



International
Institute for
Environment and
Development

**The role of parliamentarians
in strengthening the climate change agenda:
Malawi report**

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Acronyms and abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AU	African Union
AWEPA	Association of European Parliamentarians with Africa
CEPA	Centre for Environment and Policy Advocacy
CISANET	Civil Society Agriculture Network
COMESA	Common Market of Eastern and Southern Africa
DFID	Department for International Development
ESCOM	Electricity Supply Commission of Malawi
FARNPAN	Food Agriculture and Natural Resources Policy Analysis Network
FCO	Foreign and Commonwealth Office
GEF	Global Environment Fund
GHG	Green House Gases
HIV	Human Immune Vector
LDC	Least Developed Country
MGDS	Malawi Growth and Development Strategy
MoAGFS	Ministry of Agriculture and Food Security
MoEPDC	Ministry of Economic Planning Development and Cooperation
MP	Member of Parliament
NA	National Assembly
NAC	National Adaptation Capacity
NAC	National Aids Commission
NAPA	National Adaptation Plan of Action
NRCM	National Research Council of Malawi
ODA	Oversees Development Assistance
SACU	Southern Africa Customs Union
SADC	Southern Africa Development Community
UK	United Kingdom
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Coordination on Climate Change

Executive summary

African countries are facing significant consequences of a changing climate and urgently require effective mechanisms and frameworks for responding to and influencing the climate change agenda. Parliamentarians can and should play a crucial role in this agenda but relatively limited attention has been given to the Parliamentary processes at work in African nations. A project has been initiated by the International Institute for Environment and Development (iied) with support of the UK Foreign and Commonwealth Office (FCO), involving the Association of European Parliamentarians with Africa (AWEPA). The study extends to all Southern Africa Customs Union (SACU) countries as well as Bolivia and Nepal and also Scotland. This report provides a summary of a study visit to Malawi conducted during June/July 2010.

Malawi, being located in Sub-Saharan African, is vulnerable to climate change because of its narrow economic base which is dominated by rain-fed agriculture. The country is experiencing climate change variability and many such events have increased in frequency, intensity and magnitude over the last two decades. The overarching aim of the project is to determine how new and strengthened parliamentary action can contribute to the improvement of national climate resilience. The project focuses on the vital role of parliamentarians in supporting the development of climate resilience through: bringing constituents' concerns into the parliamentary fora/ to the attention of governments; scrutinizing how governments are responding to domestic and global climate change issues and developments; and representing a mechanism for achieving policy continuity.

The report builds on a series of semi-structured interviews held with parliamentarians as well as staff of relevant government ministries and agencies and of non-government organisations. Interviews sought to address:- information and information management; prioritisation of adaptation and mitigation responses, coordination of policy and institutions; engagement at regional and international level and resource allocation and prioritisation. The review considered the enablers, or constraints of parliamentary action, as well as effectiveness by which parliamentarians are able to influence outcomes relating to the climate change agenda. Key findings are as follows:

- The Malawi Parliamentary committee based system is constrained by technical and financial capacity. Parliamentary committees are poorly resourced and meet only infrequently.
- Parliamentarians, in contrast to government and NGO representatives interviewed, have only a limited knowledge base in terms of climate science, policy and implementation. Parliamentarians expressed a strong desire to know more and to be better embedded within knowledge systems and the decision-making framework.
- Information sources available to Parliamentarians are limited, and there is no pull or push of knowledge between Parliament and government departments /ministries.
- There is limited policy alignment and coordination although the NAPA serves as policy framework and a National Framework on Climate Change exists.
- Institutional coordination and alignment is managed largely through Ministry of Economic Planning Development and Cooperation, with involvement of other government departments and civil society organisations. A number of working groups exist but there is lack of clarity and transparency in terms of responsibilities, and very limited involvement of parliamentarians.
- As a consequence of the above constraints, parliamentary scrutiny and influence of policies and legislation, as well as implementation, risk evaluation and review is very limited.
- Parliamentarians have very limited oversight of climate-related finances, either in terms of national budgets or the significant development partner funding.

- Parliamentarians attend international fora and negotiations on an *ad hoc* basis and could benefit from further feedback of the outcomes of such events and discussions.
- Parliamentarians are eager to provide a platform for dialogue on climate change with constituents but are not sufficiently equipped to do so at present.
- There was general support from all three stakeholder groups interviewed for Parliamentarians to benefit from training and capacity- building, and for a stronger governance mechanism to permit an improved scrutiny role with greater consideration of social/climate justice issues.

A number of recommendations were made by Parliamentarians themselves during the course of the study:

1. The urgent need for capacity building for MPs / Committee on Agriculture & Natural Resources.
2. A potential Climate Change Bill to animate and guide all climate change work in Malawi.
3. Creation of a climate change (sub) committee in the National Assembly.
4. Speedy action on a coordination / framework for management of climate change activities.
5. Enhanced flow of information particularly to MPs and transparency of government activities.
6. A strategic plan for the National Assembly to mainstream climate change issues.
7. Resources mobilisation locally / at the global level for climate change activities.
8. MPs to advocate for climate change to be translated into tangible political and financial commitment

The report sets out recommended next steps and information that could be beneficial in encouraging ongoing conversations with all stakeholders groups involved.

1. Introduction

African countries are facing significant consequences of a changing climate which is attributable in large part to the activities of developed nations. African countries urgently require effective mechanisms and frameworks for responding to and influencing the climate change agenda both nationally and internationally. Parliamentarians can and should play a crucial role in this agenda - ensuring government accountability and effectiveness as well as providing a vital knowledge link with constituents, both aspects being important in ensuring a country's resilience to climate change. Parliamentarians also have opportunity to promote the voice of citizens at international negotiations and ensuring mitigation responses at home, including at the local level within their constituencies. However, relatively limited attention has been given to the Parliamentary processes (or legislature) at work in African nations. Indeed according to an Africa All Party review, until relatively recently, development partners have tended to focus exclusively on the executive branch of government - working over and around parliaments rather than with them and evidence suggests they may even undermine the role of parliaments. This is despite the fact that parliaments can make a crucial contribution to good governance and development (AAP 2008).

Consideration of the effectiveness and challenges of the parliamentary process is being addressed in a study by the International Institute for Environment and Development (iied). This study extends to all Southern Africa Customs Union (SACU)¹ countries as well as Bolivia and Nepal and also Scotland. This report provides a summary of a study visit to Malawi conducted during June/July 2010.

2. Background to the study

A project has been initiated by the UK Foreign and Commonwealth Office (FCO), involving the Association of European Parliamentarians with Africa (AWEPA)². The project initially intended to promote an informed debate on climate change within regional and national parliaments in developing countries. It was designed to support the development of parliamentary action on climate change to improve legislation and policy in order to adopt equitable low carbon growth and mitigation strategies. Since project start-up the strong interest of Southern African parliamentarians in climate change adaptation issues has been recognised, as has the false dichotomy of adaptation³ and mitigation⁴ issues in developing climate resilience. The scope of the project has been extended to cover all aspects of the climate change agenda where Parliamentarians have the ability to scrutinise, influence policy formulation, and inform citizens as well as international decision making bodies.

¹ The Southern African Customs Union (SACU) consists of **Botswana, Lesotho, Namibia, South Africa, and Swaziland**.

² The Association of European Parliamentarians with Africa (AWEPA) works in cooperation with African Parliaments to: strengthen parliamentary democracy in Africa; keep Africa high on the political agenda in Europe; facilitate African-European Parliamentary dialogue <http://www.awepa.org/>

³ Adaptation is defined as the ability of a system to adjust to climate change; the whole of capabilities, resources and institutes of a country or region to implement effective adaptation measures (FAO 2008)

⁴ IPCC (2007) defines Mitigation as the technological change and substitution that reduce resource inputs and emissions per unit of output. Although several social, economic and technological policies would produce an emission reduction, with respect to climate change, mitigation means implementing policies to reduce GHG emissions and enhance sinks.

3. Objectives

The overarching aim of the project is to determine how new and strengthened parliamentary action can contribute to the improvement of national climate resilience in developing countries. The project focuses on parliamentarians due to their vital role in supporting the development of climate resilience through:

- bringing constituents' concerns into the parliamentary fora/ to the attention of governments;
- scrutinizing how governments are responding to domestic and global climate change issues and developments; and
- representing a mechanism for achieving policy continuity.

The intention of the project is to facilitate knowledge exchange mechanisms for Parliamentarians as well as to provide opportunity for promoting and raising the profile of the climate change expertise of the countries studied within an international context. The project will build on the African-European Parliamentary Action Plan on Climate Change and Food Security (2008) which seeks to strengthen African parliaments in key areas of development and to engage European parliamentarians in a debate with African colleagues on future policies.

4. Approach

An adapted version of the World Resources Institute National Adaptation Capacity (NAC) framework⁵ has been used as a basis to develop survey questions used with parliamentarians, government and non-government actors in each of the SACU countries. The survey has been designed to:

- assess parliamentarians' knowledge relating to the challenges of climate change and the way their governments are responding;
- look at responses from parliamentarians alongside responses from other actors to identify what can be learned from secondary sources – to allow for assessment of the climate resilience capacity of each country and importantly where new and improved parliamentary action can contribute to the improvement of national climate resilience.

Assessments involving parliamentarians across a number of countries is intended to strengthen the overall project, providing points of reference and benchmarking opportunities. A full country comparison will be undertaken. This report outlines findings of the Malawi visit in June/July 2010 which will feed into the overarching report.

⁵ The **National Adaptive Capacity Framework** identifies a fundamental set of national-level functions that all countries will need to perform if they are to adapt effectively to climate change. The framework can be used to assess how well functions are being performed in order to identify opportunities and priorities for building adaptive capacity and implementing key activities

5. MALAWI CASE STUDY

5.1 Malawi and climate change

Malawi, being located in Sub-Saharan African, is vulnerable to climate change because of its narrow economic base which is dominated by rain-fed agriculture (Malawi Government, 2009). In the last two decades Malawi has experienced a variety of climatic hazards, the most serious being dry spells, seasonal droughts, intense rainfall, and flash floods. Malawi is experiencing climate change variability and many such events have increased in frequency, intensity and magnitude over the last two decades, adversely impacting on food and water security, water quality, energy and sustainable livelihoods of rural communities. The situation has been exacerbated by the high prevalence of HIV and AIDS. Given that national climate change projections suggest that impacts will become ever more severe it is therefore critical that Malawi prepares for these changes.

The November 2009 Malawi “Country Position Paper” (Malawi Government 2009) outlines sectoral impacts relating to agriculture, health, energy, forestry, fisheries, wildlife, water and gender as well as outlining specific points required in terms of International responses. It also outlines how Malawi recognises climate change as a development and justice issue. At a Ministerial level the Government of Malawi is calling for urgent action and commitment by developed countries in terms of reducing emissions, free transfer of financial resources, technology and relevant capacity-building to support climate change adaptation and sustainable development in Least Developed Countries (LDCs). The extent to which the Parliamentary process is aware of and involved in this issue forms the basis of this study.

5.2 Information needs approach

A country visit was carried out in Malawi from June 28 to July 05 2010. Semi-structured interviews were held with key stakeholders: parliamentarians, staff of relevant government ministries and agencies, and staff of non-government organisations (see Box 1). On conclusion of interviews, a validation workshop was held on 05 July 2010 at the Pacific Hotel, Lilongwe, attended by all MPs interviewed, to verify information collected and to set out a number of key recommendations.

The interviews sought to address:-

- information: knowledge levels, information management, and assessment
- prioritisation : climate change mitigation and adaptation
- coordination: policy coordination and Institutional coordination
- engagement: regional and International level
- resources: channelling and prioritising

In considering information gained from interviews and supplementary sources the following aspects were considered and reported on:

- *Legislative review* – what parliamentary acts and policies exist in terms of managing climate change effects, reducing Green House Gas (GHG) emissions and low carbon development;

- *Parliamentary engagement* – the parliamentary processes that are in place to allow parliamentarians to understand, assess and scrutinise the actions of government related to climate change;
- *Workings of the Executive* – intra-government arrangements for policy development and programme implementation. Also the mechanisms in place that allow the government to be represented in the United Nations Framework Convention on Climate Change (UNFCCC) negotiations, that enable UNFCCC commitments to be fulfilled (national communications etc.), and that will allow the country to draw down resources from global climate change funds (Malawi is a non-Annex 1 country in the context of the Kyoto Protocol);
- *Policy options* – the technological and regulatory options that are being used in the country to respond to climate change effects, and those that could be considered.

Box 1: Malawi case study participants

Parliamentarians	Committee / responsibilities
Minister of Natural Resources, Energy and Environmental Affairs	Cabinet Committee on Climate change

National Assembly	Agriculture & Natural Resources (Chair Person)
National Assembly	Health & Population (Chair person)
National Assembly	Budget & Finance
National Assembly	SADC Parliamentary & Agriculture and Natural Resources-Member
National Assembly	Legal Affairs & Education, Science& Technology
National Assembly	HIV/AIDS, International Affairs(chair person)
National Assembly	Agriculture & Natural Resources-Deputy Chairperson
National Assembly	Agriculture & Natural Resources
National Assembly	Agriculture & Natural Resources-Member

National Assembly	Senior Assistant Clerk of Parliament
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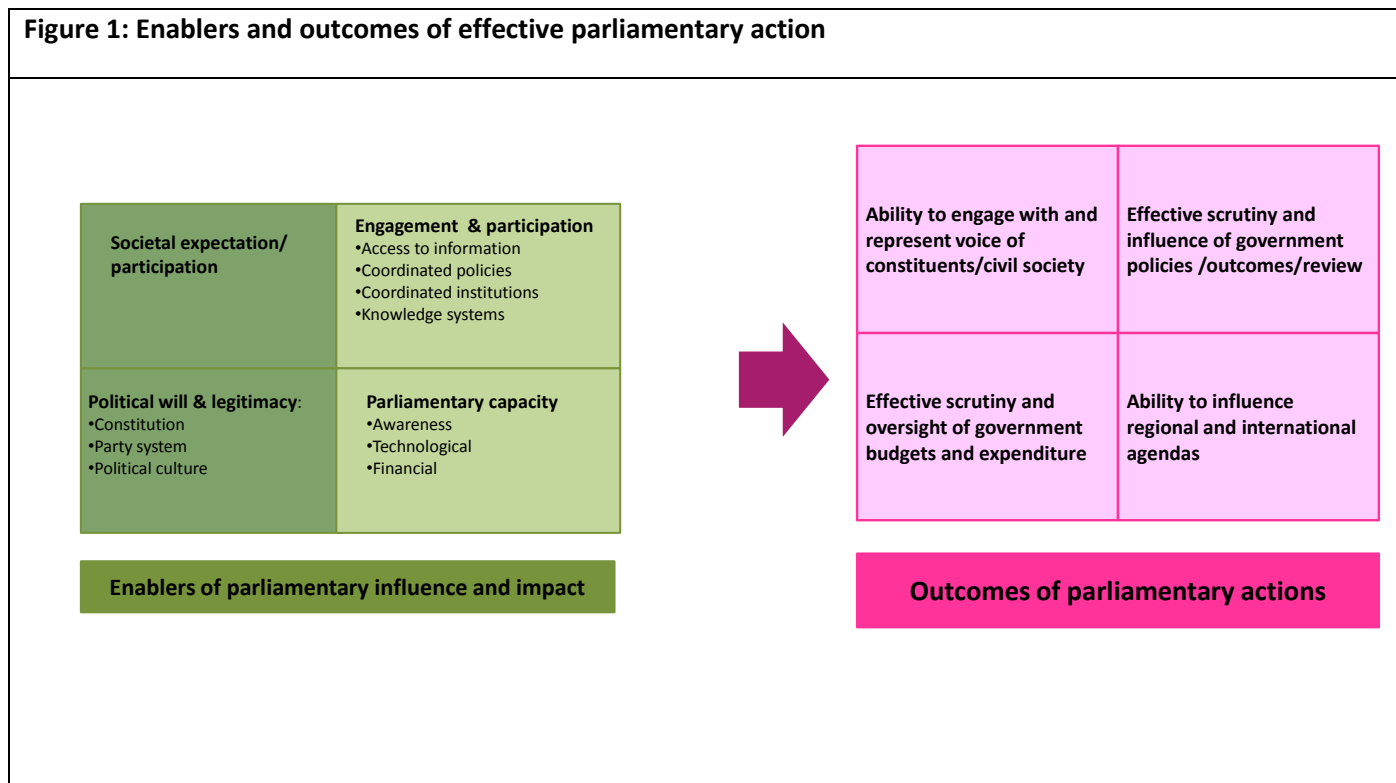
Government	Title
Ministry of Natural Resources Energy and Environmental Affairs	Principal Secretary
Environmental Affairs Department	Director
Environmental Affairs Department	Climate Change Desk Officer
Meteorological Services & Climate Change Department	Deputy Director
Ministry of Economic Planning Development and Cooperation	Deputy Director (SPA)

NGOs	Title
Human Rights Consultative Committee	Executive Director
Centre for Environmental Policy and Advocacy	Executive Director
Joint Oxfam Programme in Malawi	Programme Officer, Relief & Humanitarian Affairs

An intention of the study was to look at the *enablers*, or constraints, of parliamentary action, as well as the intended *outcomes* of parliamentary involvement in relation to the climate change agenda, as

summarised in Figure 1. Not all aspects of enablers and outcomes could be included within the scope of the study: it was not within the remit of the study to address “political will and legitimacy”, nor was it possible within the time frame to test societal expectations. However, consideration was given to the capacity of the Parliamentary system, and factors that facilitate Parliamentary engagement and influence. The aim was to review the effectiveness of Parliamentarians in achieving outcomes, as perceived by parliamentarians themselves and by government and civil society organisations interviewed.

Figure 1: Enablers and outcomes of effective parliamentary action



5.3 Findings relating to ENABLERS of parliamentary influence and impact

Parliamentary capacity

Assuming that political will and societal support exists for Parliamentarians to undertake their core functions within a democratic system, it is vital that they are equipped to undertake their duties, with the necessary *training and capacity building, technology* (ICT) support functions and access to support, and sufficient *financial capacity* to support the necessary committee meetings and activities. The extent to which this was found to be the case is outlined below.

MP awareness of climate Change

It was noted that Parliamentarians had not received any technical training or capacity building relating to climate change and by their own admission, have a limited understanding of the issue generally and also the implications of climate change for Malawi. Many MPs connected climate change to terms of the ‘erratic rains’ and flooding experienced in their constituencies, although in the majority of cases the latter was linked to recent deforestation and thus land destabilization. Very few interviewees

linked local conditions with broader socio-economic aspects. There was typically no clear understanding of the distinction between adaptation and mitigation, and as a consequence it was not possible to further explore the prioritisation of these separate but related aspects of climate change. Some MPs had a concept of greenhouse gas emissions, although most were more likely to refer to 'pollution' or even 'smoke'. Several reported that constituents considered aspects of 'emissions' as being an issue of relevance to developed countries, and as a consequence not of relevance to Malawi. Even allowing for the fact that the majority of MPs referred to environmental degradation issues rather than climate change *per se*, there was general lack of awareness of environmental legislation. The lack of awareness of the climate change agenda may be partly due to members of parliamentary committees being relatively new, with reference made to over 70% of MPs elected in 2009 being new, with induction for new MPs not covering climate issues.

Technical capacity/ICT resources:

It was noted that MPs do not have desk-based internet connection, although it was hoped that laptops may be forthcoming or at very least, an internet café within the new Parliament building.

Financial resources and parliamentary committees:

The functioning of the parliamentary committee structures in Malawi appears weak, particularly amongst the departmentally-related committees. At present, largely due to funding constraints, the Committee on Agriculture and Natural Resources meets only once per quarter. The committee has a broad agenda given Malawi's agro-economy and services five crucial Ministerial related activities: land issues; natural resources and environment; irrigation and water; food security and agriculture and now matters of climate change. Hence climate change as a stand alone agenda item has not been addressed and priority has been given to immediate matters such as food security and environment, albeit these are directly impacted by a changing climate but matters of timescale influence the agenda.

It was also noted that there is only one research assistant to serve all MPs and that the National Assembly does not have its own cost centre within the treasury, and therefore has less control over its own budget and the manner

Engagement and participation

Engagement of parliamentarians is based not only on their prior knowledge and the capacity of the parliamentary system to support them, but also by how much the systems of governance enable their participation and involvement. This is dependent on the legitimate *access* to *information*, the extent by which *coordinated policies and institutions* facilitate involvement, and the *systems* in place to permit dialogue and influence. The extent to which this was found to be the case is outlined below.

Access to information

Most parliamentarians derived information from personal use of the internet, and from a number of other sources including UNDP, Farmers Union, civil society organisations (CSOs), CISA NET, academia, SADC parliamentary forum, and through the Parliamentary addresses. The Centre for Environment and Policy Advocacy (CEPA) was cited as a NGO that has supported MPs in learning about environmental issues. Study visits, particularly overseas, have helped to raise the profile of climate change. It was noted that attendance at such events requires a feedback report to Parliament, thereby providing a mechanism to share information more generally.

None of the MPs interviewed (including members of the Committee on Agriculture and Natural Resources) were in receipt of information or reports from Government. There was only limited

knowledge of Malawi's National Adaptation Plan of Action (NAPA) which sets out Malawi's adaptation needs and intended ways of addressing them

MPs suggested that they would like a structured and regular flow of information but consider that they are not in a position to push Government for more information. This is compounded by the fact that many Parliamentarians don't yet know who to interact with – perhaps due to the newness of the current Parliament. There was very limited awareness of data and research on climate change, no mention of the National Research Council of Malawi (NRCM) which acts as a repository of climate change information or the EAD Directory of Institutions with climate change related activities (EAD, 2009) which lists over 50 institutions involved in climate-related issues in Malawi. Whilst it was noted that many international and study reports exist⁶, these were clearly not accessible to MPs.

All Parliamentarians interviewed would like to know more about climate change matters both in order to scrutinise the Government and to inform constituents and many are being proactive in seeking information, albeit from a limited number of sources.

In contrast, representatives of NGOs that took part in the study were well informed about climate change issues through other members and networks, both from people on the ground and international links, and were well briefed on action at Government level. Government officials were also well versed in terms of the various initiatives and arrangements nationally and internationally (for example Kyoto, UNFCCC).

The consensus across Parliamentarians, Government and NGOs is that there is need to sensitise and train Parliamentarians in issues relating to climate change particularly through workshops, and potentially for a one-stop shop website on climate change.

Policy coordination and alignment

Virtually all Parliamentary interviewees referred to the fact that there is no climate change policy in place. Unlike Government and civil society organisations interviewed who were familiar with the concept of embedding of climate change within other environmental legislation and policies, many MPs were not conversant with environmental policies in place. Parliamentarians, were not aware of many (or in some cases any) of the policy instruments or the NAPA. There was an expectation that the Government could do more to address climate change, perhaps as a stand alone issue.

Whilst Malawi does not have a comprehensive climate change policy or framework, as one government participant noted "there are bits and pieces of information all over the place but not coordinated into a policy". However the view was expressed by government that rather than adopting a climate change policy which could be restrictive given that climate change cuts across sectors, instead a "road map" is needed to address the issue as a whole. Government interviewees were conversant with climate change-related policy issues, and are familiar with the National Adaptation Plan of Action (NAPA) which is being used in as policy framework on climate change in Malawi as well as other related legislation from the Environmental Management Act; Forestry Act; Water and Land. Key legislation, policy and frameworks that exist refer to or are relevant to climate change are outlined in Box 2. NGOs were similarly well informed of climate change-related policies and in particular

⁶ One good source of information relating to climate change activities underway as at December 2009 is a UNDP funded report "Mapping of institutions policies and projects: Malawi – Integrating climate change risks and opportunities into national development processes and UN country Programming" C.B.L Jumbe & M Linddal. (2009)

referred to the Malawi Growth and Development Strategy (MGDS) and its addendum on Climate Change, the NAPA and the National Development Strategy.

Box 2: Malawi climate related policies, legislations and frameworks referred to during study

- National Environmental Policy
- Environmental Management Act 1996
- National Environment Policy 2004
- National Water Policy 2005
- The National Adaptation Plan of Action (NAPA) 2008
- Environmental Outlook Reports
- The Malawi Vulnerability Assessment Committee Documents
- Energy Act
- Forest Act
- Water Resources Act (1969)
- Malawi Growth and Development Strategy (MGDS) and Addendum
- The Framework for Management of Climate Change Activities in Malawi

Institutional coordination and alignment

Activities on climate change would be expected to occur across a number of Ministries including Natural Resources, Forestry, Environmental Affairs Department, Land, Agriculture, and Meteorological Services and Climate Change. However with Ministerial portfolios having been realigned in the new Government, responsibilities have become scattered. This has been compounded by the challenge of coordinating donor support. In response, the Ministry of Economic Planning, Development and Cooperation (MoEPDC) has recently been given responsibility for climate change oversight so as to provide an anchor. Malawi's "National Framework for Managing Climate Change" is managed by the Principal Secretary to MoEPDC. This framework is a strategic document to guide all climate change activities in Malawi. It is not a plan of action but rather a pledge of how to coordinate activities, acting as a policy driver, including adaptation and mitigation and carbon trading (the latter being a role mostly for the forestry department with some limited input from transport and energy). It also acts as a framework for coordination of stakeholders. The institutional arrangements relating to climate change that are in place are summarised in Box 3.

The recent changes in terms of coordination and lead ministry with both MoEPDC and EAD having coordinating roles has resulted in some ambiguity of roles and responsibilities. The NAPA continues to be coordinated by the Environmental Affairs Department (EAD) which also acts as the UNFCCC focal point addressing implementation and challenges, funding and politics. Comments made by a number of participants suggest that visibility/transparency of decision-making and outcomes of the various groups and committees could be strengthened. The Environmental Affairs Department (EAD) and the Department of Climate Change and Meteorological services were recognised as a potential source of information within parliament but it was suggested that greater clarity is required in terms of their respective roles. It was also noted that whilst civil society (through CEPA) is represented on the Technical Working Group on Climate Change and represents the voice of NGOs this is technical rather than policy-related. It was suggested that a mechanism is required to enable more proactive participation of NGOs in paving the way for the development of national policy/policies relating to

climate change. Parliamentarians have very limited engagement or awareness of the various working groups and institutional arrangements.

Box 3: Institutional arrangements relating to climate change in Malawi

- **National Steering Committee on climate change**(Principal Secretaries from Line Ministries)
- **National Council on Climate Change** - comprising of Various Stakeholders
- **Technical Working Committee on climate change** – for technicians from across different line ministries and some NGOs
- **Government Donor Technical Working Group on Climate Change** (Principal Secretaries, Development partners, Embassies) co-chaired by UNDP and MoEPDC
- **MoEPDC** undertake economic analysis on management of natural resources and EAD coordinates information
- **MoEPDC** coordinates implementation of Sector Work Plans on Climate Change across the Line Ministries and Government Departments
- **CEPA** coordinates NGOS working on Climate Change
- **The ACT Family** coordinates Climate Change Activities within the Faith Based organizations and churches

Knowledge systems

The Parliament of Malawi performs a considerable number of its responsibilities through a system of Committees. Currently, there are 15 Parliamentary Committees four of which have their functions provided by the Constitution. However, the committees meet only infrequently, and the Parliament website lists only four reports produced by the Committees since August 2007. The National Assembly Standing Orders empower both Constitutional and departmentally related parliamentary committees to summon or subpoena any person to attend and give evidence before a Committee at a stated time and place. The Committees can also invite any person who they may want to disclose and produce to the Committees any papers and records in that person’s control, possession and custody relevant to the committee’s proceedings. However to date this power does not seem to have been used by the Agriculture and Natural Resources Committee to make in-roads into climate change issues in Malawi.

It was clear both from parliamentarians and key staff at government departments that there is no *proactive* information flow from Government to Parliament. Government interviewees had mixed perceptions as to whether they provided National Assembly with information at all on climate change but clearly there was nothing systematic. Neither has the Parliamentary Committee on Agriculture and Natural Resources asked the EAD to furnish it with climate change information on Malawi. Most MPs considered there to be an *ad hoc* approach to policy coordination and had limited awareness of the various institutional arrangements outlined in Box 3. Whilst MoEPDC has top level responsibility for coordinating action across Government and other key stakeholders the only interaction with Parliament appears to be through the presentation to Parliament of the “Environmental Outlook Report”. MoEPDC also undertakes economic analysis on management of natural resources which should report to the Parliamentary Committee on Agriculture and Natural Resources, with climate change issues addressed in the Economic Analysis report (a simplified version of which goes to Parliament). However there was limited evidence of the Parliamentary Committee’s awareness of this.

MPs interact with other MPs particularly those on the Parliamentary Committee on Agriculture and Natural Resources but generally there is little coordination and hence the weak knowledge base of key actors and actions or awareness of the Technical Working Group on Climate Change inventory of

climate change actors. Whilst limited interaction was suggested by some (Government) interviewees to be because of the relatively new Parliament it would seem apparent that the knowledge *systems* as well as financial resources for communication are not in place.

The lack of information flow between the Executive and Parliament was echoed by NGOs who also considered that climate change is not mainstreamed into Parliament. The view was expressed that Parliament works well through the committee system but the Parliamentary Committee on Agriculture and Natural Resources is not well equipped and meets only infrequently. NGOs suggested the need to push for governance structures for management of climate change. It was also apparent that whilst NGOs coordinate with a number of strategic partners at the local level, and have engagement with Government particularly through the Technical Working Group on Climate Change via CEPA, they too have limited involvement with the National Assembly. The key interactions to date have been with the Committee on Agriculture and Natural Resources for the drafting of the Environmental Management Bill. However the fact that this particular Parliamentary Committee does involve civil society was seen as strength upon which to build.

Generally it would seem that whilst Government ministries and NGOs interact with each other on a technical level relating to climate change, parliamentarians have limited opportunity for interaction. Hence whilst climate related groups as outlined in Box 3 exist, and could provide a knowledge system to encourage co-learning, there is no active involvement of Parliamentarians in such groups, and the Parliamentary committees are not currently equipped to act as knowledge systems in their own right.

It is noteworthy that one reason given as to why NGOs in particular, but also Government, do not engage more with Parliamentarians is the cost of servicing such interaction. Government expressed the view that they “would love to interact more with Parliament and for MPs to visit hot spots [of climate change impacts] but it is for the National Assembly to fund the work of the Parliamentary committees and this is an issue”.

5.4 Findings relating to OUTCOMES/EFFECTIVENESS of Parliamentary activities and input

Scrutiny/influence of legislation and policy

General

Due to the limited engagement, Parliamentarians, were not aware of many (or in some cases any) of the policy instruments or the NAPA thus illustrating the limited impact they have on policy and legislation or ability to scrutinize effectively the work of Government on climate change. Only limited climate change-related policy proposals appear to have been put to Parliamentarians hence there has been little debate and it is perhaps no surprise that “MPs are overwhelmed by things other than climate change”.

MPs are however aware of the political importance of climate change as the need for the government to take a proactive role to address climate change was mentioned by the State President on the occasion of the 2010 National Assembly Budget Opening session. Other than that, and also responding to some climate change related questions of the some parliamentarians by the Minister of Natural Resources, Energy and Mining, there is no tangible policy formulation processes in place which involve MPs. From the interviews, it was apparent that any process to formulate the climate change policy would depend on resources from development partners to support the process and would therefore

be subject to external influence from the international community rather than internal identification of priority.

Adaptation and mitigation policy

Government officials suggested that whilst there is no specific legislation, there is a push by Government to cover both adaptation and mitigation. One senior official referred to the balance being 60:40 ratio of adaptation to mitigation (although admittedly two sides of the same coin). Most references to policies or actions focus on adaptation, with key areas for action being food security, water and sanitation. A common view was that practice emphasizes adaptation (appropriate for Malawi's agro-economy) but legislation tilts towards mitigation, perhaps due to donor interest.

The key references made to mitigation by Government officials concerned initiatives by the Department of Forestry in terms of carbon sequestration, polluter pays principle, and seeking alternatives to brick production. Government officials were clear that that Malawi has a responsibility not to ignore mitigation and indeed it was considered important to sensitise local communities through Parliamentarians for example in sustainable use of forestry and seeking alternatives to use of charcoal. It was also noted that there is need to lobby for international funders to help address afforestation as a tool for mitigation. The recent budgetary announcement relating to mapping out and investing in renewable energies was not mentioned at all. Only one (Government) participant referred to the conflicts between Malawi's desire for growth and industrialisation and balancing climate change considerations.

NGOs interviewed had a broad understanding of adaptation and mitigation but in contrast to Government, it was suggested that climate change *does* require a stand alone policy to cover adaptation and mitigation for example addressing what sort of energy Malawi wants and what form of agriculture or land use should be adopted, particularly under different climate scenarios. In terms of mitigation, the NGO perspective was that there is a need to push for a compensation system from international polluters.

Parliamentarians, however, had limited understanding of the policy issues relating to adaptation versus mitigation with the main focus on re-forestation and alternatives to charcoal burning tended rather than green house gas emissions or longer term carbon sinks. The focus of the Parliamentary Committee on Agriculture and Natural Resources is on agricultural adaptation rather than climate change *per se*. Most references to climate change that relate to adaptation were focused more on environmental issues rather than disaster preparedness and socio-economic issues. It was also noted that when addressing issues that could be considered under a climate change umbrella (for example the recent move to add 20% tax to vehicles between 8 and 12 years, or to support the use of coal to backup ESCOM electricity generation) such policies appeared to go through Parliament without consideration of the climate change dimension.

Parliamentarians also reported on the perception of constituents that because greenhouse gases are emitted elsewhere, Malawi doesn't need to respond, implying a low awareness of impacts and the need for adaptation, implying a low sense of urgency.

Policy review

The Government view was that Malawi's climate change responses are subject to ongoing review, citing the fact that Malawi's Growth and Development Strategy (MGDS) which was previously silent on climate change, was updated in 2009 with an addendum on climate change which included requirements to report against adaptation and mitigation and includes carbon trading. The MGDS is

reviewed each year and includes indicators. NGOs did not provide much insight into review of priorities.

Parliamentarians were not aware of systems in place for reviewing climate change impact or responses, although it was suggested that there is a need to review policy “across the board” as policy is considered to be outdated. The suggestion was made that there was opportunity for a Climate Change Bill and a regulatory institution. Whilst there is a NAPA, the need was raised for coordinated plans and programmes, and a revision to the NAPA in the light of delays in the Least Developed Countries fund of the Global Environment Facility (GEF).

A couple of initiatives mentioned by one or two individuals are relevant in terms of review of climate impacts in Malawi which could impact on reviews of impacts, but there was little or no awareness of these initiatives by other participants of the study, suggesting the greater need for visibility and knowledge exchange. One key project referred to by the Ministry of Economic Planning and Development and Cooperation is a new 7 year project, linked to Poverty Development. Importantly the inception phase (2 year duration) is designed to collect data and evidence to provide diagnosis on climate change impacts to provide a comprehensive programme relating to issues in the NAPA, and will be followed by a 5 year programme of action. This project (funded by DFID, Norway, Spain and UNDP) also seeks to place financial value on climate change and aims to raise profile of the issue.

Another national study mentioned by the Minister of Natural Resources is a National Environment Assessment which is designed to identify hot spots in terms of Malawi’s vulnerability under different climate change scenarios. Confirmation of hot spots (which, it was suggested, are largely already known) will provide evidence for action. A report is due in September 2010.

Implementation review

Perhaps most notable of all was the limited mention made of actual implementation of adaptation responses ‘on the ground’ or moves towards mitigation. The shared view was that that much adaptation is being implemented on the ground through civil society and NGOs such as CISANET but this need to be scaled up by Government and scrutinised by Parliament, with parliamentarians demonstrating oversight and reviewing financial flows. Government adaptation projects that were mentioned were mostly general afforestation initiatives. There was no mention of specific mitigation-related projects other than the tree planting initiative.

Whilst most co-operating funding partners are channelling money through NGOs the government has yet to see the effectiveness of this. Despite CEPA offering some coordination for NGOs working in climate change advocacy, it was considered that NGO activities on the ground are not properly coordinated or harnessed in line with the NAPA and often lack accountability not just financially but also to the beneficiaries they claim to work for. It was noted that NGOs are “good at working at prominent sites which have high visibility. They also have good and strong marketing skills, but this does not mean they are working at sites which are at the heart of environmental degradation.”

MPs interviewed were not conversant with specific implementation activities within their constituencies, but were they to be aware then from what was said they would use these activities as a platform to raise the climate issue. It was suggested that within their constituency “parliamentarians have an equivalent role to a preacher and have many forums at which they could speak climate change issues”.

A vital point was also made that unless Malawi secures or priorities financial resources to take action, then policies – whether on adaptation or mitigation - are in large part theoretical. Whilst donors coming together could form the basis for triggering change and a move towards a climate change policy, the problem will remain one of implementation.

Scrutiny/ influence of financial resources

National

At a national budgetary level climate change has been identified as one of the nine priority areas and must be budgeted for, with MoEPDC having responsibility to coordinate the budget. As MoEPDC are planners rather than implementers in terms of climate change they request that each of the implementing ministries factor climate change into their budget. Whilst government recognizes that the Parliamentary Committee on Agriculture and Natural Resources is mandated to scrutinize budgets for climate change and agricultural related activities, in practice there is limited Parliamentary oversight. NGOs would like to see greater Parliamentary accountability in terms of climate justice and consider that Parliament should have a strong oversight both in terms of Government budgets and donor funds. However it was also suggested that blame for lack of scrutiny should not rest with the National Assembly when civil society has not tabled climate change in Parliament or pushed for a Private Members Bill.

International

AN EAD 2008 study refers to the total cost of programmes being implemented by the key stakeholder consulted to address climate change amounted to some US \$200 million. A summary of the main donor thrusts on climate change in Malawi is provided in Jumbe & Linddal (2009) which indicates a focus on building resilience among poor communities being a priority for external development partners. As noted during the interviews, the UN system is the intended mechanism for distributing international funding, with monies channelled through MoEPDC. However, this Ministry does not have the expertise in climate change issues and is not particularly well placed to be lobbying at the international level: instead lobbying is undertaken by EAD and the Ministry of Natural Resources.

It was also noted that there continues to be considerable bureaucracy regarding UNDP and financial pledges. The view by representatives of all groups interviewed was that millions are spent on international negotiations but money does not reach those on the ground, where it is most needed. Furthermore funding is typically channelled through the private sector where there is less accountability. All groups were aware that it is problematic to access international funding particularly GEF and UNFCCC. There was a general frustration that donors are supporting their own interests rather than those of Malawi and it would be helpful for there to be greater coordination by donors with many bilateral arrangements currently not coordinated. Furthermore it was noted that the International Community talks about contributing finances but fail to deliver because of perceived capacity issues or not being convinced the money will be used. It is intended that the Climate Change inception project will unlock global funds.

It was suggested the National Framework on Climate change should also be used to coordinate donor activities and actions on the ground. For example it was mentioned that there is a need to mobilise GEF to ensure that village forestry initiatives are encouraged and an incentivisation programme in place for a three year period.

Importantly however, it was clear that many of the MPs interviewed have very limited knowledge of international funding for climate change in Malawi and the arrangements for channelling of such resources – and again are not able to effectively scrutinise expenditure.

Influencing regional and international agendas

Government and civil society organisations have considerable presence in terms of international negotiations and there was a view from the government that Malawi is doing well at the negotiating table, having a large country delegation at Copenhagen (40 people). The key representatives are Ministers, with the Environmental Affairs Department acting as focal point with UNFCCC. Because the Government cannot afford to finance large delegations at international meetings, NGOs are now included and accredited, with CEPA providing a link with UNFCCC. NGOs and Government follow the activities of international committees and negotiations, and position papers.

Many MPs attend international events (including UNFCCC and study tours, the SADC parliamentarian's forum on climate change, COP 15 in Copenhagen, the FARNPAN SADC Parliamentary Forum on Climate Change) and are aware of African Union and Commonwealth approaches. Involvement tends to be on a somewhat *ad hoc* basis and coordination in terms of presence at the international negotiating table was considered to be limited. Whilst Government Ministries and CEPA, representing civil society, attend international negotiations, there is apparently no coordinated approach to this interaction, or arrangements to meet beforehand. Some MPs indicated that while they have been provided with EAD-drafted briefings before attending such events, they had little personal knowledge of the subject under discussion.

It was noted that individuals and delegations are weak at reporting back to the Parliamentary Committee on Agriculture and Natural Resources. The necessity for Parliament to ratify any agreements made by the national delegation team was not mentioned but was understood not to be happening.

The view was expressed that to date international involvement has had a top down approach focusing on UNFCCC rather than Malawi climate change issues. NGOs consider that shaping of the international regime needs to come from the people hence the need for wider consultation on climate change – requiring greater downward accountability and a bottom up voice with real on the ground issues raised - something that could happen through parliamentarians but is not yet at that stage.

Whilst it was considered that Malawi needs to have a specific agenda to present to UNFCCC, in practice Malawi negotiates in a bloc with other countries through COMESA, AU, or the LDC bloc. At COP16 in Mexico there will be a pre-COP SADC level approach, with the Minister of Natural Resources attending the African heads of state summit in Uganda in 2010. The intention is to identify a common position on climate change - sticking to Kyoto and assessing what is coming out of Copenhagen Accord Pledge (clearly nothing for Malawi to date) with the need to have a special fund for climate change/compensation “rather than using ODA as an excuse”. In August/September the Government will draft its preferred position on climate change to be presented at an international level. Issues to be included in the country position are additionality and urgency in financing and action from the International community. CEPA is involved in the drafting and the document is circulated amongst NGOs before being submitted to the Technical committee and National Steering committee and then taken forward by high level ministerial delegation.

However there is now need to demonstrate tangible results with many Government officials noting that international meetings are talking shops and querying whether the UN is a collector of data rather than an implementer.

Constituency voice and civil society representation

All MPs interviewed expressed concern for their constituent's interests, and a genuine desire to be a voice regarding climate change, but are ill-equipped to do so.

Several initiatives are funded by the Government such as the restoration of the Forest Management Fund and a Government Local Development Fund which should be of interest/relevance to MPs within their constituencies. However such sources of funding were referred to only by Government and not by MPs or indeed NGOs. Whilst such programmes should bring money to local assembles where Members can become involved in adaptation and mitigation, no mention was made of these by Parliamentarians.

5.5 Recommendations from Parliamentarians validation meeting

The key findings from the interviews were presented at a meeting held on 05 July to which all nine MPs that had been involved were invite, and all attended. A presentation of findings was discussed to allow for validation, and recommendations were made in terms of actions going forward. The following eight recommendations emerged from this discussion.

1. There is urgent need for **capacity building for MPs and in particular the Committee on Agriculture & Natural Resources**.
2. There is need for a **Climate Change Bill** to animate and guide all climate change work in Malawi.
3. There is opportunity for the creation of a **climate change committee in the National Assembly (NA)** whether as a subcommittee or a fully fledged committee as provided by Standing Orders Section 154,1.
4. There is need for **speedy action on coordination of climate change work** and to make sure that the National Assembly is represented. There is also need to coordinate work and activities by NGOs and donors on climate change. **A framework for management of climate change activities** would also be key. The suggestion was made that climate change coordination could be based on the approach adopted by the National Aids Committee to improve on coordination given that climate Change is crosscutting issue as is HIV and AIDS.
5. There is a requirement for **enhanced flow of information** to all stakeholders especially to MPs to assist in the oversight and scrutiny role. In the same vein there is need for the Executive to be transparent on matters of climate change.

6. **A strategic plan is required for the National Assembly to mainstream climate change issues** and this must extend to forthcoming training of MP to be held before November (the next sitting of the National Assembly).
7. **Resources mobilisation** needs to be enhanced whether locally or at the global level for climate change activities.
8. If climate change is a government priority, it must be translated into **tangible commitment-politically** and financially and MPs must advocate for this!

5.6 Suggested next steps

Parliamentarians are potentially powerful, they can make things change, but until they are sensitized, and more knowledgeable about climate change, they cannot work to full effect. Whilst a framework exists on paper, actualisation of climate change action is an issue and there is need for greater policy and institutional coordination and a platform for discussion between interested groups. Based on the findings of the country visit and the validation meeting a number of suggestions in terms of next steps are outlined in Table 1. Whilst these changes will need to be initiated from within, there is opportunity to benefit from the broader study and to allow for exchange of knowledge and approaches across other countries that are participating.

A key finding is the need for **increased and improved knowledge exchange mechanisms** to allow for greater awareness and coordination and a strengthening of Malawi networks on climate change. This will require an effective knowledge system, and will need to be built on increased demand and involve engagement of parliamentarians in the change process. There are opportunities for some easy wins in terms of informing parliamentarians, including production of briefings, small workshops and discussion fora, and a Malawi relevant climate-change website to cover technical as well as institutional information. There is clearly opportunity for participants to continue the conversation, and to further address what is needed. This would build on MPs enthusiasm to be better equipped to have increased involvement at a constituency level with MPs eager to know more about what communities should be doing in relation to adaptation, how to organise locally and how to channel voices through to international conferences. Some information that may be useful is outlined in Table 2.

Some interviewees stressed the importance of Parliamentarians being empowered, having the authority to summon respective ministries to be accountable and ask what they are doing in terms of implementing various instruments, and for them to push for a **Climate Change Bill/Act/Framework**. However careful consideration would need to be given to how this would work in practice given the current limited Parliamentary debate, capacity and time for committee scrutiny. Whilst such a Framework would surely act as a trigger to encourage mainstreaming of climate change across policies and programmes, to achieve a robust Bill/Act would require significant resourcing of the Parliamentary process beyond that which is currently available, this resource constraint cutting across all Parliamentary Committees

Whilst at present there is appetite for a **separate Parliamentary Committee / subcommittee on climate change** it would be useful to review the need for this. It was also suggested that an **independent multi-stakeholder committee** could be created to bring together government, parliamentarians, donor community, with which civil society could act for instance along the lines of

how the National Aids Council (NAC) operates. However, given resource constraints it may be opportune to look to strengthen existing knowledge networks first rather than introducing a fixed Committee which would require financial commitment. There may be advantages for strengthening of the various committees already in place to ensure parliamentary engagement rather than creating a new committee, or for strengthening the links between the Committee on Agriculture and Natural resources and stakeholders and groups that are involved in climate change.

Irrespective of whether an additional Parliamentary Committee or a Climate Change Bill would be feasible options for the short term, it would be helpful to undertake **a review of the institutional framework on Climate Change**. Such a framework should fully involve the National Assembly, and to integrate data and evidence including consideration of the links between human rights and climate change/ environmental justice. A review of the existing systems of governance as outlined in Box 3, and their remits, could address modifications in terms of remit and participation in order to develop the framework.

The country visit highlighted that the key focus of attention on climate change related to environment and in particular agriculture and afforestation. Climate change appeared not to be **mainstreamed** into general thinking about Malawi’s policies and plans. For example no mention was made of climate and health, limited reference was made to poverty reduction plans, economic development, or disaster risk management. There is clearly opportunity to raise the profile of climate change across a wider set of Parliamentary Committees than Agriculture and Natural Resources.

The most limited area in terms of information gained during the study was **real examples of work on the ground**. No inventory of implementation projects or system of knowing of activities was referred to – if one existed it would be a useful repository for Parliamentarians and citizens alike.

It is worth noting that the Parliament is developing a **communication strategy** in an effort to provide an outline of plans and directions to improve communication within and outside the National Assembly and its working networks. Some of the plans in the Communication Strategy include the establishment of Parliament Television and Radio to broadcast live parliamentary proceedings as one way of ensuring that the general public is aware of what is happening in their Parliament. It would be useful for the proposed initiatives described above, if taken forward, to feed into this process to strengthen knowledge networks within the country.

Last, but not least, it is appropriate to refer to a suggestion that was made of the need for a **strong climate change champion** – the Minister of Natural Resources, Energy and Environmental Affairs being cited

Table 1 - Suggestions for climate related information potentially useful to Parliamentarians

Key requirement	Content	Format
Malawi - Climate change facts	Brief plain English overview of recent changes, projections, impacts and risks and web links to credible science	Website
Climate change diary of events for Malawi/region	Updated listing of events	Summary on website
An overview of the various Malawi relevant Acts and legislation	Much useful information held in the report the Jumbe & Linddal (2009) report: Ideally the information provided in the report Annexes	Word document hosted on website

	could be extracted and used as a living document, which can be readily updated, in particular Annex 1 Summary of Relevant Policies and Regulatory Frameworks on Climate Change	
Information on the NAPA	Copies and update report on status	Word document hosted on website
An overview of the various actors involved in climate change in Malawi and a summary of how actors interact in practice	It is understood that this information is held by EAD (2009) Directory of Institutions with Climate Change related activities in Malawi. Environmental Affairs Department. Information is also included in Jumbe & Linddal (2009): Annex 2 - Institutions relevant for Climate Change in Malawi. This could be updated to map out interactions in practice	Word document hosted on website
An overview of the interests of donor community/ development partners	Building on Jumbe & Linddal 2009:Annex 3: Overview of Climate Change programmes and Projects and Table 1: Main donor Thrusts on Climate change in Malawi	Word document hosted on website
Updates from Government on climate related initiatives plans	Suggest an annual forward looking plan and progress note every six months that could then be built into the work programme of the Parliamentary Committees for scrutinizing	Annual plan issued to Parliamentary Committees, six monthly progress note and attendance by Government officials at Parliamentary Committee
Update from Government/Donor working group relating to finances and climate change programme	To allow for scrutiny of expenditure of development partner initiatives that relate to climate change	Annual plan issued to Parliamentary Committees, six monthly progress note and attendance by Government officials at Parliamentary Committee
Information relating to Climate Change Bill/Acts used in other countries that could be used to stimulate interest:	Could use Scotland's Climate Change Bill and Act as, with a brief, plain English summary	Short word document note available electronically
A framework for management of climate change activity	Whilst a comprehensive framework is not in place in Malawi it would be useful to share examples of what works elsewhere , eg Scottish Climate Change Impacts Partnership http://www.sccip.org.uk/1/1/0/Home.aspx Climate Change Adaptation Norway: http://www.regjeringen.no/en/dep/md/kampagner/engelsk-forside-for-klimatilpasning.html?id=539980	Web links on website
Implementation initiatives	For example JournAIDS "Positive Voices"	Newsletters

– good examples of what is happening at local level in newsletter format	newsletter, with support from Oxfam, produced a useful update on “Climate Change Impact: Opportunities and hope for the future (November 2009) with articles covering climate justice, international climate change architecture, and use of herbs in adaptation.	
Regional updates on climate change discussions and activities	To provide links to what is happening elsewhere in Southern Africa	Summary on website
International developments	Updates on international events – what is happening in terms of UNFCCC and broader.	Web links

Table 2: Some proposed next steps for increased parliamentary engagement and strengthening of climate change action in Malawi

	Recommendation	Potential Constraints	Potential Opportunities
1	Capacity Building for MPs on Climate Change	Funding base; National Assembly not a cost Centre-cannot not finance all its plans. MP are expensive to finance for Capacity Building courses	Approach UNEP and other Development Partners; NA Strategic plan offers window for training of MPs and CC could be included
2	Formulation of Climate Change Policy or a Climate Change Framework	Funding Base; Political Will	Approach Development Partners; A government priority (MGDS) which government can support; unless there is a policy on CC, direction on mitigation and adaptation will remain problematic
3	Creation of Sub-committee or fully fledged Committee on Climate change – with resources	National Assembly may not see it as a priority; needs experts to understand and handle Climate Change	Standing Orders 154, 1(d) provides opportunity; the NAC and HIV and AIDS Committee set a precedence
4	Proper Coordination of Climate Change-Institutional arrangements; Climate change activities and plans mainstreamed by all stakeholders	Lack of political will to address this: Vested interests in some Line ministries; Not priority to other Ministries	Regard Climate Change as a cross cutting matters like HIV and AIDS whose impact will reverse all development plans. MGDS set the pace for addressing the issue.
5	Information flow and Management and knowledge exchange mechanism	No clear owner. Absence of Bill on Access to Public Information hinders disclosure; Poor coordination between NA and the Executive on Climate Change	Approach Development Partners re funding of knowledge exchange activities/website/for a. Enact Bill on Access to Public Information; NA process to access and acquire information under Standing Orders 154, 1 (a) and (c) to be utilized

References

AAP (2008) Africa All Party Parliamentary Group : Strengthening parliaments in Africa: improving Support

EAD (2009) Directory of Institutions with climate change-related activities in Malawi. Environmental Affairs Department Ministry of Lands and Natural Resources. Lilongwe 3, Malawi

Jumbe, C B L & M Linddal (2009) Mapping of institutions policies and projects: Malawi: Integration Climate Change Risks and Opportunities into National Development Processes and UN Country Programming

Malawi Government (2009): Republic of Malawi country position paper for negotiation at the fifteenth session of the conference of the parties to the United Nations Framework Convention On Climate Change (UNFCCC) Copenhagen, Denmark; 7th to 18th December 2009 Malawi Government November, 2009

ANNEX 1 - SUMMARY OF INFORMATION GATHERED : MALAWI

		Members of parliament	Government agencies	Civil Society Organisations
Information, information management and assessment	Knowledge levels	<p>General lack of awareness of climate science and impacts / Malawi relevant issues or actors</p> <p>Information accessed on ad hoc basis e.g.: Internet SADC parliamentary forum Farmers Union, Civil Society networks</p> <p>Limited knowledge provided by government</p> <p>General lack of awareness of policies and frameworks/NAPA</p>	<p>Good awareness of climate science, policies and implications for Malawi . Environmental Affairs Department holds inventory, MoEPDC has coordinating role.</p> <p>Aware of Malawi National Adaptation Plan of Action (NAPA), National Framework</p>	<p>Good awareness of climate science, policies and implications for Malawi. Examples of newsletters produced</p> <p>Particular interest in climate justice</p> <p>Aware of local impacts through on ground work, and many CSOs have international links</p> <p>Aware of Malawi National Adaptation Plan of Action (NAPA)</p>
Information, information management and assessment	Information management and assessment	<p>Not in receipt of information in any systematic way in order to assess.</p> <p>Not resourced to receive summaries or briefings. No internet access at National Assembly</p> <p>Desire for capacity building workshops and training opportunities</p>	<p>In receipt / production of considerable information (particularly EAD).</p> <p>Participant in international conversations and in receipt of high level information</p>	<p>Aware of some information held by government, and also within CSO networks.</p> <p>Participant in international conversations and in receipt of high level information</p>
Prioritisation	Climate change mitigation	<p>Less able to report on this. Some reference to new tax on vehicle emissions but limited awareness of mitigation policy</p> <p>Reference to mitigation being an issue for developed nations</p>	<p>General support of need for mitigation – largely through forestry and carbon sequestration, and some mention of low carbon economy</p> <p>Aware that Malawi Growth and Development Strategy has mitigation targets</p>	<p>Aware of issues but general view that Malawi should be lobbying for developed nations to mitigate</p>
Prioritisation	Climate change adaptation	<p>Aware of required changes to agricultural practice (crops and techniques) and need to address consequences of erratic rains.</p> <p>Not aware of Adaptation policies and practices or NAPA</p>	<p>Addressing adaptation through NAPA, MGDS annex and targets and budgets.</p> <p>Generally recognised that parliament should scrutinise and take action but not sensitising Parliament to issues</p>	<p>CSOs involved at local community level – view that this should be scaled up by Government and actions/funding scrutinised by Parliament</p>

Coordination	Policy coordination	<p>Policy formation comes primarily from the ministries (MoEPDC, EAD, Agriculture, Forestry)</p> <p>Consider there to be no Malawi Climate Change policy</p> <p>Desire for Parliamentary Committee on Agriculture and Natural Resources to have a stronger role in scrutinising policy and expenditure, but also that may need separate committee or subcommittee on Climate change</p>	<p>NAPA used as a policy framework, and National Framework also exists. MGDS addendum also used as a driver. But no overarching coordination of policies.</p> <p>Suggest that a Route map would be useful</p>	<p>No climate specific policy but aware of /been involved in related environmental policies and NAPA</p> <p>Consider that government “policy” driven more by top down UNFCCC needs rather than the needs and concerns of the people – call for stronger climate justice, and role of Parliament in advocating /scrutinising this</p>
Coordination	Institutional coordination	<p>Government has the coordinating role</p> <p>Aware of existence of various working groups but not involved, hence not part of any coordination mechanism</p>	<p>A number of Ministry-led climate change specific committees and Frameworks exist</p> <p>Government has the coordinating role but lack of clarity re responsibilities and Ministry of Economic Planning, Development and Cooperation has oversight but not in position to lobby at international level or lead on technical issues</p> <p>Many climate –related policies in Malawi but a Route map would be useful</p>	<p>Involved in government led Technical working group on Climate change and in International negotiations.</p> <p>Concern that National Assembly not embedded into institutional coordination mechanisms</p>
Engagement	Regional	<p>Aware of and some involvement with SADC. Awareness of negotiating as part of bloc.</p>	<p>Working with other LDC. AU, SADC - bloc arrangements – but also do have Malawi position statement</p>	<p>Society based (CSO networks at regional as well as international level.</p>
Engagement	International	<p>Broad knowledge of International For a and Copenhagen meeting. Some ad hoc attendance at international meetings</p> <p>Recognition that Malawi sent large delegate to Copenhagen</p> <p>Perception that feedback from International meetings is limited – not clear on outcomes</p>	<p>Involved in UNFCCC process and international engagement (led by MoEPDC)</p>	<p>Widespread knowledge of International negotiations, Copenhagen meeting and good involvement</p>

Resources	Channelling	Not proactively involved	<p>Many spoke of bureaucracy in securing international funding – in particular GEF.</p> <p>Concern that activities of donors is not coordinated.</p>	<p>Many spoke of bureaucracy in securing international funding – in particular GEF.</p>
Resources	Prioritising	Not proactively involved although should be part of Committee responsibilities	<p>Involved in prioritising through setting of budget, and MoEPDC requests that implementing ministries factor climate change into budgets</p> <p>Involved in donor working group although concern that donor funding is not coordinated</p>	<p>Perception that need more on the ground work – and voice of the people into negotiations</p> <p>Believe that Parliament should have a stronger role in scrutinising expenditure of government but accepts not adequately resourced to do so.</p>
	Information gaps / needs	<ul style="list-style-type: none"> • Robust knowledge exchange mechanisms required – particularly with Parliamentarians • Capacity building and training workshops for Parliamentarians • Knowledge hub – one stop web site produced in general terms for use by all • Multi-stakeholder committee on climate change – to include Parliamentarians 		

ANNEX 2 – LIST OF PARTICIPANTS

	Name	Organization/Govt Department	Place of interviews	Date	Parliamentary Committee/Post
1.	Hon Grain Malunga	Minister of Natural Resources Energy and Environmental Affairs	Lilongwe	July 5 2010	Cabinet Committee on CC
2.	Hon Dr A Chiyembekeza	National Assembly	Lilongwe	29 June 2010	Agriculture & Natural Resources (Chair Person)
3.	Mr Radson Mwadiwa	Ministry of Natural Resources Energy and Environmental Affairs	Lilongwe	30 June 2010	Principal Secretary
4.	Hon Dr J. Kalilani	National Assembly	Lilongwe	1 July 2010	Health & Population (Chair person)
5.	Hon G Nnensa	National Assembly	Lilongwe	1 July 2010	Budget & Finance
6.	Hon W. Belekanyama	National Assembly	Lilongwe	29 June 2010	SADC Parliamentary & Agriculture and Natural Resources-Member
7.	Hon A Menyani	National Assembly	Lilongwe	29 June 2010	Legal Affairs & Education, Science& Technology
8.	Hon D R L Luka	National Assembly	Lilongwe	29 June 2010	HIV/AIDS
9.	Hon Francis Banda	National Assembly	Lilongwe	29 June 2010	Agriculture & Natural Resources-Deputy Chairperson
10	Hon Vitus Dzoole	National Assembly	Lilongwe	29 June 2010	Agriculture & Natural Resources-Member
11	Hon P Chalera	National Assembly	Lilongwe	29 June 2010	Agriculture & Natural Resources-Member
12	Dr Mrs.Y Ntupanyama	Environmental Affairs Department	Lilongwe	28 June 2010	Director
13	Mr Clement Kalonga	Joint Oxfam Programme in Malawi	Lilongwe	28 June 2010	Programme Officer, Relief & Humanitarian Affairs
14	Mr Jeffrey Mwenyeheri	National Assembly	Lilongwe	29 June 2010	Senior Assistant Clerk of Parliament
15	Mr Mabvuto Bamusi	Human Rights Consultative Committee	Lilongwe	29 June 2010	Executive Director
16	Mr William Chadza	Centre for Environmental Policy and Advocacy	Blantyre	2 July 2010	Executive Director
17	Mr Evans Njewa	Environmental Affairs Department	Lilongwe	1 July 2010	Climate Change Desk Officer
18	Mr Gray Munthali	Meteorological Services & Climate Change Department	Blantyre	2 July 2010	Deputy Director
19	Mr Alex Namaona	Ministry of Economic Planning Development and Cooperation	Lilongwe	30 June 2010	Deputy Director(SPA)

ANNEX 3 – SUMMARY OF QUESTIONNAIRE TEMPLATE

CLIMATE CHANGE IN MALAWI - INTERVIEWS WITH PARLIAMENTARIANS

Name:	
Role and Responsibilities:	
Interview date	June 28 to July 2 2010
Interviewer/Recorder	Ruth Wolstenholme / Francis Ng'ambi

Warm up

1. What are your interests and responsibilities in terms of Climate change? <i>As a parliamentarian, through the role of committees etc</i>
2. Are you involved in Climate change related work or issues within your constituency

Information and information management

3. What information sources do you use to learn more about climate change issues?
4. To what extent do you feel these sources provide you with sufficient access to information on the causes of climate change and impact on Malawi?
5. How do you interact with others with an interest in climate change and how could this interaction be improved?

Understanding, assessing scrutinizing and prioritising

6. What are the key laws and policies that exist in relation to climate change in Malawi?
7. What processes are in place to allow parliamentarians to address the actions of government in relation to climate change in terms of <ul style="list-style-type: none">• understanding• assessment• Scrutiny?
8. Is there a system in place for regularly reviewing and updating the assessments of climate change impacts?
9. To what extent is there a system in place for reviewing and revising climate change priorities?

Risk assessment

10. To what extent has climate risk been assessed within key policy areas?
11. In your opinion is the assessment of climate- related risks to priorities in major existing national planning documents and policies sufficiently robust

Policy

12. What do you think are the most pressing climate change policy requirements are in Malawi
13. What are the responsibilities for reviewing policy requirements? <i>What further action do you think the parliament can/should take in engaging with climate change policy</i>

Coordination

14. From your perspective, what governmental organisations are working on policies and programmers linked to climate change? (adaptation, low carbon, mitigation)
15. Based on your knowledge, to what extent have clear coordination processes been established to manage climate change across different sectors and public service provision?
16. What arrangements are in place for organisations that develop policy and those that implement / deliver those polices to interact with each other?
17. To what extent are there appropriate systems for data gathering, research findings and knowledge exchange with key stakeholders who need access to such data?

International Dimension

18. What arrangements are in place for the government to be represented in international climate change discussions
19. What further actions should the parliament/ government take to further engage at international level?
Resourcing
20. What are the issues regarding financial resourcing of climate change - where is funding not sufficient or not adequately channeled and coordinated <i>What mechanisms should be in place to ensure the provision of sufficient resources to support climate change adaptation and mitigation actions in Malawi</i>
21. Are you aware of research undertaken to understand the implications of climate change Malawi?

Additional

22. What further information about climate change would be useful to you?
23. Is there anything else that you have not mentioned but might be interesting/ important?

ANNEX 4 : PARLIAMENT OF MALAWI - COMMITTEES

Committees of the House

Parliament performs a considerable number of its responsibilities through a system of Committees. Currently, Parliament has 15 Parliamentary Committees. Four of these have their functions provided by the Constitution:

Established by the Constitution:

- * Legal Affairs
- * Budget and Finance
- * Public Appointments
- * Defense and Security

Established by the Standing Orders:

- * Business Committee
- * Parliamentary Development and Coordination Committee
- * Commerce, Industry and Tourism
- * Health and Population
- * International Relations
- * Media and Communications
- * Agriculture and Natural Resources
- * Education, Science and Human Resources
- * Social and Community Affairs
- * Transport and Public Works
- * Public Accounts

“Independent, Reformed and Development-oriented Parliament”

