabinet Ministers            Heads of Missions</p> <p><i>Frequency:</i> 2 / year</p> <p>NRS will be added as a standing item to Cabinet agenda</p>
<b>National Disaster Preparedness, and Relief Committee</b>	<ul style="list-style-type: none"> <li>▪ Provide strategic oversight and coordination.</li> <li>▪ Facilitate dialogue with Development Partners.</li> <li>▪ Monitor operation progress, provide guidance on delivery and multi-sectoral coordination.</li> <li>▪ Technical and scientific assessments to inform adjustments.</li> <li>▪ Assess work of the NRS sub-committees.</li> <li>▪ Approve workplans and budgets for sectoral activities.</li> <li>▪ Reporting to National NRS Governance Committee</li> </ul>	<p><i>Chair:</i> Chief Secretary  <i>Membership:</i> Principal Secretaries, DPs, Civil Society, Private sector, Academia.</p> <p><i>Frequency:</i> 4 / year</p>
<b>National Disaster Preparedness and Relief Technical Committee/National Platform</b>	<ul style="list-style-type: none"> <li>▪ Provides implementation oversight and coordination.</li> <li>▪ Lead vision and coordination for multi-sectoral planning, integration, and implementation involving all Development Partners, NGOs, private sector, and other stakeholders.</li> <li>▪ Provide oversight of monitoring, evaluation, and learning, and knowledge management systems.</li> <li>▪ Receive reports from Technical Working Groups / Task Teams and from chairs of NRS component structures.</li> <li>▪ Facilitate development of annual work plans &amp; budgets and programme guidelines before submission to NDPRC.</li> <li>▪ Approve ToR for strategic activities (e.g. evaluations).</li> <li>▪ Ensure inclusive approaches across the NRS (gender, HIV/AIDS mainstreaming, etc).</li> <li>▪ Ensure alignment with MGDS III, sector plans and budgets.</li> <li>▪ Ensure coherence with emergency response during crises.</li> <li>▪ Identify and take forward necessary policy reforms.</li> <li>▪ Develop appropriate incentives to encourage collaboration &amp; synergy (e.g. priority access to funding / learning opportunities / media profile).</li> <li>▪ Ensure adequate capacity at all levels of the structure.</li> </ul>	<p><i>Chair:</i> Secretary to Vice President / DoDMA &amp; PS Agriculture</p> <p><i>Government:</i> Directors from NRS Pillars  <i>Development Partners</i> CSO/NGO            Private sector            Academia</p> <p><i>Frequency:</i> quarterly (bi-monthly in first phase).</p>
<b>NRS Sub-Committees &amp; Working Groups</b>	<ul style="list-style-type: none"> <li>▪ Facilitate dialogue, learning and joint action across NRS components and pillars.</li> <li>▪ Number and focus of each group to be determined, and could change over time as the NRS evolves.</li> <li>▪ <i>Strategy:</i> articulating national resilience vision and shared outcomes.</li> <li>▪ <i>Programming:</i> identifying / designing selected flagship programmes through joint analysis and planning that deliver against multiple objectives and provide the desired continuum of care.</li> <li>▪ <i>Systems:</i> monitoring, evaluation, learning &amp; accountability</li> <li>▪ Working groups may be formed as needed to discuss operational and technical issues under the pillars and components, reporting to the chair of the pillar.</li> </ul>	<p><i>Chair:</i> Director-level.</p> <p><i>Membership:</i> 2-3 members in each group representing each NRS component from Government; Non-governmental; local authorities; private sector, and academia. (Total of 10-15 per group).</p> <p><i>Frequency:</i> as required</p>

**Table 10: NRS Governance Framework**

NRS Entities	Mandate	Modality
<p><b>NRS Secretariat</b></p>	<ul style="list-style-type: none"> <li>▪ Provide secretariat functions to governance structure (except the Technical Working Groups which service themselves).</li> <li>▪ Design and maintain all NRS coordination and management systems, including sub-committee structures and service delivery at District level.</li> <li>▪ Facilitate dialogue with Development Partners.</li> <li>▪ Reviews reports from NDPRTC</li> <li>▪ Reviews reports from Technical Working Groups / Task Teams and from chairs of NRS component structures (e.g. NAIP, FLR, EWS, MNSSP Steering Committees).</li> <li>▪ Support formulation of resource mobilization for annual work plans &amp; budgets and programme guidelines.</li> <li>▪ Monitor planning and implementation for strategic activities (e.g. research evaluations, key initiatives).</li> <li>▪ Monitoring and reporting on alignment with MGDS III, sector plans and budgets; alignment with sector plans and budgets.</li> <li>▪ Tracks coherence with emergency response during crises.</li> <li>▪ Provides input on identification of technical assistance needs.</li> <li>▪ Monitoring and reporting on incentives that encourage collaboration &amp; synergy (e.g. priority access to funding / learning opportunities / media profile).</li> <li>▪ Provide implementation support through organizing technical assistance visits, development, coordination of dissemination of unified tools, training and job aids.</li> <li>▪ Coordinates public awareness and supports implementation of unified communications strategy.</li> <li>▪ Manages monitoring, evaluation, and learning</li> <li>▪ Manages information systems and knowledge management</li> <li>▪ Monitoring overall NRS delivery, including complementarity between NRS components and pillars.</li> </ul>	<p><i>Lead: PS DoDMA</i></p> <p><i>Composition: 1 senior officer as focal point from each Department and MoLGRD, supplemented by technical assistance as needed.</i></p> <p>Core staff:</p> <ul style="list-style-type: none"> <li>• NRS Coordinator</li> <li>• Communications Officer</li> <li>• Knowledge Management Officer*</li> <li>• M&amp;E and Learning Officer*</li> </ul> <p>* linked to M&amp;E Units in MDAs</p> <p>Frequency: monthly, ongoing implementation.</p>
<p><b>District Councils and Sub-committees</b></p>	<ul style="list-style-type: none"> <li>▪ Provide District level vision, public awareness for NRS implementation.</li> <li>▪ Manage, coordinate, and provide oversight of multi-sectoral and multi-stakeholders initiatives and activities under the common framework.</li> <li>▪ Develop and manage District level implementation plans, ensuring to integrate activities.</li> <li>▪ Coordinate committees and task forces, including inter-district management structures for catchment protection, watershed management, irrigation, or others.</li> <li>▪ Manage budget and sub-district level resource allocation to ensure implementation and accountability.</li> <li>▪ Engage civil society and support communication platforms, and ensure transparent beneficiary redress systems.</li> <li>▪ Monitoring, data collection, and reporting on District level activities.</li> <li>▪ Implements and participate in learning agenda.</li> </ul>	<p>Chair: District Commissioner</p> <p>Composition: District Subcommittee leads; Village Group Heads</p> <p>Meets weekly</p>
<p><b>Beneficiary and Civil Society Committee</b></p>	<ul style="list-style-type: none"> <li>▪ Represents and leads beneficiary redress systems</li> <li>▪ Fosters leadership, engagement, and citizen participation in the NRS agenda</li> <li>▪ Promotes and contributes to multi-sectoral behaviour change communications to promote NRS outcomes.</li> </ul>	<p>Leaders from various committees</p>

6

## Monitoring & Evaluation

While metrics for food security are well established, an important gap in current knowledge is how to assess, measure, monitor, and evaluate climate resilience, graduation strategies, and combinations of approaches lead to building resilience. Aspects include scale and critical mass of multi-dimensional changes required to change environments, individual and organizational behaviours, and economic behaviour. Other aspects include the measurement of households backsliding into poverty while others climb out. Baselines and counterfactuals are difficult to establish for resilience, and there is no “finish line” due to the constantly shifting climate risk, shifting livelihoods, and other factors. Most indicators in current use are adapted from standard development indicators or develop lists of resilience characteristic based on the traits of communities that seem to thrive despite shocks.

The timescale over which changes in resilience are likely far longer than a typical 4-5-year project. This emphasizes the importance of knowledge management systems which ensure that project-based learning is not lost, and which build a cumulative assessment of measurable change. Further, both poverty and resilience are dynamic. The individuals who make up a poverty headcount in one year may not be the same as those in another year. In Senegal, for example, 45 percent of poor households moved out of poverty between 2006 and 2011, but during the same period 40 percent of non-poor households moved into it, leaving the headline rate almost the same. Similar findings are evident in panel data from Ethiopia for 1994-2009.

The NRS is envisioned as a twelve-year strategy implemented in two 5-year phases, and one 2-year phase to align with the 2030 SDG targets. As a multi-sectoral strategy, the NRS will require joint monitoring involving all the relevant stakeholders. Monitoring implementation will primarily be done by a Joint Monitoring, Evaluation, and Learning Unit, consisting of a Unit Head, and Evaluation Officers in the Planning Units of the respective MDAs responsible for implementation. A technical working group will provide support to the M&E Unit. The Unit Head will lead the development and validation of the M&E plan, and implementation instruments. To ease the development of the monitoring tools, indicators will be drawn from existing strategies and policies; however high-level indicators are new, and additional effort is required to plan for coordinated data collection and monitoring. The NRS will include a beneficiary accountability mechanism and confidential communication channels for redress. Systems for establishing these features will build on existing experiences among the GoM, DPs, and other organizations.

Learning is also a critical component for resilience. Thus, a key component will include developing and managing a resilience learning agenda with input for all stakeholders, and learning from other countries. Implementation research and other studies should be included in project and initiatives in alignment with the NRS and the MGDS III.

Capacity building to establish, manage monitoring, and evaluate systems that support the common NRS framework will also be supported. This includes joint efforts to build capacity for government ministries at national and sub-national

levels, as well as civil society and implementing partner levels. This will also include a significant effort in strengthening monitoring and evaluation and information systems, including integration of gender disaggregated data based on thorough

gender analysis under each of the NRS pillars. The initial monitoring and evaluation frameworks outlined in **Annex I** will be discussed and reaffirmed in accordance with the national M&E systems during implementation and development



of a detailed NRS M&E plan. These frameworks provide the high-level multi-sectoral results and intermediate results prioritized in the NRS.

Most indicators and results are drawn from national strategies and policies, while others are added to measure the cumulative result of the interventions, improved coordination measures,

and coordinated activities. The NRS indicators do not intend to replicate the level of detail in each policy and strategy, and therefore devolve only to interim outcomes. Detailed activities will be included in the NRS phase one implementation plan. The NRS is not intended to dictate the numerous strategies and approaches, or activities that can be employed to achieve results; rather, forward projects and planning should draw on innovative strategies from all public and private stakeholders, while also building on evidence from Malawi and globally.

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## Risk Management

The NRS represents a new approach to programme delivery, presenting some risks to its successful implementation. The principal risks associated with the NRS, and the measures to be taken to mitigate them, are outlined in **Table 11**.

**Table 11: NRS Risks and Mitigation Measures**

Risk	Mitigation
1. Common NRS programming does not lead to appreciable improvements in levels of harmonized delivery of interventions targeting food insecure households, with MDAs and DPs continuing to act independently.	<ul style="list-style-type: none"> <li>• NRS is aligned with decentralization process outlined in the MGDS III a mechanism through which to leverage additional resources in support of district capacity development.</li> <li>• Strong metrics in place to validate benefits of joined up programming, and identify solutions to bottlenecks.</li> <li>• Performance incentives integrated into design of MGDS III Flagship Partnership Programme on Resilience.</li> </ul>
2. Low capacity to implement NRS components and pillars, and absorb finance and technical assistance at the scale required.	<ul style="list-style-type: none"> <li>• Each component and pillar include capacity development.</li> <li>• Capacity building resources are mobilized to manage, implement, and measure impacts of a multi-sectoral and multi-stakeholder strategy.</li> </ul>
3. Slow progress in implementing decentralized governance, given the critical contribution of the district governments to the success of the NRS.	<ul style="list-style-type: none"> <li>• NRS is aligned with decentralization process outlined in the MGDS III, and efforts to leverage additional resources in support of national, district and local capacity development will be pursued</li> </ul>
4. Change in policy and/or priorities undermines stakeholder commitment to the NRS.	<ul style="list-style-type: none"> <li>• Strong impact monitoring and evaluation will generate evidence of progress and justification for continued investment.</li> <li>• Continuity of government commitment, expressed in the priorities communicated to donors, will facilitate continued alignment against NRS components and pillars.</li> <li>• National NRS Governance Committee will ensure adequate understanding of, and commitment to, NRS objectives and priorities.</li> </ul>
5. Unintended use of budgetary resources undermines confidence in government delivery of the NRS.	<ul style="list-style-type: none"> <li>• Strong transparency and accountability measures are integrated into the MGDS III Flagship Partnership Programme on Resilience.</li> </ul>



## ANNEX I: Preliminary NRS Common Programme Framework<sup>57</sup>

NRS Goal (by 2030): A country free of chronic vulnerability, food and nutrition insecurity, where sustainable economic development creates opportunities for everyone, and where people are resilient to economic and environmental shocks that affect their lives and livelihoods.						
Combined Pillar Impacts	Verifiable Indicator (disaggregated by gender, age)	2018-2022	2023-2027	2028-2030	Means of verification	Assumptions
National and devolved government institutions, civil society, and communities	Percent reduction in extreme poverty	8%	TBD	TBD	Survey (IHS)	<ul style="list-style-type: none"> <li>Investments are made through all pillars</li> <li>Multi-sectoral approach is implemented and coordinated at scale</li> <li>Political and economic stability</li> <li>Increased funding source</li> </ul>
	Reduction and prevalence and depth of food insecurity	10%	TBD	TBD	Food Insecure Experience Scale (FIES)	
Sustain reductions in the number of chronically food and nutrition insecure households	Reduction in number of people requiring food and cash assistance as a result of flood and drought emergencies	30%	30%	30%	MVAC Joint Post Disaster Assessments Specialized surveys	
Reduction in childhood stunting	Return on Investment money and livelihoods saved from averting food and nutrition crisis compared to past crisis	TBD	TBD	TBD	Joint Post Disaster Assessments Specialized studies	
Transform the agriculture sector into an engine for shared economic growth, food and nutrition security and poverty reduction.	Percent of poor Malawians graduated from the SCTP	TBD	TBD	50%	Population survey Specialized studies	
Safeguard Malawi's natural resource endowments and ecosystems that contribute to social and economic prosperity.	Percent of poor Malawians living above the poverty line who do not backslide into poverty	TBD	TBD	TBD	Population survey	
Enhance climate-adaptation capacity of all stakeholders	Percent annual growth in agriculture GDP	6%	6%	6%	Survey	
	Annual reduction in percent of children under five years of age stunted	5%	5%	5%	DHS	
	Percent reduction in anaemia in under five and WCBA	57%	52%	47%	DHS	
Enhance early warning and response mechanisms that safeguard lives and livelihoods from shocks, primarily floods and droughts	Percent annual growth in agriculture GDP	6%	6%	6%	DHS	
	Increase in availability, access, quality, and affordability of recommended food groups in Malawi in local and regional markets.	TBD	TBD	TBD	Market surveys	
	Percent increase in hectares managed through improved land management practices (protective forest cover in priority catchments)	15% (4 m ha)	TBD	TBD	Project assessments	
Women's empowerment strengthened through cross-cutting strategies and measurable outcomes	Percent change in women's empowerment	TBD	TBD	TBD	Women Empowerment in Agriculture (WEIA) Score Specialized studies	
	Optimal funding levels for multi-sectoral programmes and programming in priority NRS areas is allocated by the GoM Treasury and Develop Partners. (yes/no)	Yes	Yes	Yes	Government records	
	National and devolved government institutions fund and implement coordinated multi-sectoral plans supporting NRS priorities.	Yes	Yes	Yes	Government records	

<sup>57</sup> The NRS Common Programme Framework and M&E tables represent Impact, Outcomes, and Output levels. The full structure, including the activity level will be finalized and validated during the development of a detailed M&E plan, which is included as a critical step in the first year of NRS Implementation Plan.





## Annex II: NRS Monitoring and Evaluation Frameworks

Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Overall Pillar Outcome: Resilient agriculture results in increased real farm incomes, increased and diversified agricultural exports, economic growth, food security and nutrition</b>	Percent change in real farm incomes disaggregated by gender Change in food security	TBD	TBD	TBD	Agricultural survey FIES Score Household survey	Stable Economic Growth Effective cross-sectoral coordination	MoAIWD; MoITT; MoLHUD MoHP; MoEST; MoGCDSW
	Volume and prices of recommended nutrient rich food groups in Malawi in local and regional markets	TBD	TBD	TBD	Market surveys		MoITT
	Number of farmers with land rights recorded under the new land Registries (by gender and age)	TBD	TBD	TBD	Records of district land registries, MoLHUD		MoLHUD; MoAIWD; MoGCDSW
	Percentage share of women among owners or rights-bearers of agricultural land, by type of tenure	50	50	50	Records of district land registries, MoLHUD		MoLHUD; MoAIWD
	Percentage of children under 5 years old children meeting -6 food group minimum dietary diversity requirement	80	85	90	DHS; Seasonal HH surveys		MoAIWD; MOH; MoEST; MoGCDSW
	Percentage of women meeting -minimum dietary diversity requirement	80	85	90	DHS; Seasonal HH surveys		MoAIWD; MOH; MoEST; MoGCDSW
<b>Outcome 1.1.: Sustainable irrigation scaled up in priority NRS areas</b>	No. of hectares sustainably managed under improved irrigation practices Annual increase in ha under sustainable land and water management disaggregated by gender	7500 15,000	TBD	TBD	Seasonal Agricultural Surveys aligned with NAIP		MoAIWD; MoNREM
Output 1.1.1: Institutions and farmer groups strengthened to engage in and fully exploit irrigation sites	Percent increase in cropping intensity on existing and new irrigation schemes	150%	TBD	TBD	Seasonal Agricultural Surveys aligned with NAIP		MoAIWD; MoNREM
	Percent of irrigation sites with sustainably financed and functioning institutions and committees (water user committees; IWD, FOs)	100	TBD	TBD			
<b>Output 1.1.2:</b> Watershed development and irrigation sites developed and valorised to increase year-round productivity of staples and diverse crops for consumption and sale	# irrigation sites established as per plans and past inspection (yes/no) # months access to water	Yes	Yes	Yes	Seasonal Agricultural Surveys aligned with NAIP HH Surveys		MoAIWD; MoNREM

Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 -2027	2028 -2030	Means of verification	Assumptions	Responsible
<b>Outcome 1.2: Drought Mitigation Measures enhanced</b>	Percent of households with potable water within 500 meters /30 minutes' walk disaggregated by gender Percent of smallholder farmers with multiple use water systems Reduced loss of crops as a result of water supply infrastructure Reduced livestock mortality rates as a result of water supply infrastructure Reduced loss of livelihoods as a result of water supply infrastructure GoM is paid out based on insurance plans following drought-related crops/livestock loss # farmers paid out based on insurance plans following drought-related crops/livestock loss	85%  TBD	TBD	TBD	post disaster emergency assessment reports Beneficiary reports	Systems and people have sufficient assets and coping mechanisms  Insurance is accessible to smallholder farmers at scale	MoAIWD; MoNREM
<b>Output 1.2.1: Rehabilitate and expand critical water supply infrastructures based on catchment management plans</b>	Planned projects are completed with full multi-sectoral integrated approach (yes/no) # boreholes, shallow wells, water lifting technologies  # and % of women reporting time and labour reduction in collecting water as a result of improved technology.	Yes	Yes	Yes	Surveys Project reports Water user committee or facility management reports	maintenance systems are self-sustaining though income generation.	MoAIWD; MoNREM; MoFEP&D MoGCDSW
<b>Output 1.2.2: Increased access to risk financing at national and household levels.</b>	National risk financing instruments established # farm households accessing micro-insurance products	TBD	TBD	TBD	Survey	Conditions for developing insurance products in Malawi are improved	MoAIWD; MoFEP&D
<b>Outcome: 1.3: increased Agricultural Diversification</b>	Growing share of agricultural GDP from commodities other than tobacco and maize	TBD	TBD	TBD	Seasonal Agricultural Surveys aligned with NAIP	Economy remains stable Diversification is profitable  Farmers are able to overcome pests and weather shocks	MoAIWD

Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 -2027	2028 -2030	Means of verification	Assumptions	Responsible
<b>Output 1.3.1: Enhanced communication strategies to promote behaviour change and build consumer demand for more diverse, drought tolerant, and nutrition-sensitive agriculture practices, products, and services</b>	# MDAs promoting harmonized communication strategy # private sector actors marketing drought tolerant, and nutrition-sensitive crop varieties and livestock Percent of users and recipients reporting that communication strategies are effective	100	100	100	District records Project records Marketing records Surveys		MoAIWD; MoLGRD MoITT
<b>Output 1.3.2 Increased crop diversification to promote dietary diversity and more resilient food systems</b>	Number of farmers using improved seeds	3.2 million	TBD	TBD	Seasonal Agricultural Surveys aligned with NAIP		MoAIWD
	Increased fertilizer usage per ha of arable land	60					
	Increased share of land prepared with mechanised conservation agriculture implements	TBD					
	Average yield - pulses	1.5 MT/ha	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average yield - groundnut production	700,000 MT/year	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD;
	Average yield -oilseeds productivity	5 MT/ha	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average yield - maize	TBD	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average yield -rice production	220,000 MT/year	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average yield -roots tubers	TBD	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average yield - fruits and vegetables	TBD	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
Average catch - aquaculture -	10,000 MT/year	TBD	TBD	Agricultural Surveys aligned with NAIP	MoAIWD		
<b>Output 1.3.3: increased productivity in livestock and fisheries</b>	Average stock - chicken	110 million	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD

Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 -2027	2028 -2030	Means of verification	Assumptions	Responsible
	Average stock - pigs	5.5 million	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average stock - goats	10 million	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average stock - cattle	2 million	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Average stock - dairy cattle	106 thousand	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
	Livestock units owned per smallholder	1.8	TBD	TBD	Agricultural Surveys aligned with NAIP		MoAIWD
<b>Output 1.3.4: Strengthen post-harvest processing and storage</b>	Reduction of post-harvest losses in priority value chains	50%	TBD	TBD	Specialized surveys (Malabo, CAADP, SDG indicator)		MoAIWD
<b>Output 1.3.5: Integrate nutrition-sensitive agriculture and food systems interventions</b>	# nutrition and food systems assessments conducted # programs with measurable nutrition-sensitive objective # people, groups, and type trained on nutrition education Average yield - OFSP and other biofortified crops # input suppliers mainstreaming nutrition-related products and services # groups trained on integrated home stead food production Percent FO engaged in profitable nutrition-sensitive value chains and nutrition enterprises # market actors promoting nutrition Parts per billion (ppb) aflatoxin levels in groundnuts and maize reduces Increased women's empowerment	TBD           10 ppb	TBD	TBD	Agricultural and marketing surveys aligned with NAIP Gender and WEAI surveys and special studies Malawi Program on Aflatoxin Control Reports		MoAIWD

Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 -2027	2028 -2030	Means of verification	Assumptions	Responsible
<b>Outcome 1.4: Increased market development, value addition, and exports</b>	Increased share of smallholder farmers producing for the market Percent smallholder famers with access to MIS  Increased share of high-value and processed products in agricultural exports Increased value of regional agricultural trade	30%  20%  20%	TBD	TBD	Agricultural and marketing surveys aligned with NAIP	Markets remain stabile	MoAIWD; MoITT
<b>Output 1.4.1: Farmer organizations developed and oriented towards market engagement</b>	Percent of smallholder farmers accessing credit # farmers under contract farming Increased privately managed storage capacity Percent of smallholder farmers trained in market facilitation	10 20% 240,000 MT	TBD	TBD	Agricultural and marketing surveys aligned with NAIP		MoAIWD; MoITT
<b>Output 1.4.2: ADMARC reform results in reduced market uncertainty and price volatility</b>	ADMARC policy reforms implemented	Yes	Yes	Yes	Policy and market reports		ADMARC; MoAIWD; MoITT
<b>Output 1.4.3: Preparatory work to establish Special Grain Export Processing Zone completed</b>	Export processing zone established and valorised Yes/No	Yes	Yes	Yes	MoITT reports/studies		MoITT; MoAIWD
<b>NRS Pillar 1.5: Improved management of the Strategic Grain Reserve</b>	NFRA reports sufficient grain reserve People report sufficient for grains, and have surplus	25%	TBD	TBD	NFRA reports District and community reports	SGR policies are implemented and funding for silos is secured	MoAIWD; National Food Reserve Agency
<b>Output 1.5.1: Grain storage capacity of the SGR increased</b>	Planned silos, warehouses rehabilitated and constructed (y/n) Reform policies are implemented Percent communities with cereal banks Percent communities with cereal banks for children	Yes  TBD	Yes  TBD	Yes  TBD	NFRA reports District and community reports		MoAIWD; National Food Reserve Agency MoLGRD

Pillar 1: Resilient Agriculture	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 -2027	2028 -2030	Means of verification	Assumptions	Responsible
<b>Output 1.5.2: Efficiency and cost-effectiveness of SGR management enhanced</b>	# years that SGR is reporting adequate stocks and service	Yes	Yes	Yes	NFRA reports		MoAIWD; NFRA
<b>NRS Pillar 1.6: Farm Input Subsidy Programme (FISP) Reforms Implemented</b>	Percent increase in productivity/ha for productive farmers under FISP reforms Additional funds allocated for resilience activities (staff housing for DADO) reaching smallholder farmers (amount and type of activity) s	TBD	TBD	TBD	Impact study of FISP reforms	Reforms implemented as planned	MoAIWD
<b>Output 1.6.1: Improved productivity and efficiency of the Farm Inputs and Subsidy Programme</b>	# Productive farmers receiving cereal and legume seed and chemical/organic fertiliser subsidies on timely basis # productive farmers that top up subsidy with own resources	TBD	TBD	TBD	FISP Reports	Reforms implemented as planned	MoAIWD

Pillar 2: Risk Reduction, Flood Control, Early Warning and Response Systems	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Overall Pillar Outcome: Risk Reduction, Flood Control, Drought Mitigation, and Early Warning and Response Systems protect against disaster, save lives, the environment, and increase productivity</b>	Percent reduction in population vulnerable to the impacts of drought and floods	TBD	TBD	TBD	project reports Post-emergency assessment reports  RIMA Score	Households are also benefitting from resilient agriculture, land and water management, and livelihoods	DoDMA; MNREM; MoLHUD; MoAIWD
<b>Outcome 2.1: Mainstream DRM into all sectors at all levels</b>	Measurable multi-sectoral DRM strategies, systems, and management structures are established and effectively performing in districts, areas, villages, and disaster-prone zones				NRS Operational guidelines developed	All MDAs are engaged	DoDMA; MoLGRD; All MDAs
<b>Output 2.1.1: Strengthen management and coordination systems for integrating DRM</b>	Percent MDAs with DRM programs and budgets reporting into programmes % Districts with civil protection committees established and applying management and coordination techniques.	100	100	100	District Records		DoDMA; MoLGRD; All MDAs
<b>Output 2.1.2: Integrate DRM risk assessment and monitoring into all sectors and programmes</b>	Percent Districts, areas, villages, and disaster-prone zones with multi-sectoral DRM plans # district, areas, villages, and disaster-prone zones routinely reporting on DRM monitoring	100	100	100	District Records		DoDMA; MoLGRD; All MDAs
<b>Output 2.1.3: Promote a culture of safety and resilience among all stakeholders at community level and public institutions</b>	Percent public and private institutions with DRM plans # businesses reporting adoption of DRM strategies	TBD	TBD	TBD	Public records from schools, hospitals, and others		DoDMA; MoEST; MoHP; MoITT
<b>Outcome 2.2: Strengthened systems for flood prevention and control, planning, and monitoring.</b>	Reduced loss of crops, livestock, and assets (natural, livelihoods, and human) as a result of flood.	10%	10%	10%	Disaster mitigation and post disaster emergency assessment reports	Infrastructure and multiple systems fail	DoDMA; MoLGRD; all MDAs

Pillar 2: Risk Reduction, Flood Control, Early Warning and Response Systems	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Output 2.2.1: Develop systems and infrastructure to control flooding of dykes, dams, and rivers</b>	# Districts, areas, villages, and disaster-prone flood zones with risk assessments completed # Districts, areas, villages with trained CPCs and other relevant committees # Districts, areas, villages, and disaster-prone flood zones submitting timely and accurate flood control reports Flood control infrastructure implemented in assessed sites as per plans	100	100	100	Districts reports  Project reports		DoDMA; MoLGRD; all MDAs
<b>Outcome 2.3: Establish and enhance effective early warning systems</b>	Communities communicate and receive notifications and updates, and support on timely basis.	TBD	TBD	TBD	Reports from drills and ongoing surveillance.	Communications failure	DoDMA
<b>Output 2.3.1: Establish and strengthen national and community based early warning systems in all problematic rivers and drought prone areas in target NRS districts</b>	Inter-ministerial coordination structures and communication systems established supporting national, district, areas, and village levels EWS coordination systems # District, Areas, Villages, and disaster-prone zones with community-based multi-sectoral EWS established based on JEFAP guidelines Percent communities and committees conducting recommended periodic drills and reporting functioning systems CPCs and other committees are trained on EWS, and are equipped to mobilize communities during an emergency Gender, nutrition, and social exclusion criteria are integrated into the EWS	100	100	100	Districts reports  EWS Reports  Project reports		DoDMA; MoLGRD; all MDAs
<b>Outcome 2.4 Strengthen Disaster Preparedness, Response, and Recovery systems</b>	Disaster preparedness, response, and recovery operation are implemented in line with JEFAP Guidelines for Malawi.  % of population receiving timely lifesaving assistance.	Yes	Yes	Yes	DRR and Post disaster assessments Beneficiary testimonials received over redress line and surveys	Political instability	DoDMA

Pillar 2: Risk Reduction, Flood Control, Early Warning and Response Systems	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Output 2.4.1: Strengthening inter-ministerial and community-based coordination to manage early warning systems and disaster response systems</b>	Multi-hazard Contingency plans established in all districts and communities (y/n) Meeting schedules, manuals, and reported information is actionable, and meeting JEFAP guidelines	100	100	100	Humanitarian reports		DoDMA; MoLGRD; all MDAs
<b>Output: 2.4.2: Provide lifesaving assistance to address food, nutrition, and other needs in emergencies using (food, cash, vouchers)</b>	MVAC linked to IPC MVAC Data is multi-sectoral, and linked to MNSSP II beneficiary registry Biannual assessment conducted (y/n) Percent of humanitarian beneficiaries and MNSSP II beneficiaries received appropriate and timely transfer for their status. Percent households and individuals benefitting from asset creation following emergency response. Post-disaster needs assessment conducted (y/n)	TBD	TBD	TBD	Humanitarian registry  MVAC/IPC reports  Project reports  Assessment reports		DoDMA; MoFEP&D



Pillar 3: Household Resilience and Livelihoods	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Overall Pillar Outcome: Protecting individuals and households against vulnerability to multidimensional poverty</b>	Percent increase in consumption expenditure	TBD	TBD	TBD	Household surveys	MNSSP programme is fully funded	EP&D; MoGCDSW
	Percent HH and individuals with improved coping strategies disaggregated by gender	TBD	TBD	TBD	Household surveys	MNSSP beneficiaries and others are reached through other pillar activities	EP&D; MoGCDSW; MoAIWD; MoEST
	Percent HH and individuals with increased productive assets and risk mitigation services disaggregated by gender.	TBD	TBD	TBD	Household surveys		EP&D; MoGCDSW
	Percent reduction in youth unemployment rate	5%	5%	5%	Household surveys		
<b>NRS Pillar 3.1: Consumption support provided for vulnerable population</b>	% SCTP beneficiaries meeting real consumption needs Growth rates of household expenditure or income per capita among the bottom 40 per cent of the population and the total population	90	90	90	Household and community surveys	Targeting is accurate and value of transfer covers consumption needs.	EP&D; MoGCDSW
	Percent school retention rate	90	90	90	EMIS	MNSSP beneficiaries benefit from other pillar activities	
	Percent MNSSP II beneficiaries with increased access to productive assets	90	90	90	Household and community surveys		
	Percent of beneficiaries reporting positive feedback on SCTP	75	75	75	Beneficiary testimonials	Targeting is accurate	
<b>Output 3.1.1: Increase the efficiency and effectiveness of the MNSSP cash transfer programme</b>	Percent inclusions and exclusion errors among SMTP beneficiary registry	50	50	100	Proxy Means Test & UBR verification data	Programme is fully funded  Transparency and accountability of all systems is maintained	EP&D; MoGCDSW



Pillar 3: Household Resilience and Livelihoods	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
	Percent of physical and financial reports and audits submitted on time	75	75	75	District Council and Committee records.		
	Percent of programmatic reports received on time	75	75	75	District Council and Committee records.		
	Percent of time services are received on time	75	75	75	District Council and Committee records.		
	Percent time meetings are held as per recommended protocols	75	75	75	District Council and Committee records.		
	Percent beneficiaries and type receiving timely SCTP transfers Percent of children receiving conditional transfer in school Percent of malnourished children receiving SCTP benefit.	10	10	10	MNSSP transfer records		
	Percent of staff who report timely access to programme documents	TBD	TBD	TBD	MNSSP transfer records		
	# communities with committees and feedback mechanisms in place.	75	90	100	District records NRS Secretariat Records		MoLGRD MoFEP&D
<b>Output 3.1.2: Expand and harmonize PWP approaches to support a broad range of asset creation strategies to strengthen household and systems level resilience reaching MNSSP beneficiaries of the CT programme, humanitarian registries, and other vulnerable households.</b>	Percent of PWP households reporting stable or increased levels of conditional transfer (Gender)	TBD	TBD	TBD	Household surveys	Effective coordination among all MNSSP II stakeholders	MoFEP&D; MoGCDSW
<b>Output 3.1.3: Increase enrolment and access to education and nutrition for vulnerable households</b>	School enrolment rates School retention rates	TBD	TBD	TBD	School records	Sufficient resources to scale SMP	MoEST
<b>Output 3.1.4: Strengthen MNSSP II management and multi-sectoral coordination systems</b>	Effectiveness of coordination structures, tools, and materials supporting MNSSP II (y/n)	Y	Y	Y	(based on capacity assessment)	Effective coordination among all MNSSP II stakeholders	MoFEP&D; MoGCDSW; MoNREM; MoAIWD



Pillar 3: Household Resilience and Livelihoods	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>NRS Pillar 3.2: Resilient livelihoods strengthened</b>	Percent households who report they are satisfied with their business or job	75	75	75	Household surveys	Economic and political stability	MoITT
	Percent of poor households with diversified and profitable livelihoods strategies disaggregated by gender	75	75	75	Household surveys	Viable job opportunities or enterprises exist	MoITT
	Percent beneficiaries feeling positive psychological impacts as a result of improved livelihoods disaggregated by gender	75	75	75	Household surveys	Other psychological influences	MoITT; MoGCDSW
	# and type of jobs created supporting NRS pillars	TBD	TBD	TBD	Jobs surveys and reports  Project-level reports		MoITT
	Long-term workforce development strategies developed at district and national levels	yes	yes	yes	(yes/no)		MoITT
<b>Output 3.2.1: Diversified agricultural livelihoods and non-farm employment opportunities strengthened</b>	Workforce strategy developed (y/n) Increased market engagement among target groups disaggregated by gender	TBD	TBD	TBD	Surveys		MoGCDSW
<b>Output 3.2.2: Availability and access to financial services strengthened</b>	# MFIs with increased capacity and reach # and % beneficiaries or groups benefitting from VSL, micro-finance or crop and livestock insurance disaggregated by gender # VSL groups reporting increased savings and livelihoods diversification #Farmers, women and youth groups capacitated with financial literacy and management skills	TBD	TBD	TBD	Project level records		MoFEP&D
<b>3.3: Shock-Sensitive Social Protection services established</b>	Government and humanitarian agencies manage response in an effective and timely manner.	TBD	TBD	TBD	Risk mitigation reporting Post- disaster and recovery reporting	Transparent, effective, and accountable systems established	DoDMA; MoFEP&D
<b>Output 3.3.1: Establishment of Social Support Fund for predictable, timely and easy mobilization and response</b>	Percent of beneficiaries able to benefit from the fund when needed.	TBD	TBD	TBD	Project; funds records		EP&D; MoGCDSW



Pillar 3: Household Resilience and Livelihoods	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
Output 3.3.2: Establishment of adjustable transfer levels to consider predictable seasonality of shocks and emergencies affecting the poor and the vulnerable households	# people benefitting temporarily pre, during, and post-emergency.	TBD	TBD	TBD	UBR; biometric data		EP&D; MoGCDSW
Output 3.3.3: Early warning systems are coordinated with the humanitarian beneficiary registry, and UBR to facilitate timely and accurate response	Percent districts with systems established and tested	50	75	100	National and district level reports		DoDMA
<b>3.4: Households and individuals have increased adoption of improved nutritional practices</b>	Percent of individual reporting 3 or more improved behaviours	75	75	75	DHS/ Surveillance	All MDAs and private sector coordinate to provide nutrition services	DNHA
Output 3.4.1: Nutritionally vulnerable households have adopted nutrition-specific behaviours and practices	Percentage of children 6–23 months of age who received a Minimum Acceptable Diet	31%	41%	51%	DHS/ Surveillance	Increased crop and dietary diversity	DNHA
Output 3.4.2: Vulnerable households have diversified their diets and increased their consumption of nutrient dense foods	Percentage of children age 6–23 months who received foods from 4 or more food groups during the previous day	39%	49%	59%	Care group register/ DHS/ MICS	Increased crop and dietary diversity	DNHA
	Percentage women of reproductive age 15–49 years consuming 4 or more food groups	39%	49%	59%			DNHA
Output 3.4.3: School children (pre-primary, school-aged or adolescents) have reliable access to safe, adequate, and nutritious foods, improved learning capacity, and increased enrolment through the School Meals Programme	Percentage of schools operating school meals.	58%	68%	78%	SHN	School Meals Programme will be scaled up by partners	DNHA
	Percentage of beneficiaries from MNSSP II school meals programme	41%	51%	61%	SHN	School Meals Programme will be scaled up by partners	DNHA
Output 3.4.4: Nutrition targeting is included in Social Safety Net	Households with acutely malnourished children covered through food, cash and livelihood interventions	60%	80%	90%	Food security evaluation reports		DNHA
Pillar 3: Household Resilience and Livelihoods	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible



<b>Output 3.4.5: Improved nutrition status of children under five in Malawi.</b>	Percentage of children 6–23 months received micronutrient powders 30 sachets	32%	27%	22%	MDHS	Increased population growth may compromise the results	DNHA
	Percentage of children 6–23 months received micronutrient powders 30 sachets	70%	80%	80%	MNS/Care group register	Micronutrients supplementation programme will be scaled up by IPs	DNHA
<b>Output 3.4.6: Reduced wasting among children under five years, pregnant and lactating women, PLHIV and other vulnerable groups</b>	Percentage of children under five years of age who are wasted	1.50%	1%	0.50%	DHS / MICS/ Surveillance	Relevant sectors continue to implement planned nutrition related programme	DNHA
	Proportion of adolescents and adults in HIV and TB care and treatment whose nutritional status is assessed & classified as moderate and severe undernutrition	10%	5%	2%	DHS / MICS/ Surveillance	Relevant sectors continue to implement planned nutrition related programme	DNHA
<b>Output 3.4.7: Improved breastfeeding practices</b>	Proportion of children 0–5 months of age who are exclusively breastfed	73%	78%	83%	DHS	Nutrition education programme will be scaled up by implementing partners	DNHA
<b>Output 3.4.8: Improved positive behaviour change through care group interventions for optimum nutrition</b>	Percentage of households practicing integrated household farming (at least 3)	51%	61%	71%	DAES monthly report	Nutrition education programme will be scaled up by implementing partners	DNHA
	Percentage of households with children under age two benefiting from monthly care group services in intervention districts	86%	90%	90%			DNHA



Pillar 3: Household Resilience and Livelihoods	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
Output 3.4.9: Improved access to safe drinking water and improved sanitation facilities and practices	Percentage of population using improved sources of drinking water Villages Percentage of population washing hand at critical times.	93%	95%	95%	DHS/ MICS	Improved government and community water supply projects implemented and maintained in NRS zones.	DNHA
	Percentage of population using improved sanitation facilities Percentage of communities certified open defecation free	61%	66%	71%		Sanitation will be scaled by IPs	DNHA
Output 3.4.10: Increased budgetary allocation for nutrition by government	Percentage of budgetary allocation for nutrition programmes in DC at district level	0.05%	0.10%	0.20%	DNCC reports	The GoM Treasury allocates resources to NRS and national priorities.	DNHA



Pillar 4: Catchment Protection and Planning	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Overall Pillar Outcome: Malawi's natural resource assets, ecosystems and services are sustainably managed, and contribute to sustainable livelihoods</b>	<ul style="list-style-type: none"> <li>• % Increase in change in soil carbon</li> <li>• Type and quality and quality of ecosystems services and products</li> </ul>	80%	80%	80%	NAIP reports Research reports Surveys	Implementation of catchment protection activities is done according to assessed and verified national plans and guidance.	MoNRM MoAIWD DoE
<b>Outcome 4.1: existing and new catchment protection plans are enhanced through Integrated Watershed Management design</b>	Annual increase in area under sustainable land and water management (ha)	15,000 ha	15,000 ha	15,000 ha	Seasonal Agricultural Surveys aligned with NAIP	Funding is secured	MoAIWD MoLGRD LDF MoLHUD MoFE&D
<b>Output 4.1.1: Catchment protection and IWM approaches harmonized and coordinated across NRS pillars</b>	project plans and results reflect multi-sectoral coordination	TBD	TBD	TBD	Reports	Funding is secured	MoAIWD MoLGRD MoLHUD MoFE&D DoDMA
<b>Output 4.1.2: National, district, inter-district and community planning structures strengthened to implement integrated catchment and watershed development programmes</b>	Committees trained and mobilized # and type of Community forums and civil society groups engaged and advocating for climate adaptation practices; (Formation of public-private-community 'forest caring' forums)	TBD	TBD	TBD	Reports	Funding is secured	MoNREM; MoLGRD
<b>Output 4.1.3: Civil society organizations and groups strengthened to understand, engage in, and advocate for integrated catchment management and sustainable livelihoods</b>	# and type of groups	TBD	TBD	TBD	Reports	Funding is secured	MoNREM; MoLGRD; MoAIWD



Pillar 4: Catchment Protection and Planning	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Outcome 4.2 Sustainable Land Management, Restoration, and Conservation practices scaled up as per catchment protection plans</b>	Percent of target hectares under recommended practices adopted as per integrated catchment plans	4 million	TBD	TBD			MoNREM MoAIWD DoDMA MoLHUD
<b>Output 4.2.1: Consolidate existing and new assessments of land restoration and opportunities for eco-systems services using multi-criteria mapping</b>	Assessment report completed (y/n)	Y	Y	Y	Land surveys; project records		MoNREM; MoAIWD MoLHUD MoGCDSW
<b>Output 4.2.2: Increase catchment-based natural generation</b>	Increase in # hectares of catchment areas under natural farmer regeneration	3.8 million	TBD	TBD			MoNREM; MoAIWD MoLHUD MoGCDSW
<b>Output 4.2.3: Facilitate riverbank restoration and protection</b>	Percent increase in hectares of riverbank in catchment areas restored compared to target	25	50	100			MoNREM; MoAIWD MoLHUD MoGCDSW
<b>Output 4.2.4: Facilitate wetland conservation</b>	Percent increase in the # hectares of dambos under protective management	25	50	100			MoNREM; MoAIWD MoLHUD MoGCDSW
<b>Output 4.2.5: Facilitate hillside protection programmes through IWM</b>	Percent increase in the # hectares of steep slopes under protective management	25	50	100			MoNREM; MoAIWD MoLHUD MoGCDSW
<b>Outcome 4.3: Scale up financing and investment for payment for ecosystem services.</b>	Value of trust fund Value of sales for ecosystem services	TBD	TBD	TBD	transaction records	Economic growth increases and partners in Malawi are able to attract climate investment.  Demand for ecosystem payments increases.	MoNREM; MoFEP&D; MoITT MoGCDSW
<b>Output 4.3.1: Introduce tree planting and caring incentives (e.g. scholarships) in schools and communities (primary and secondary).</b>	# ha trees planted  Area (ha) under natural regeneration	TBD	TBD	TBD	land surveyed	Demand for ecosystem payments	MoNREM; MoEST



Pillar 4: Catchment Protection and Planning	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Output 4.3.2: Introduce and scale up green carbon credits</b>	Value of sales and return from carbon sequestration	TBD	TBD	TBD	land surveyed; sale records for cook stoves.	Economic growth increases and partners in Malawi are able to attract climate investment.  Demand for ecosystem payments increases.	MoNREM; MoFEP&D
	Financing for climate resilient micro-enterprises obtained	Y	Y	Y			
	Malawi is qualified for REDD+ implementation status	Y	Y	Y			
<b>Outcome 4.4: Sustainable forest-based enterprises scaled up</b>	Increase in sales of forest based enterprises	TBD	TBD	TBD			MoNREM
<b>Output 4.4.1: Integrate forest based enterprises into ongoing and new integrated programmes</b>	# and type of profitable forest-based enterprises adopted at scale	TBD	TBD	TBD	Project reports	Private sector investment.	MoNREM
<b>Outcome 4.5: Access to efficient and affordable electricity and sustainable energy sources scaled up in rural and urban areas</b>	Percentage change in penetration of renewable energy sources	15%	TBD	TBD	Utility records. Testimonials	Financing is secured to implement plans for rural electrification.	MoNREM
	Percentage penetration of energy efficient technologies	54%					
	Percentage increase in (Cook stoves, LPG Cylinders)	50%					
	Percentage of population with access to electricity (%)	50%					
<b>Output 4.5.1: Rural electrification scaled up</b>	Percent people and institutions in rural areas with affordable access to electricity	8 grid extensions to 170 additional trading centres	100% of schools and hospitals by 2025	100% by 2030	Reports		MoNREM
	Percent scale up of electrification systems	300 MW of new capacity	50% mini grids operational by 2025				



Pillar 4: Catchment Protection and Planning	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Output 4.5.2: Scale up capacity building and investment in renewable and biomass energy and improved technologies</b>	Number and percent of households and businesses using efficient kilns and clean cook stoves;  # and volume of renewable biomass energy enterprises profitable (sustainable woodlots; legal charcoal production)  # and volume of other profitable business eco-businesses, (improved brick making, etc.)		2 million cook stoves sold by 2020 20% bioethanol in petrol by 2025		Training reports		MoNREM

Crosscutting Strategy 1: Gender and Women's Empowerment	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Cross-cutting Strategy 1: Measurable gender and women's empowerment outcomes are mainstreamed across all NRS pillars</b>	Percent MDAs and projects integrating measurable gender and women's empowerment outcomes as per Gender Action Plan	75	85	100	Programme reports	Financing and partnerships are secured  All MDA buy in and coordinate.	MoGCDSW All MDAs
<b>Crosscutting Outcome 1: Develop NRS Gender and Women's Empowerment action plan</b>	Gender Action Plan developed (y/n)	y	y	y	Approved Gender Action Plan		MoGCDSW All MDAs
<b>Output X.1: Develop instruments and approaches for applying the Women's Empowerment in Agriculture Index (WEAI) in the NRS</b>	WEAI tools and materials developed (y/n) #MDA staff and other stakeholders trained at all levels	y	y	y	Programme reports Training reports		MoGCDSW All MDAs
<b>Output X.2: Districts are staffed and equipped to implement Gender Action Plan</b>	Percent NRS Districts with Gender Officers	100%	100%	100%	District reports	Resources allocated	MoGCDSW All MDAs



Crosscutting Strategy 2: Implementation and Coordination	Verifiable Indicator (all disaggregated by gender)	2018 - 2022	2023 - 2027	2028 - 2030	Means of verification	Assumptions	Responsible
<b>Cross-cutting Strategy 2: National and devolved government structures and institutions are functional, accountable, and well managed, with effective &amp; accurate monitoring, evaluation, information systems.</b>	Score on organizational capacity index Score on program and management quality assurance reports Self-assessments	TBD	TBD	TBD	Assessment reports	Political stability Commitment from all stakeholders to achieving the NRS goals, and resource allocation requirements	NGC; DPs; All MDA and stakeholders
<b>Cross-cutting outcome 2: Government institutions, civil society organizations, and development partners work together to strengthen systems, and efficiently coordinate to deliver on NRS objectives and goals</b>	Degree to which NRS priority districts are receiving funding and technical support to ensure optimal service delivery levels and targets	Yes	Yes	Yes			NDPRC; NDPRTC; All MDAs and stakeholders
<b>NRS Implementation arrangements operationalized, and resourced</b>	# committees formed # positions staffed	TBD	TBD	TBD			NGC; NDPRC; NDPRTC; All MDAs and stakeholders
<b>NRS Monitoring and Evaluation and information Systems Developed and operationalized</b>	Measurement of efficiency and effectiveness of M&E systems and MIS	TBD	TBD	TBD			Secretariat; Technical Working Groups
<b>Resilience Learning Agenda developed and implemented</b>	# and type of initiatives resulting from the Resilience Learning Agenda	TBD	TBD	TBD			Secretariat; Technical Working Groups
<b>NRS coordination structures strengthened</b>	Scores on organizational capacity and quality assurance assessments Self-assessments	TBD	TBD	TBD			Secretariat; Technical Working Groups
<b>Technical, operational, and human resource guidance is used to manage NRS coordination and implementation</b>	Technical guidance implemented as per guide # Meetings, participation, and frequency taking place as per guidance	TBD	TBD	TBD			Secretariat; Technical Working Groups
<b>Institutions are strengthened to implement the NRS</b>	Institutional strengthening plan developed # MDAs and stakeholders engaged in implementing recommendations from Institutional strengthening plan (qualitative)	TBD	TBD	TBD			
<b>Stakeholders use an overarching NRS Communication Plan to promote coordinated information, practices, and messages</b>	NRS Communications plans developed # stakeholders using the NRS communications plan	TBD	TBD	TBD			
<b>Resource mobilization plan developed and funded</b>	Optimal funding levels for multi-sectoral programmes and programming in priority NRS areas is allocated by the GoM Treasury and Develop Partners. (yes/no)	Yes	Yes	yes			NGC; DPs; All MDA and stakeholders