

Malawi-climate resilient and sustainable capture fisheries, aquaculture development and watershed management project

Review PIF and Make a recommendation

Basic project information

GEF ID

10411

Countries

Malawi

Project Name

Malawi-climate resilient and sustainable capture fisheries, aquaculture development and watershed management project

Agenices

AfDB

Date received by PM

10/11/2019

Review completed by PM

Program Manager

Aloke Barnwal

Focal Area

Climate Change

Project Type

FSP

PIF

Part I – Project Information

Focal area elements

1. Is the project/program aligned with the relevant GEF focal area elements in Table A, as defined by the GEF 7 Programming Directions?

Secretariat Comment at PIF/Work Program Inclusion

The proposed project aims to improve adaptation of communities depending on the fisheries sector using a lake watershed management approach. It has the potential to align with LDCF CCA 1 objective of reducing climate vulnerability through innovation and technology transfer. The innovation potential exist through innovative

community led project implementation and management and also by adopting an integrated landscape based approach to improve the fisheries sector. However, on technology transfer it is not clear what new practices will be deployed in light of climate risks in the target regions. The alignment with LDCF CCA 2 on adaptation mainstreaming for systemic impact is not very apparent from the project components. The focus is primarily on interventions in the target watershed by developing plans and investing in specific solutions. There isn't much focus on strengthening relevant national policies and institutions to mainstream climate change in development priorities of Malawi for large scale systemic climate resilience impact. Overall, the adaptation rationale for the project intervention needs to be strengthened in terms of how climate change is making the livelihoods dependent on fisheries more vulnerable and what specific adaptation solutions can improve resilience of communities at scale.

Nov 4: The project title seems to have changed from the previous version and seems like same title as of the AfDB loan/grant project. Please provide rationale for this. It would be ideal to have Malawi and climate mentioned in the title for ease of referencing and to emphasize the focus of the project. The agency may consider Malawi- Resilient and sustainable capture fisheries, aquaculture development and watershed management project.

The alignment with programming strategy CCA 1 and CCA 2 is fine now. The adaptation rationale is good now.

Agency Response

Thank you for the comment.

On the vulnerability of fisheries dependent livelihoods: Vulnerability to climate change can be determined by three factors: exposure to hazards, sensitivity to those hazards and the capacity to adapt to those hazards. Climate predictions suggest that rainfall is going to be more erratic and extreme events more frequent whilst the capacity of lakes to sustain fish ecosystems will be compromised. It is further accepted that rural communities in Malawi are predominantly poor and therefore lack the means to cope with the threat posed by climate change.

In villages located along rivers and lakes, a significant livelihoods cluster are families who depend on capture fishing. For these families, vulnerabilities differ depending on the status of fisheries resources. A report by the Catholic Relief Services (2010) showed that where fisheries resources are abundant such families tend to be some of the well-off members of the communities but once the fisheries resources deteriorate, they become some of the poorest. The same report noted that fishing groups seem to be quite cohesive, even fishing together in groups of up to 50 fishermen and that where fishing provides a stable livelihood, such families do not usually engage in other food production or income-generating activities. Thus, once they are unable to meet food or income needs from fishing, they will be

forced to engage in other activities including farming, small income-generating activities as well as the sale of labour (known as ganyu which is indicative of extreme poverty).

With climate change, and its impacts on lakes as described before there is a long-term risk already being seen in some areas where the decline of fishing resources is reported. Droughts, on the other hand, pushes hitherto farmers into fishing thereby increasing not only the competition on the fisheries resources but also conflicts between the new comers and the traditional fisher farmers. Climate change therefore does not only result in reduced fish stocks but disrupts community relations, making both fisher families and subsistence farmers vulnerable.

In most areas along the lakeshore fishing households are already food insecure, primarily because fish catches are declining. It is expected that even in places where fish catches remain decent, fisher households will eventually become food insecure because strategies for maintaining fish stocks are not being implemented. The conflicts with non-fisher households will only intensify. The Department of Fisheries has developed some strategies, but they do not have the resources to enforce these to protect fisheries resources. Also, most of these strategies focus primarily on the fish stock, e.g., fish season closure to allow for breeding, so do not address other critical issues such as integrated catchment management. Instituting holistic sustainable fisheries would therefore benefit both fisher households that are currently food insecure by restoring fish stocks and providing complementary livelihoods for those living further away from the lakeshore and depending primarily on subsistence farming.

Mainstreaming Climate Change: At the local level the adoption of adaptation interventions will be linked with broader community practices. The communities in Malawi usually run Savings Clubs in which groups of people in a community, mostly women, contribute an agreed monthly sum and the members take turns to borrow from the pooled funds. It will be part of the project strategy to encourage Savings Club members to borrow funds from their clubs to start-up new livelihood initiatives. By so doing the uptake and replication of initiatives will not depend entirely on externally sourced funds. The district authorities will be roped in to provide inputs into alternative livelihood initiatives. Supply centres will be established at district level. These will include seed nurseries, beehive containers, etc. In addition, council staff will be trained and mandated to provide backstopping support to the communities. The council will be encouraged to mainstream climate change in its bye-laws and local policy frameworks. Those bye-laws relating to fisheries and catchment management will be specifically targeted for revision and alignment with national policies. To mainstream CC in their operations councils will be required to register all on-going and new initiatives and report on these to national government through established reporting channels. The council will also be required to develop local guidelines specific to fisheries and catchment management so as to be the reference centre for both communities and other sector players. The project will assist in developing the guidelines as well as simple checklists that sector players and council staff can use to ensure that mainstreaming is being considered in all initiatives. Particularly, council will ensure that all community-based

organizations such as area development committees (ADCs) have climate change integrated into their programmes, projects and plans. (As output description in Component 2)

At the national level, the implementing agency, is expected to report via its parent ministry, to the National Technical Committee on Climate Change (NTCCC).

On technology transfer: Kindly see proposal about floating agriculture

AfDB, 5 November 2019: Thank you, the title of the project has been changed to "Malawi-climate resilient and sustainable capture fisheries, aquaculture development and watershed management project".

Indicative project/program description summary

2. Are the components in Table B and as described in the PIF sound, appropriate, and sufficiently clear to achieve the project/program objectives and the core indicators?

Secretariat Comment at PIF/Work Program Inclusion

Please refer to comment under question 1.

The approach of working with beach village committees is a novel step and aligns with locally led adaptation principle. Using a watershed and landscape approach can deliver outcomes at scale.

However, as mentioned in the comment 1, the components do not sufficiently suggest what and how climate vulnerabilities will be addressed through this project. The objective also seems a vague whether the focus is primarily on fisheries sector or it will support alternative livelihoods also for enhanced resilience. The objective suggests **improve sustainability of fisheries through.....livelihood diversification**. It's unclear. It seems more of integrated approach for fisheries livelihoods rather than alternative to fisheries.

The community managed early warning systems has a direct link with potential climate risk but there is very low emphasis on this activity. The activity suggests installation of weather stations only and not much on the use of climate data to support climate resilient fisheries.

Nov 4- Thanks for the explanation and factoring these in the PIF. No more comments.

Agency Response

Thank you for the comment.

On climate vulnerabilities: The comment was addressed in the framing and formulation of components, in addition to our response to comment 1 above.

On early warning systems:

(In barriers section) Due to climate change rainfall patterns have been, and will be, affected. With droughts water reservoirs will not get replenished and ground water levels will recede due to diminished recharge resulting in water stresses in a bigger proportion of the calendar year. The general appreciation of, and response to, such climate change induced changes in Malawi is hindered in part by low use of climate change and meteorological information. Considering that effective responses to climate change are context specific and often best addressed at the local level, the key sectors utilizing the weather and climate services require timely, site specific and accurate information within reasonable and acceptable error margins. While the Malawi meteorological service sector has provided useful information, the sector is facing challenges such as fewer functional observational stations, shortage of trained personnel, vandalism of equipment, weak telecommunications support systems, and inadequate data processing and information dissemination facilities. These challenges compromise service delivery to meet local, national, regional and international benchmarks. The resultant data scarcity, and information deficiency, means that actors in climate sensitive sectors, including fisheries, cannot make informed decisions based on authoritative weather and climate information.

(In the components section) To address the challenge of data scarcity it is proposed that hydro-meteorological systems for early warning are installed and that communities are made custodians of these installations to address issues of vandalism, operation and maintenance, low usage and timely communication. The data/information on rainfall, stream flow and water quality in the lakes will help stakeholders to plan as well as respond to any climate induced changes that affect fisheries and livelihoods in general. In addition to collecting data and forwarding to the meteorological services for processing, trained local fishermen and BVC members will use simple equipment, e.g. mobile phones, to link to the national forecast system regarding potential extreme weather on the Lakes and lake environs. In this manner the project will institute and operate a communication/dissemination system to inform local residents of impending threats as well as allow for disaster response teams at higher levels to prepare and mitigate against impending climate threats.

Co-financing

3. Are the indicative expected amounts, sources and types of co-financing adequately documented and consistent with the requirements of the Co-Financing Policy and Guidelines, with a description on how the breakdown of co-financing was identified and meets the definition of investment mobilized?

Secretariat Comment at PIF/Work Program Inclusion

The co-financing is quite relevant and aligned with co-financing policy and guidelines.

The co-financing projects is quite comprehensive and strategic. There are a number of activities which will be funded through this co-finance especially under sub-component 2 are also proposed to be supported through LDCF. Thus it indicates some duplication of efforts instead of complementing each other.

Nov 4- Thanks for the response and addressing it in the PIF. No more comments.

Agency Response

Thank you for the comment.

The difference between sub-component 2 (and other activities) envisaged as part of the baseline project and the GEF financing is in scope. Whilst the baseline project focusses on areas immediately adjacent to the lakeshore and in and around fish landing sites, the proposed project looks at the bigger picture and focuses on the entire catchment integrating downstream (lakeshore areas) and upstream (head waters). In this sense the baseline project only targets the fisher communities on the lakeshores whilst the proposed project goes beyond this narrow base and includes the wider community. The proposed project is therefore already upscaling in an attempt to better address the climate induced challenges in the fisheries sector.

GEF Resource Availability

4. Is the proposed GEF financing in Table D (including the Agency fee) in line with GEF policies and guidelines? Are they within the resources available from (mark all that apply):

Secretariat Comment at PIF/Work Program Inclusion

Yes.

Agency Response

The STAR allocation?

Secretariat Comment at PIF/Work Program Inclusion

NA

Agency Response

The focal area allocation?

Secretariat Comment at PIF/Work Program Inclusion

NA

Agency Response

The LDCF under the principle of equitable access

Secretariat Comment at PIF/Work Program Inclusion

Yes.

Agency Response

The SCCF (Adaptation or Technology Transfer)?

Secretariat Comment at PIF/Work Program Inclusion

NA

Agency Response

Focal area set-aside?

Secretariat Comment at PIF/Work Program Inclusion

NA

Agency Response

Impact Program Incentive?

Secretariat Comment at PIF/Work Program Inclusion

NA

Agency Response

Project Preparation Grant

5. Is PPG requested in Table E within the allowable cap? Has an exception (e.g. for regional projects) been sufficiently substantiated? (not applicable to PFD)

Secretariat Comment at PIF/Work Program Inclusion

Yes, PPG is requested and is within the policy requirements.

Agency Response

Core indicators

6. Are the identified core indicators in Table F calculated using the methodology included in the correspondent Guidelines? (GEF/C.54/11/Rev.01)

Secretariat Comment at PIF/Work Program Inclusion

The Agency is requested to use the Results Framework for the LDCF-SCCF as shared by the GEF Secretariat. Number of beneficiaries is not provided in the PIF.

November 4: Please do not fill up GEF Core Indicator 11 as the LDCF-SCCF results Framework is already filled. it will lead to double counting.

Agency Response

Thank you for the comment, the Results Framework for the LDCF-SCCF was used and the number of beneficiaries has been provided.

5 November 2019: Thank you for the comment, this is well-noted. Given that the LDCF-SCCF results Framework is already filled, GEF core indicator 11 was left blank.

Project/Program taxonomy

7. Is the project/ program properly tagged with the appropriate keywords as requested in Table G?

Secretariat Comment at PIF/Work Program Inclusion

Yes

Agency Response

Part II – Project Justification

1. Has the project/program described the global environmental / adaptation problems, including the root causes and barriers that need to be addressed?

Secretariat Comment at PIF/Work Program Inclusion

Please refer to comments under questions 1 and 2 of Part I. The adaptation challenges and root causes and barriers to implement adaptation measures needs to be elaborated more. The focus of these sections are more on issues and challenges related to fisheries sector in general rather than with respect to climate change.

Nov 4: The revised PIF addresses the above comments well. No further comments.

Agency Response Thank you for the comment.

The UNDP (2008) noted that resource and knowledge constraints are the two major barriers that limit the integration of climate change issues in national development plans. The National Climate Change Response White Paper of 2012 further asserts that in Malawi, apart from being resource poverty, an understanding of climate change issues appears to be limited.

Deriving from these two broad barriers, the country faces adaptation challenges such as (i) low preparedness to cope with episodes of drought and floods, (ii) weak understanding of long term climate projections that define the range of future climate conditions, (iii) poor climatic monitoring to enhance early warning capabilities and decision making towards sustainable utilization of its water and land resources (iv) weak research, capacity development, and technology development, (v) poor disaster risk reduction in the short-term, and (vi) a lack of integrated resource and development planning in the medium- and long-term. Mainstreaming climate change and adaptation responses into sectoral plans also remains a challenge.

In response Malawi seeks to develop adaptation responses that address both short- and long-term development goals with a stronger specific local autonomous adaptation context that will promote conservation of natural resources, improve food security and rural livelihoods and create “green” jobs. This project builds on this focus whilst specifically addressing the interlinkages between fisheries and catchment management in the context of climate change.

2. Is the baseline scenario or any associated baseline projects appropriately described?

Secretariat Comment at PIF/Work Program Inclusion

The baseline scenario provides details of the co-finance project only. It should include more details in terms of institutional and policy baseline and other projects and initiatives in the region which the project will complement the proposed project.

Nov 4: Thanks for providing additional information related to baseline. No more comments.

Agency Response

The government of Malawi has been putting in place a range of policy programs to address challenges associated with climate change adaptation in agriculture and development planning. The NAPA (2006) is one of the key climate-change policy documents used for this purpose. In the agricultural sector, the government of Malawi operationalized NAPA priorities through the Agriculture Sector Wide Approach (ASWAp) that identifies several strategies, including diversification, meant to increase the resilience of communities in rural areas to the adverse effects of climate change (Chinsinga, 2012). Through the ASWAp, the government increased its budget share for agriculture from 6.1% in the period 2000/05 to 15.9% for 2006/09, 20% in 2012/13 and about 24% in 2015/16. However, recent macro-economic challenges in the country have forced the government to scale down on these investments (Holden and Lunduka, 2012) and seek more sustainable means to improve livelihoods. The promotion of sustainable land management is one way identified to ease the financial pressure of subsidizing fertilizer.

With respect to fisheries the Fisheries Integration of Society and Habitats (FISH) Project between the government of Malawi and USAID and implemented jointly with several non-governmental organizations is based on the premise that if Malawian fisher folk and government are empowered to make informed co-management decisions about the fisheries, its governance and the sustainable use of the aquatic environment on which they depend, then the quality of life for Malawians will be improved. The proposed project seeks to compliment, and build on these policy and project baselines.

3. Does the proposed alternative scenario describe the expected outcomes and components of the project/program?

Secretariat Comment at PIF/Work Program Inclusion

Please refer to comments under question 1 and 2 of part I. The components and outcomes need to link with climate risks and vulnerabilities in the targeted region.

Nov 4: Thanks for clarification. No further comments.

Agency Response A table was inserted detailing and showing the expected outcomes and components of the project as proposed in the GEF alternative scenario in relation to the baseline.

4. Is the project/program aligned with focal area and/or Impact Program strategies?

Secretariat Comment at PIF/Work Program Inclusion

The program is broadly aligned with LDCF adaptation strategy but needs to strengthen the alignment better.

Nov 4: No further comments.

Agency Response The alignment with the LDCF adaptation strategy was strengthened by reformulating some of the components, outcomes, outputs and by adding information connecting climate risks pertaining to the fisheries sector and in Lake Malawi in relation to activities planned as part of the GEF-LDCF project.

5. Is the incremental / additional cost reasoning properly described as per the Guidelines provided in GEF/C.31/12?

Secretariat Comment at PIF/Work Program Inclusion

The additional cost reasoning needs to be strengthened to link with climate vulnerability of the fishing communities. The argument currently indicates that the project will support poverty alleviation and thereby improve resilience. This linear linkage without climate vulnerability justification is not strong.

Nov 4: Together with the identified challenges and key barriers and the table providing information about the incremental reasoning, the explanation is fine. No further comments.

Agency Response

Thank you for the comment. A table was inserted detailing and showing the expected outcomes and components of the project as proposed in the GEF alternative scenario in relation to the baseline.

According to the National Climate Change Management Policy (2016), if Malawi does not start acting now, the direct overall costs due to climate change will be equivalent to losing at least 5% of the Gross Domestic Product (GDP) each year. Furthermore, the direct cost of droughts and floods is estimated at 1.7% of Malawi's GDP every year. Overall, agriculture suffers the greatest losses and the ensuing food shortages cause domestic grain prices to rise while grain imports increase rapidly to cover the gap. This impacts most negatively on the poor and vulnerable communities that rely on subsistence agriculture and fishing who will have to purchase food against a backdrop of reduced income. Improving climate change adaptation is therefore imperative for Malawi.

6. Are the project's/program's indicative targeted contributions to global environmental benefits (measured through core indicators) reasonable and achievable? Or for adaptation benefits?

Secretariat Comment at PIF/Work Program Inclusion

The agency is requested to provide the estimated beneficiaries and the results sheet for this project.

Nov 4: No further comments.

Agency Response

Thank you for the comment.

The project expects to train at least 1,300 BVC members of whom 870 will be women. The population to be served is estimated to be 5,737,000 being the resident population of the catchments in the districts bordering the main lakes as deduced from the Malawi national census of 2018. The census estimate for the number of women stands at 2,954,000. The population figure assumes that the community engagement will target all households in the catchments. The exact numbers will be determined during the project preparation phase. (Core Indicator and Meta Data sheet is attached).

7. Is there potential for innovation, sustainability and scaling up in this project?

Secretariat Comment at PIF/Work Program Inclusion

The community led planning and management of project is innovative and along with relevant policy support can result into sustainability and scaling up. The integration of fisheries with land management using a watershed approach is also quite innovative. The PIF may like to include technologies and management measures which are innovative for the region.

The project may also like to strengthen its focus on national or sub-national policies around watershed and fisheries management and also on empowering BVCs to enhance sustainability and replication of the outcomes.

Nov 4: It is not clear how floating agriculture technology will strengthen resilience of the fisheries sector (primary focus of this project) in target area. Please elaborate on the linkage. Will there also be any innovation/new practice to be followed in upstream watershed or lake catchment area management. If yes, please highlight those.

Agency Response

Thank you for the comment.

On technology transfer (Added to section 1-7): Mindful that overloading communities with too many new technologies at the same time risks low uptake the project is proposing to introduce one “foreign” technology especially targeting communities living in the wetlands and on the edge of the shallower lakes such as Lake Chirwa.

The project aims to adopt and experiment with “floating agriculture” as practised in Bangladesh. The system is similar to hydroponics, in which plants derive their nutrients not from soil but from water. With the aid of an NGO, the farmers will be trained to make floating beds, which they will use to cultivate vegetables. The floating beds or “bio-land” will comprise of water hyacinth, aquatic algae, or other waterborne creepers, along with straws and herbs or plant residues that are endogenous to the lake and wetlands. Typical bed dimensions could be 20m long by 3m wide and 0.5m thick with size, shape and materials adjusted according to local circumstances.

The floating agriculture has not been practiced in the region. It is hoped that by adopting it, the farmers will be discouraged from clearing more land for agriculture and will be more able to live with lake fluctuations than when they are reliant on traditional land-based systems. Furthermore, the energy required for irrigation in the land-based systems will be preserved for other chores which will benefit women most.

The BVCs and government extension workers will be trained in this new technology and the Department of Fisheries resourced to monitor its performance with a view to adopt it as a national adaptation measure for Malawi.

National or sub-national policies around watershed and fisheries management:

Currently, there appears to be no policy or guideline in Malawi on fisheries and catchment management. Equally, there are no national guidelines on the involvement of women in watershed management. While the overall gender policy framework in Malawi promotes gender mainstreaming in natural resource management, there is limited consideration of gender in the national fisheries policy and legal framework. For example, the current Participatory Fisheries Management sub-policy of the National Fisheries and Aquaculture Policy (NFAP) of 2001 encourages 30% composition of leadership positions to be women in an effort to encourage more participation of women in local fisheries management authorities (LFMAs) (i.e. BVCs) affairs but does not provide explicitly guidance on how this could be achieved. The proposed project experiences are therefore expected to contribute to the development of such guidelines as part of its mainstreaming thrust. It is our belief that the experiences will further inform the National Water Development Program, National Fisheries Policy, Health Sector Strategic Plan, National Education Sector Plan, Disaster Risk Reduction Plans, Poverty Reduction Strategy, National Biodiversity Strategy and Action Plan, Urban Planning and the Agriculture Sector Wide Approach.

AfDB, 5 November 2019: The floating agriculture technique represents a novel climate change adaptation measure whereby in the case of flooding over the flood prone zones around the lake in case of excessive rainfall, the floating plot can rise and fall with the water level and then can remain in position once anchored to the floor with a stake. The beds are constructed from local, biodegradable, and low-cost material. The farming, with very low usage of agro-chemicals for plant nutrition

and pest control, is environmentally friendly with minimal GHG emissions and would represent an alternative sustainable source of income and/or livelihood on top of fishing and other possible income generating activities.

Project/Program Map and Coordinates

Is there a preliminary geo-reference to the project's/program's intended location?

Secretariat Comment at PIF/Work Program Inclusion

Yes

Agency Response

Stakeholders

Does the PIF/PFD include indicative information on Stakeholders engagement to date? If not, is the justification provided appropriate? Does the PIF/PFD include information about the proposed means of future engagement?

Secretariat Comment at PIF/Work Program Inclusion

Yes.

Agency Response

Gender Equality and Women's Empowerment

Is the articulation of gender context and indicative information on the importance and need to promote gender equality and the empowerment of women, adequate?

Secretariat Comment at PIF/Work Program Inclusion

Given that Malawi has quite low ranking in Gender Inequality Index 177 out of 180, the need is quite strong. By focusing on strengthening capacity of BVCs which are primarily women led will lead to their economic and social empowerment. The project should give more stronger emphasis on role of women in BVCs and creating incentives for women to engage more in decision making. This could be reflected more strongly upfront in project justification and components.

Nov 4: No further comments.

Agency Response

Thank you for the comment.

D'Souza (2009) observed that wherever watershed development projects have been implemented the bulk of the labour force constitutes women (even up to 70 % in most cases), while they are hardly represented in the decision-making processes relating to organization and implementation. With respect to fisheries in Malawi MacPherson et al. (2012) noted that men dominate the selling of larger, fresher and more profitable fish because they have better access to capital whilst women are dominant in the drying and processing of smaller fish, which requires smaller capital but also provides smaller profits. In this gendered division of labour, men are able to make larger profits and dominate the means of production and women have to negotiate access to fish through men. These power imbalances can increase both women and men's vulnerability to HIV as sex is often traded for exclusive rights to fish and/or transport.

To help address the challenges that women face, the project will prepare a gender action plan in line with Malawi National Gender Policy of 2016, the GEF gender equality action plan and the Bank Group's Strategy 2013–2022. The plan will ensure that gender perspectives are reflected in all climate change risk management solutions by (i) undertaking a gender analysis in assessments of vulnerability; (ii) promoting livelihood options that specifically address women's adaptation needs; and (iii) the inclusion of women's perspectives at project development and implementation. In addition, the project M&E system will have Gender indicators specifically targeting, and agreed, with women. The training of BVCs will specify a gender ratio in favour of women.

The project will deliberately consider outcomes that enable opportunities for women's empowerment, including (i) targeting women's participation and/or access to project/program benefits, (ii) formation of, and support to, women dominated beneficiary groups such as water user associations, savings clubs, etc., (iii) advocating for women representatives in project committees or local associations and (iv) recruiting a higher number of female staff in project operations.

The project recognises that in Malawi the enrolment of girls in school may not be a problem but retaining them in school is a serious issue as few girls proceed to, or complete, their secondary education. The project will take deliberate measures to ensure secondary school going girls are given prominent roles in project activities so as to create role-models at community level and challenge traditionally held cultural beliefs on the role of the girl child.

Private Sector Engagement

Is the case made for private sector engagement consistent with the proposed approach?

Secretariat Comment at PIF/Work Program Inclusion

Yes. There is good potential role of private sector in fisheries supply chain and plastics management in the lake watershed.

Agency Response

Risks

Does the project/program consider potential major risks, including the consequences of climate change, that might prevent the project objectives from being achieved or may be resulting from project/program implementation, and propose measures that address these risks to be further developed during the project design?

Secretariat Comment at PIF/Work Program Inclusion

What is the likelihood that the plans prepared by BVCs are not validated by government for future implementation? Will the project ensure that these plans are integrated within official government plans?

Is there any internal governance risks in how BVCs make participatory decisions and will the project look into it?

Other risks are well described.

Nov 4: Thanks for addressing the first comment. Please elaborate on the second component. How will the project ensure participatory planning and decision making within the BVCs and mitigate associated risks?

Agency Response

Thank you for the comment. To ensure that the plans elaborated by the BVCs are developed, validated and operational, officials from government will be involved as much as possible in the process in order to take into account their input and to not undermine the power relationships/dynamic between local communities and the

State. During the PPG phase, the project will further examine the possible of having the plans developed by BVCs are well integrated into national and/or sub-national plans as well.

AfDB, 5 November 2019: The project will also rely on a co-management arrangement whereby local level representative institutions called Beach Village Committees (BVCs) (with local leaders as their advisors) and the Department of Fisheries (DoF) are considered key partners and jointly make decisions. These entities will sit on a project steering committee to ensure that the decision making process is participatory. The actual implementation arrangements will be defined during the project preparation phase to ensure that conflicts over authority between the traditional leaders and BVCs are minimized (or even avoided) during the execution of the project. In addition, the project will rely on lessons learnt from the Participatory Fisheries Management Programme (PFMP) for Lake Malombe (along with management arrangements for Lakes Chiuta and Chilwa) to further design, implement and rely on co-management arrangements as part of this project.

Coordination

Is the institutional arrangement for project/program coordination including management, monitoring and evaluation outlined? Is there a description of possible coordination with relevant GEF-financed projects/programs and other bilateral/multilateral initiatives in the project/program area?

Secretariat Comment at PIF/Work Program Inclusion

The PIF says: **Implementation will be through a partnership between GoM and communities.** The agency is requested to elaborate which institution represent the communities and what would be the form of partnership?

Nov 4: Thanks for the details, but it is still not very clear what is meant by partnership between GoM and communities. Does this imply that BVCs will represents communities and will form a partnership with GoM under the existing decentralized governance framework for implementation of the project. Please clarify.

Agency Response

Thank you for the comment.

Malawi operates a hereditary traditional authority (TA) system in the rural areas. Within the traditional leadership structure each village has a group village headman, selected by the village headmen and responsible for five or more villages. A sub-chief has responsibility for a number of TAs, with the senior chief having authority over all sub-chiefs in the district. All community-based work in the rural areas has to be sanctioned by the traditional authority. The BVCs, like all other community-based organisations, operate under this framework.

Furthermore, the TAs and sub-TAs within each local government area are ex-officio members of the councils and the district councils are responsible for the overall development of their areas and are required by law to engage local communities and other interest groups such as the private sector and NGOs in the preparation of their three-year rolling district development plans. As such all community-based work is reported to, sanctioned and supervised by the district councils through the TAs. The councils fall under the ministry of Local Government and Rural Development but can communicate directly with sector ministries on policy issues and reports.

In addition, the government of Malawi through its National Decentralization Policy has instituted area development committees (ADCs) to improve community participation and enhance demand driven development. These ADCs provide a platform for all local actors and national government structures to interact and accelerate development. The proposed project will follow these established communication and reporting channels.

AfDB, 5 November 2019 : The executing agency will be the MoAIWD through the Department of Land Resources Conservation (DoLRC). As such whoever will be tasked with implementation of the project will report directly to the Principal Secretary, Ministry of Agriculture Irrigation and Water Development. The project will also rely on a co-management arrangement (i.e. partnership or similar) whereby local level representative institutions called Beach Village Committees (BVCs) (with local leaders as their advisors) and the Department of Fisheries (DoF) are considered key partners and jointly make decisions. These entities will sit on a project steering committee to ensure that the decision making process is participatory. The actual implementation arrangements will be defined during the project preparation phase to ensure that conflicts over authority between the traditional leaders and BVCs are minimized (or even avoided) during the execution of the project. In addition, the project will rely on lessons learnt from the Participatory Fisheries Management Programme (PFMP) for Lake Malombe (along with management arrangements for Lakes Chiuta and Chilwa) to further design, implement and rely on co-management arrangements as part of this project.

Consistency with National Priorities

Has the project/program cited alignment with any of the recipient country's national strategies and plans or reports and assessments under relevant conventions?

Secretariat Comment at PIF/Work Program Inclusion

Relevant policies and programs related to capacity building and climate action is provided in the PIF. The project components need to address the gaps identified in Malawi growth and Development Strategy III more strategically in the project components. The issues highlighted as below are quite relevant but the components do explicitly link with these issues especially b, c and d:

(a) Climate variability; (b) Inadequate institutional capacity for managing climate change; (c) Inadequate mainstreaming of climate change issues; (d) Inadequate enforcement of climate relevant legislation; and (e) Increasing deforestation and unsustainable land use.

Nov 4- Thanks for the explanation. No more comments.

Agency Response

Thank you for the comment.

The project components support directly the third Malawi Growth and Development Strategy (MGDS III) running from 2017 to 2022, particularly the key priority area (i) Agriculture, Water Development and Climate Change and builds on the objectives of the NAPA. The MGDS especially notes that “projects addressing climate change in agriculture and other sectors have tended to be small, fragmented and sometimes implemented on a one-off pilot basis” and calls for emphasis on a transition to a systemic approach. Thus, by integrating project activities in existing systems and building on previous initiatives the proposed project will enhance sustainability and encourage upscaling. The proposed project addresses the following key issues highlighted in the MGDS: (a) Climate variability; (b) Inadequate institutional capacity for managing climate change; (c) Inadequate mainstreaming of climate change issues; (d) Inadequate enforcement of climate relevant legislation; and (e) Increasing deforestation and unsustainable land use.

Component 1 seeks to address issue (b) of the MGDS: “Inadequate institutional capacity for managing climate change” by developing capacity at the community level. The component also deals with the issue of enforcement by encouraging policing by the BVCs as well as shifting responsibility to the communities by sharing information on lake health.

Component 2 seeks to address issues of the MGDS; (c) “Inadequate mainstreaming of climate change issues” and (d) “Inadequate enforcement of climate relevant legislation” by targeting the planning and organisational capacity of district administrations.

Component 3 addresses issue (e) of the MGDS; “Increasing deforestation and unsustainable land use” by promoting reforestation efforts as well as demonstrating alternative and complimentary livelihoods to traditional approaches.

Knowledge Management

Is the proposed “knowledge management (KM) approach” in line with GEF requirements to foster learning and sharing from relevant projects/programs, initiatives and evaluations; and contribute to the project’s/program’s overall impact and sustainability?

Secretariat Comment at PIF/Work Program Inclusion

Project component 4 articulates the knowledge management plan and activities. However, the focus is more on providing knowledge and capacity building for communities through workshops and training. The Agency is requested to elaborate how the project will gather, create and disseminate knowledge across various stakeholders.

Nov 4: Thanks.

Agency Response

As part of knowledge management, in addition to the specific adaptation interventions, the project will encourage the government of Malawi to promote and enhance climate change education, public awareness and capacity development through communication, training, information and knowledge management. During project preparation, emphasis will be placed on developing a climate change and fisheries specific knowledge base from the available local, national and global datasets. A dissemination strategy will also be developed as part of the project preparation.

To ensure that the project is managed and implemented effectively and that project benefits are maximized and reach target groups, a participatory M&E plan will be put in place. The plan will involve all key stakeholders, including the beneficiaries themselves. Purpose designed data collection forms and reporting templates will be prepared. The M&E process will also help in pursuing timely corrections to improve resource efficiency, benefits, outcomes, and impacts. Indicators to be monitored will be formulated during the project preparation and will include project physical progress, gender disaggregated data of beneficiaries, no of women involved in project tasks and in decision-making for the CBOs, etc.

Part III – Country Endorsements

Has the project/program been endorsed by the country's GEF Operational Focal Point and has the name and position been checked against the GEF data base?

Secretariat Comment at PIF/Work Program Inclusion

The endorsement letter is attached.

Nov 4: There is an inconsistency in the letter regarding the project funding amount. The table in the second page indicates 5 million USD while in the text it says USD 7,117,500. Please get it corrected and submit the revised version.

Please also mention the date of Letter of Endorsement under Part III A.

Agency Response AfDB, 5 November 2019: Thank you for the comment, the funding amount in the text has been corrected to 5 million USD to reflect the amount indicated in the table located in the second page. The revised letter of endorsement was submitted. The date for the letter of endorsement has also been indicated, which corresponds to 7 October 2019.

Termsheet, reflow table and agency capacity in NGI Projects

Does the project provide sufficient detail in Annex A (indicative termsheet) to take a decision on the following selection criteria: co-financing ratios, financial terms and conditions, and financial additionality? If not, please provide comments. Does the project provide a detailed reflow table in Annex B to assess the project capacity of generating reflows? If not, please provide comments. After reading the questionnaire in Annex C, is the Partner Agency eligible to administer concessional finance? If not, please provide comments.

Secretariat Comment at PIF/Work Program Inclusion

Agency Response

GEFSEC DECISION

RECOMMENDATION

Is the PIF/PFD recommended for technical clearance? Is the PPG (if requested) being recommended for clearance?

Secretariat Comment at PIF/Work Program Inclusion

The agency is requested to address comments made above to make the project better aligned with LDCF strategy.

Nov 4- The agency is requested to address the additional comments and resubmit the PIF for GEF Secretariat consideration.

Nov 5- All the comments have been addressed satisfactorily in the PIF.

ADDITIONAL COMMENTS

Additional recommendations to be considered by Agency at the time of CEO endorsement/approval.

Secretariat Comment at PIF/Work Program Inclusion

At the CEO endorsement stage, the agency needs to elaborate on the implementation arrangement of the project particularly specifying the role of BVCs vis-a-vis the government authorities.

The agency is also requested to elaborate on the upstream catchment management solutions more and indicating technology transfer or scaling up best and indigenous practices.

Alternative livelihood to fisheries is proposed to enhance resilience of communities primarily through innovative agriculture practices. However, it is likely that agriculture sector will have same level of vulnerability as in fisheries sector. The agency is requested to explore more alternative livelihood strategies to strengthen resilience of communities.

Review Dates

	PIF Review	Agency Response
First Review		
Additional Review (as necessary)		

	PIF Review	Agency Response
Additional Review (as necessary)		
Additional Review (as necessary)		
Additional Review (as necessary)		