

COUNTRY STRATEGY PAPER 2014-2018

DEVELOPMENT COOPERATION
BETWEEN MALAWI AND FLANDERS



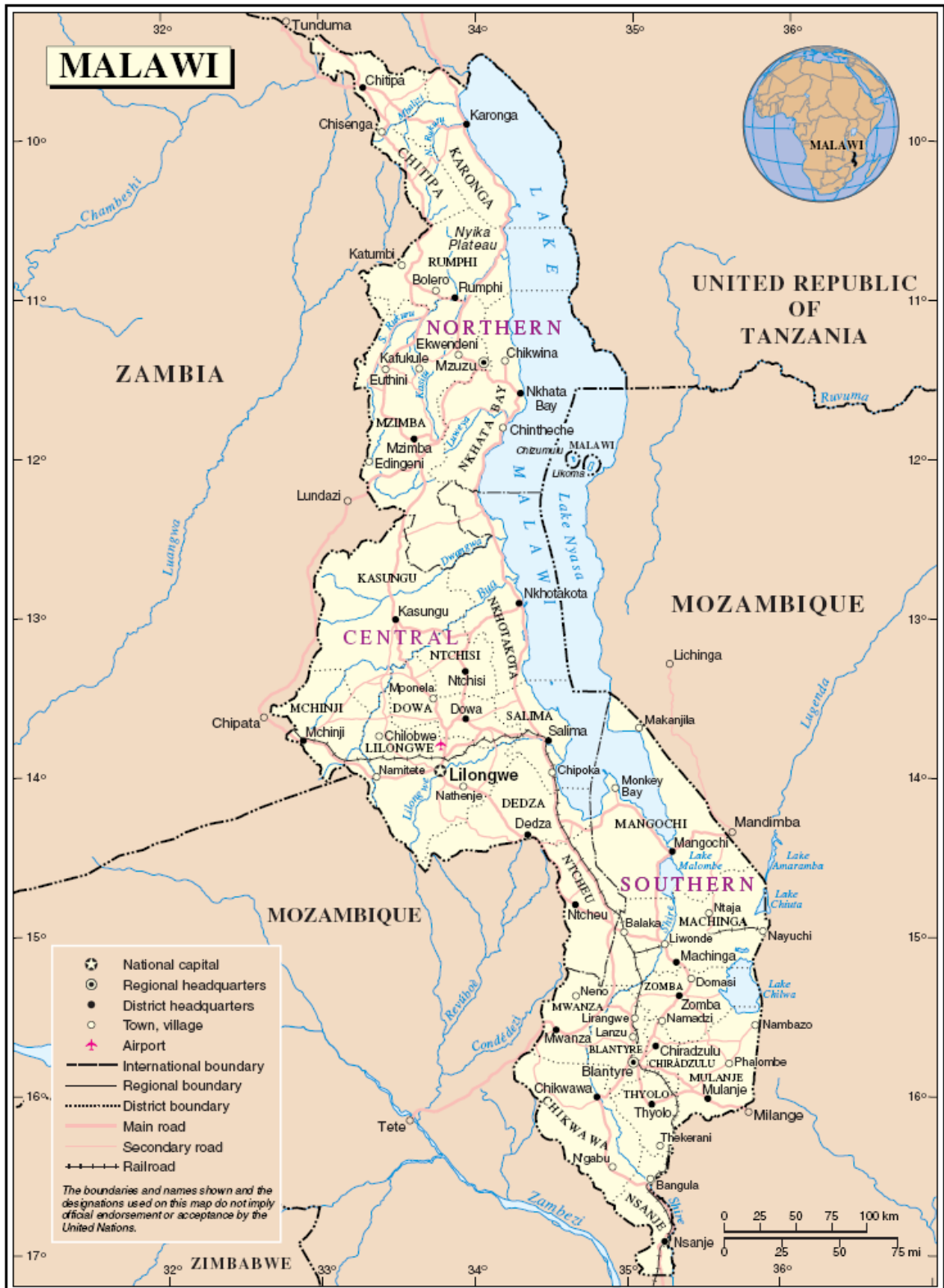
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LIST OF ABBREVIATIONS

ADD	Agricultural Development Division
AfDB	African Development Bank
ASWAP	Agricultural Sector Wide Approach
ASWAP-SP	Agricultural Sector Wide Approach Support Programme
CAADP	Comprehensive African Agricultural Development Programme
CABS	Common Approach to Budget Support
CPI	Corruption Perception Index
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DAS	Development Assistance Strategy
DCS	Development Cooperation Strategy
DCAFS	Donor Committee for Agriculture and Food Security
DfID	Department for International Development
EU	European Union
JFA	Joint Financing Agreement
FAO	Food and Agricultural Organisation
FICA	Flanders International Cooperation Agency
FISP	Farm Input Subsidy Programme
GDP	Gross Domestic Product
GNI	Gross National Income
GoM	Government of Malawi
IATI	International Aid Transparency Initiative
ICRAF	International Centre for Research on Agroforestry (World Agroforestry Centre)
IFAD	International Fund for Agricultural Development
IHS	Integrated Household Survey
IIAC	Ibrahim Index of African Governance
IPC	Indicative Programme of Cooperation
JICA	Japanese International Cooperation Agency
MDG	Millennium Development Goals
MDTF	Multi Donor Trust Fund
MEPD	Ministry of Economic Planning and Development
MERP	Malawi Economic Recovery Plan
MGDS	Malawi Growth and Development Strategy
MoAFS	Ministry of Agriculture and Food Security
MoECCM	Ministry of Environment and Climate Change Management
MoIT	Ministry of Industry and Trade
MTR	Mid-Term Review

MVAC	Malawi Vulnerability Assessment Committee
NES	National Export Strategy
NSA	Non-State Actor
ODA	Official Development Assistance
OHCHR	Office of the High Commissioner on Human Rights
PFEM-RP	Public Finance and Economic Management Reform Programme
PFM	Public Finance Management
SADC	Southern Africa Development Community
SAETS	Support for Sustainable Agricultural Extension and Training Services
SWG	Sector Working Group
TIP SWAP	Trade, Industry and Private Sector Development SWAP
TWG	Technical Working Group
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme



Introduction

Development cooperation between Malawi and Flanders started in 2006 with support to programmes related to agriculture, food security and health. In 2008, Flanders opened an office in Lilongwe, and a first Country Strategy Paper (CSP) 2009-2013 was jointly developed by both Governments. The 2012 mid-term review of the cooperation programme came up with a positive evaluation and formulated recommendations for future cooperation.

The Government of the Republic of Malawi and the Government of Flanders mutually agreed that cooperation would continue in the sector agriculture and food security. Agriculture is the backbone of the Malawian economy and needs further development, while food and nutrition security is a prerequisite to improve the wellbeing of all Malawians.

This new CSP 2014-2018 sets out Flanders' development cooperation to Malawi. It is in line with Flanders' international development policy, the Flemish Framework Decree on Development Cooperation (2007), and the advice of the Flemish Foreign Affairs Council on the new CSP for Malawi (Advice 2013/2). The CSP reflects also the policy priorities of the Government of Malawi, as outlined in the Malawi Growth And Development Strategy, and the Malawi Economic Recovery Programme.

Flanders will equally participate in the future Joint EU Programming for Malawi and the CSP 2014-2018 will harmonise with the EU development priorities on agriculture and food security.

This CSP is mainly targeted at contributing to MDG 1 which aims to eradicate hunger and reduce poverty. Also within the frame of the post-2015 international development agenda, food security will remain a major issue for Malawi. The CSP will also contribute, to a lesser extent, to MDG 3 (promote gender equity and empower women), MDG 7 (ensure environmental sustainability) and MDG 8 (Develop global partnership).

1. Country Analysis

1.1 Political and institutional context

Malawi is a multiparty democracy, and the President and Vice-President are elected for five years. The Constitution of Malawi provides for separation of powers between the executive, legislative and judiciary. Parliament has powers to approve the national budget, oversee key public appointments and government expenditure as well as pass laws. In 2014 tripartite (presidential, parliamentary and local) elections will take place. It is expected that they would be peaceful, free and fair.

Human rights in Malawi are guaranteed by the Constitution. A number of institutions such as the Human Rights Commission, the Ombudsman, the Anti Corruption Bureau, civil society organisations and the media contribute substantially to the publicizing and prosecution of human rights violations.

Following the passing of president Bingu wa Mutharika in April 2012, Malawi experienced a smooth constitutional change of leadership, after a period of political instability. The new Government, led by President Joyce Banda immediately started implementing positive political governance reforms, such as amending and repealing restrictive laws and introducing critical reforms to overhaul the downturn of the economy. Also bilateral and diplomatic relations that restrained under the previous leadership were successfully rebuild by President Banda.

Malawi is restoring amicable diplomatic relations with its neighbours in the region. Diplomatic and economic relations with Mozambique and Zambia were recently strengthened and the border dispute between Malawi and Tanzania will be resolved through international mediation or arbitration. Malawi has contributed to peacekeeping missions of SADC, African Union and UN.

1.2 Economic situation

Malawi is a landlocked country with agriculture as its main source of growth and exports. In recent years, agriculture represents about 28% of GDP, employs about 85% of the labour force (IHS 2010-2011, p. 130) and accounts for 80% of foreign exchange earnings. Services account for 34% of GDP with industry and manufacturing accounting for 27% of GDP (2011, World Bank, CAS FY13-FY16, p. 109). The mining sector started only recently developing and needs further exploration. Malawi still remains heavily dependent on development partners' contributions, with ODA accounting for 20,8% of GNI (2011). At the onset of the financial year 2013/14 donor contributions were estimated at 41% of the budget.

Due to its landlocked nature transport costs are much higher than neighbouring countries, which puts serious constraints on the development of trade, and discourages private sector development.

During the 2006-2010 period, the Malawi economy experienced strong import-driven growth averaging 7,1%. As from 2010 real GDP however slowed down due to multiple shocks, such as the building up of a negative trade balance for the past decade, reductions in tobacco proceeds – the major export crop - and a drop in donor inflows. This led to a serious shortage of foreign exchange, resulting in turn in serious import shortages (e.g. fuel) and the booming of a parallel exchange market. Since 2012 the Government has undertaken a number of governance and economic reforms to achieve macroeconomic stability and to improve the environment for private sector development.

Subsequently, the IMF agreed in July a new 156,2 million Extended Credit Facility (ECF) for Malawi. The first, second and third reviews of the programme were successfully completed. This confirms that GoM is successfully implementing austerity measures while at the same time creating incentives for economic recovery.

In the second quarter of 2013 the first signals were witnessed of a stabilizing macroeconomic environment and emerging economic recovery: appreciation of the Malawi Kwacha, inflation rates coming down and an increased availability of foreign exchange. Interest rates, however, remain high and continue to strain private sector growth. Domestic and international trade increased as well as domestic and foreign investment. The import bills equally remain high and risk to maintain the trade deficit.

1.3 Social context

Being one of the poorer countries in the world, Malawi is ranked 170 out of 186 countries on the Human Development Index (HDI) of 2012, with a value of 0.418. This is below the Sub-Saharan average of 0.463. Absolute poverty slightly declined from 52,4% in 2005 to 50,7% in 2010, with 25% being acutely poor. While poverty in the urban areas declined, it is increasing in the rural areas. Female headed households are also more affected by poverty than households headed by men.

Income per capita in Malawi is very low (GNI/capita = US\$ 348) and unevenly distributed. The Gini Coefficient deteriorated from 0.39 in 2004/05 to 0.45 in 2010/11, which is an indication of rising inequality.

Malawi has made significant progress on a number of MDGs (see also annex 1). This includes reduction of infant and under 5 child mortality rates (MDG 4), combating HIV/AIDS, malaria and other diseases (MDG 6), proportion of population with sustainable access to improved water sources (MDG 7) and developing a global partnership for development (MDG8). As such Malawi is doing generally better than many other sub-Saharan countries. Progress has been slower on reducing the high maternal mortality rate, gender equality and nutrition. Although gender issues have become more mainstream in policies, there are still many challenges to deal with. A gender sector wide approach (SWAp) is being developed. Despite the fact that Malawi obtained food security at the national level, about one third of households still face a high level of food insecurity (see map on page 8).

In order to reduce the impact of the economic reforms and austerity measures introduced in 2012 on the poorer segment of the population, the government successfully introduced and scaled up a number of social protection programmes, such as cash transfer programmes, public work programmes, Farm Input Subsidy Programme (FISP) and free health care. It is certain that these programmes have reduced the economic hardship of poor households, but their success is yet to be determined as the steep inflation in 2012 risked to offset all development gains of the past decade.

1.4 Environment and climate change

Malawi's economy is largely dependent on its natural resources, with the majority of the population depending on income derived from the exploitation of its natural resource base, be it through farming, fishing or other activities. The country is facing five major environmental challenges: land degradation, deforestation, diminishing water resources, declining biodiversity and climate change. The incidence of natural disasters due to changing weather conditions is increasing. In May 2012 a

new Ministry of Environment and Climate Change Management (MoECCM) was established to deal with the management of environment and climate change issues.

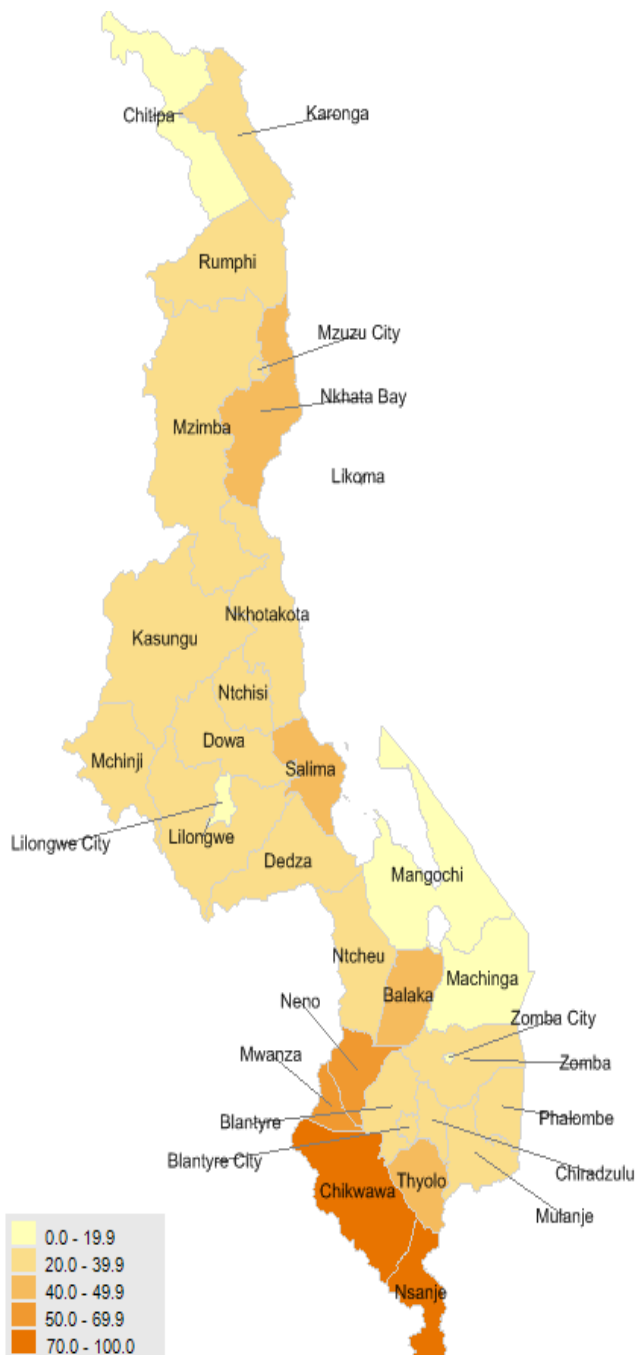
1.5 Public Sector Governance

Malawi ranks 17 out of 52 on the 2012 Ibrahim Index of African Governance (IIAG), with a rating of 56 out of 100. On the Corruption Perception Index (CPI), Malawi ranks 88 out of 174 countries with a rating of 37. To compare with other Sub-Saharan countries: Malawi ranks 13 out of 48.

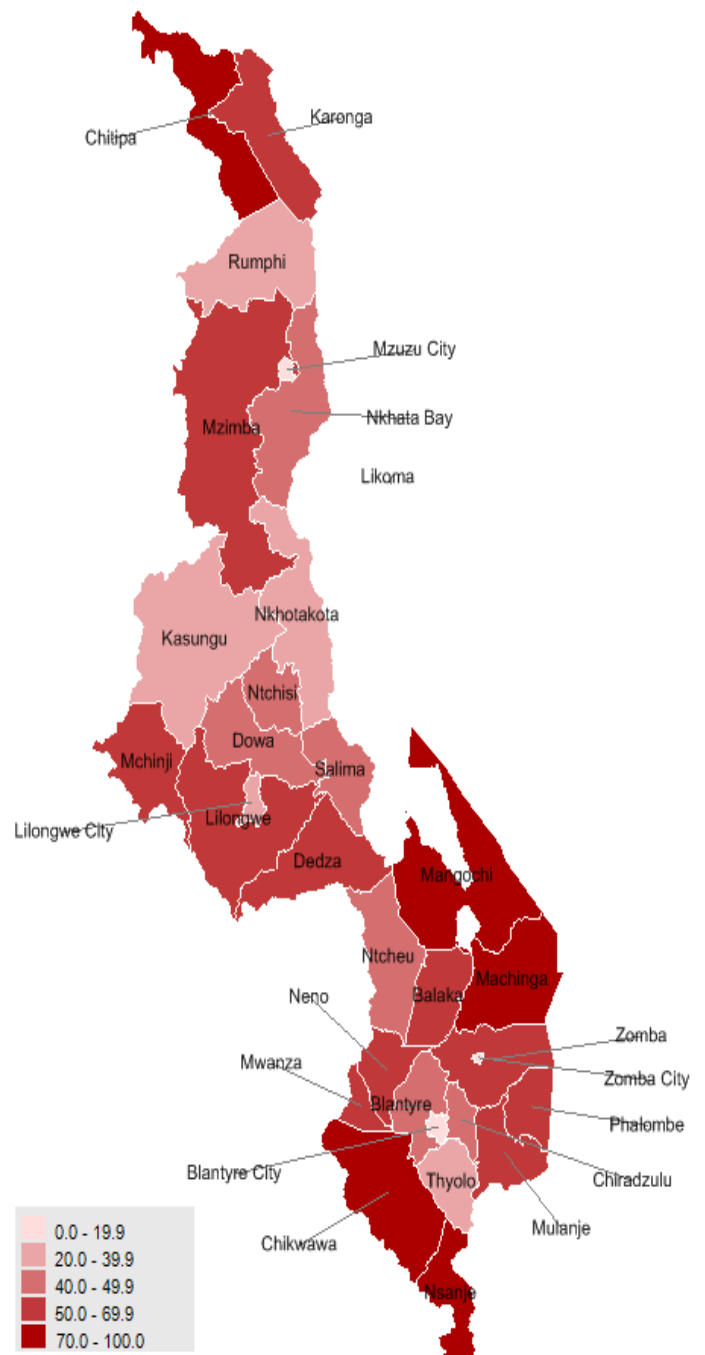
Good governance is one of the major concerns of the Government of Malawi, and a number of initiatives have been developed over the years to improve transparency and accountability. Efforts are being made to strengthen the Anti-Corruption Bureau, the National Audit Office and the Office of the Director for Public Procurement for becoming strong institutions that can guarantee transparency and accountability. With the current on-going governance reforms, including the ongoing implementation of National Anti-Corruption Strategy (NACS), it is expected that positive improvements will be realized.

Public Finance Management (PFM) systems have been reformed over the past years, which resulted in significant improvements, although a number of serious challenges remain. The GoM has started implementing a Public Finance and Economic Management Reform Programme (PFEM-RP) 2011-2017. Support to the National Statistics Office is also undertaken to strengthen monitoring of results for evidence based decisionmaking.

Food insecurity situation in Malawi



Poverty situation in Malawi¹



¹ National Statistical Office, Integrated Household Survey 2010-2011, August 2012, p. ii.

The first map indicates the % of the population per district experiencing food insecurity at some time in the year. The second map indicates the % of the population per district living in poverty.

2. Development Context

2.1 Government Development Policy

The Malawi Growth and Development Strategy II (2011-2016) is the overarching strategy for Malawi and was approved by the Cabinet on May, 2012. The objective of MGDS II is to create wealth through sustainable economic growth and infrastructure development as a means of achieving poverty reduction. The MGDS II is built on six strategic themes: (a) sustainable economic growth; (b) social development; (c) social support and disaster risk management; (d) infrastructure development; (e) improved governance; and (f) gender and capacity development.

Nine key priority areas were identified: agriculture and food security; transport infrastructure and Nsanje world inland port; energy, industrial development, mining and tourism; education, science and technology; public health, sanitation, malaria and HIV and AIDS management; integrated rural development; Green Belt irrigation and water development; child development, youth development and empowerment; and climate change, natural resources and environmental management.

The Malawi Economic Recovery Plan (MERP) re-oriented the priorities of MGDS II towards fast economic recovery, with infrastructure, agriculture, mining, tourism and energy as short term key drivers of growth.

2.2 Development Effectiveness

The Government is taking the lead in addressing the development effectiveness agenda, including coordinating donor support. For that purpose, a Development Cooperation Strategy (DCS), the successor of the Development Assistance Strategy (DAS), is about to be finalized. The main objective of the DCS is to improve the quality of development cooperation by ensuring that Development Partners and other stakeholders support – including the private sector and civil society organisations - is harmonized and aligned to national priorities, institutions and systems. As such it takes into account the international commitments of Busan (2011) in addition to the Paris Declaration on the Effectiveness of Aid (2005) and the Accra Agenda for Action (2008).

The quality of aid information – inside, but also outside government structures - has improved with the publication of the Malawi Aid Atlas, serving as an important tool for effective decisionmaking, transparency and accountability. The GoM also agreed to be one of the five pilot countries of the International Aid Transparency Initiative (IATI) as to increase compatibility between donor data and country systems. In annex 2 an overview is given of the major donors and their involvement in the major themes of the MGDS II.

3. Flanders Development cooperation

3.1 Flanders' policy framework for development cooperation

As outlined in the *Policy Note on Foreign Policy, International Entrepreneurship and Development Cooperation (2009-2014)*, it is the Flemish Government's ambition to contribute to a prosperous and democratic world through its international partnerships. Flanders has set out a set of objectives to define its policy goals for foreign policy, international trade and investments, and development cooperation. Flanders favours fair rules for world trade and improved labour and environmental standards at global level.

As to *development cooperation*, the overall aim is to contribute to poverty reduction and the socio-economic development in developing countries. Being one of the most flourishing regions in the world, Flanders wants to contribute to the realisation of the Millennium Development Goals and the post 2015- international development agenda. Flemish development cooperation aims to be in line with the international agreements on good donorship as outlined in the *Paris Declaration on Aid Effectiveness (2005)*, the *EU Code of Conduct on the Division of Labour between Donors (2007)*, the *Accra Agenda for Action (2008)* and the *Busan Outcome (2011)*.

Put in a broader perspective, Flanders' policy is to fully align its international cooperation programmes with the development cooperation policy of the EU. The *Decree on Development Cooperation* of 13 June 2007 offers a general framework for Flanders' development cooperation policy. It stipulates that the transversal themes of gender, children's rights, prevention of HIV/AIDS, good governance, sustainable development and people with a handicap should be mainstreamed in the supported initiatives. Due to the increasingly negative effects of climate change on developing countries, *climate change adaptation* has been added as a transversal theme in Flanders' development cooperation programmes.

3.2 Flemish ODA and development cooperation with Malawi

Cooperation between Malawi and Flanders started in 2006. After expiry of the first Memorandum of Understanding, a new Memorandum of Understanding was signed on 2 April 2013 in Lilongwe. The first country strategy paper 2009-2013 focused on two major sectors, being (1) health and (2) agriculture and food security.

Under this CSP 2009-2013, 25.000.000 € was provided of which 79% will be spent by the end of 2013. Disbursement delays have been witnessed in the agricultural sector due to the lengthy procedures to set up the Multi Donor Trust Fund (MDTF). The division of the funding over both sectors was as listed in table below.

Table 1: Flanders commitments under CSP 2009-2013

Sector	Budget 2009-2013 (euro)	Committed 2009-2013 (euro)	Disbursed by end of 2013 (euro)
Agriculture and Food Security	15,000,000.00	15,000,000	10,565,369
Health	10,000,000.00	9,481,644	9,231,644
Total	25,000,000.00	24,481,644	19,797,013

The Government of Malawi was the major beneficiary of Flemish funding in both sectors, and received 52,7% of funds for agriculture and food security, and 88% for health (health SWAP) provided under CSP 2009-2013 (see table below). Within the agricultural sector 66% of the funding was spent on support to extension services and advice, 30,7% went towards food security and 3,3 % towards marketing initiatives.

Table 2: Allocation of funding to types of partners under CSP 2009-2013

	Agriculture and Food Security (%)	Health (%)
Government	52,7	88
Multilateral organisations	30	12
Non-governmental organisations	17,3	--
Total	100	100

Exceptionally, Flemish development cooperation could provide additional funding of 5,1 million euro during the 2009-2013 period towards both sectors; this amount was allocated to NGO's and Multilateral organisations. Besides these initiatives, support was also given by a number of Flemish Government departments to initiatives related to tourism development, basic education, sanitation, livestock development and human rights.

3.3 Flanders' support to programmes in southern Africa

Flanders is also supporting initiatives from international organisations and non-governmental organisations in Southern Africa, of which a number are budgetary earmarked for Malawi. During the 2009-2013 time frame a total of 3,3 million euro was budgetary earmarked for Malawi implementing partners involved in as well health as agriculture and food security.

Malawi was also a beneficiary country, but without budgetary earmarking of funding of Flanders to implementing partners involved in programmes and projects related to health, nutrition, small enterprise development and trade.

3.4 Mid-term Review: lessons learned

The mid-term review of the implementation of the CSP 2009-2013 was held in 2012, and came up with a number of relevant findings and recommendations for future cooperation.

Strong elements in the cooperation are:

- Support of Flanders to the Health-SWAP and the ASWAP;
- Complementarity between support to national programmes and initiatives at district level;
- The importance of working with local government structures at district level in order to enhance ownership and sustainability in the long term;
- Respect for the ownership of the development priorities of the Government of Malawi;
- Strong policy and systems alignment of the programmes supported by Flanders, and respect for the roles and mandates of the different actors.
- Encouraging of consultation and cooperation between the government and non-state actors;
- Complementarity of government programmes and cooperation with smaller non-governmental actors, which are developing innovative approaches;
- The flexibility of Flanders' cooperation with the different Malawian partners involved;
- The harmonisation of programmes supported by Flanders with those supported by the donor community;

Besides the above, it is also recommended :

- In the agricultural sector a strong focus on supporting and developing extension services and approaches should be continued;
- Contribute further to alignment and donor harmonization, by continuing to support the ASWAP-SP and MDTF, and its extension component;
- More attention should be paid to support to producers' organisations, access to credit and markets and processing of agricultural products;
- To integrate the transversal issues from the start in the different programmes, with major reference to gender and climate change.

4. Cooperation Strategy 2014-2018 to focus on Agriculture and Food Security

While the first CSP 2009-2013 focused on two sectors, focus in the CSP 2014-2018 will be solely on the sector agriculture and food security. Following issues are at the basis of this change of approach. Agriculture is one of the backbones of the economy in Malawi, and still the major source of employment and food security for the majority of the population. Within the Malawi Economic Recovery Plan of H.E. Joyce Banda, agriculture is one of the priority sectors. Flanders was requested to contribute to further development of this sector.

Focus on one sector will also diminish aid fragmentation, as agreed in the international agreements on aid effectiveness. It will also improve the efficiency of the cooperation between Flanders and Malawi, and the available expertise from Flanders (FICA) can optimally be invested in this sector.

In order to guarantee continuity in the health sector, from which Flanders will phase out, funding for the HSSP will be provided during the first year of the CSP 2014-2018.

4.1 Analysis of the sector

4.1.1. Agriculture

Agriculture remains one of the backbones of the economy of Malawi. It accounts for one-third of the GDP, and 80% of the merchandise exports. About 85% of the population is employed in the sector, and the majority of them are smallholder farmers. The average land holding size is 1,4 ha, with about 68% of the farmers cultivating less than 0,7 ha. Besides the fact that the majority of the smallholder farmers are cultivating small plots, there are also large areas of land that are underutilized.

Smallholder farmers are mainly focusing on cultivation of maize, cassava sweet potatoes and legumes. Estates focus on high value cash crops for export such as tobacco, tea, sugar, coffee and macadamia. Tobacco is the major export crop.

Livestock is underdeveloped in Malawi although it could play a key role in the smallholder farming system (production, income diversification, soil fertility management and nutrition). Lately, the livestock sector has received renewed attention. The dairy sector is slowly emerging because of the organization of farmers in bulk milking groups.

Women constitute 70% of the agricultural labour force but are cultivating under less favourable conditions than men. They have poorer access to inputs and extension advice and cultivate smaller land holdings. As is the case for men as well, the productivity of women is negatively affected by HIV/AIDS.

The increasing population pressure contributes to the degradation of the natural resources in Malawi. Also climate change is having a serious negative impact on agricultural production and food security in Malawi as it increases the chances of flooding and dry spells, and shortens the cultivating season.

Beside the above mentioned issues, the farming community is facing many challenges, of which the major ones are:

- Small and decreasing landholding size due to population pressure and unequal land distribution;
- High dependency on rain-fed agriculture and underdeveloped irrigation potential;
- Restricted access to agricultural inputs (quality seeds, protective products, vaccines, preservatives, etc.);
- Restricted access to agricultural materials and equipment needed to modernize the sector;
- Inadequate infrastructure such as storage facilities, markets, rural roads, water and electricity supply;
- Extension services not able to provide appropriate advice and information to improve sustainable agricultural practices;
- Insufficient diversification of production, with a focus on maize and tobacco (46% of total export in 2011) and underdevelopment of the livestock sector;
- Need for improved supply chain organization, improved processing capacity and involvement of the private sector.

4.1.2 Food Security

The Malawi Vulnerability Assessment Committee (MVAC) assessed that an average of 8% of the population is food insecure each year as a consequence of poor harvests, post harvest losses and volatile food prices. This number increases in years with unfavourable climatic conditions. In October 2012 e.g. the MVAC assessed that 13% (1,972,993 million people) of the population were at risk of food insecurity, with 16 districts (57%) being affected². Food insecurity is the highest in the southern region.

Food security remains a priority for the Malawi government. The main programme aiming to achieve national food security is the Farm Input Subsidy programme (FISP) which distributes fertilizers and seeds at subsidized prices to approximately 10% of the population (ref 4.3 below).

The government of Malawi also aims to stock a minimum of 75.000 tons of grain in the Strategic Grain Reserves as a measure of preparedness for food insecurity events. The National Food Reserve Agency under the Ministry of Agriculture and Food Security is mandated to manage the Strategic Grain Reserves and has the potential to stabilize grain prices by pro-active market interventions.

A **disaster risk management** policy is being developed, and the Strategic Grain Reserve Management strategy is to be revised (both are included as PAF indicators in the CABS).

4.2 National Sector policies and strategies

A draft **National Agricultural Policy** was prepared (July 2010), and is waiting for approval by Parliament. It is aligned with the Comprehensive African Agriculture Development Programme (CAADP), which was endorsed by African Governments as to increase public investment in agriculture to at least 10% of the national budgets. At this stage the agricultural policy is laid down in the ASWAP (see below).

² Malawi Vulnerability Assessment Committee, National Food Security Assessment: June 2012 and October 2012.

A **new Land Bill** was approved by Parliament and comprises five separate Bills (the Land Bill, the Registered Land (Amendment) bill, the Physical Planning Bill, the Land Survey Bill and the Land Acquisition Bill). The Bill intends to address major concerns in land distribution, improve access to land, increase transparency in the acquisition of land and improve tenure of security. As such it provides mechanisms for a formal recognition of group and individual rights under customary tenure and also clarifies land distribution and rights under irrigation schemes. Under the new Bill foreigners will not be able to own land, but can lease for investment purposes.

Also the Seed Act (2003) and a number of other relevant Acts are under review, and the Contract Farming Strategy was approved.

In order to expand the export base of Malawi, the Government of Malawi launched **the National Export Strategy (2013-2018)**. The NES aims at building the productive base of the Malawi economy, including agriculture and is a critical complement to the Malawi Economic Recovery Plan (MERP). Further the NES also intends to increase the export of high value goods and services, and reduce Malawi's reliance on the export of raw or semi-raw commodities. It is also the intention to reduce the import of certain crops, such as rice or wheat.

The NES stimulates the cultivation and processing of crops that could broaden the agricultural export base with tobacco as the major export crop, by oil seeds products, sugar cane products and manufactures (beverages and agro-processing). In order to coordinate all efforts –private and public – for the realization of the NES, a SWAP is under preparation for Trade, Industry and Private Sector Development (TIP SWAP).

The implementation of the NES and the TIP SWAP require linkages with various ministries, and not in the least with the ASWAP of the MoAFS. The link between both SWAPs is the improvement of the business environment in agriculture and a focused diversification of the agricultural production.

The Agricultural Sector Gender, HIV and AIDS Strategy (2012-2017) was developed by the MoAFS, with participation of the relevant stakeholders.

The goal of this strategy is to contribute to sustainable and equitable food, nutrition and income security at national, community and household level through the empowerment of women and other vulnerable gender categories. Its purpose is to promote gender quality, prevent the spread of HIV and mitigate the impacts of AIDS in order to increase agricultural productivity in line with ASWAP priorities.

4.3 A coordinated approach to agriculture and food security

The ASWAP

The agricultural development strategy of Malawi is laid out in the **ASWAP**, which was prepared by the MoAFS with support from the development partners. The ASWAP was approved in October 2011, and is an investment framework to foster donor harmonization and alignment in support to agricultural development. It recognizes that food security is a prerequisite for economic growth and poverty reduction in Malawi, but also pays attention to economic development.

It contains three priority focus areas:

- (1) food security and risk management;
- (2) commercial agriculture, agro-processing and market development;
- (3) sustainable agriculture land and water management.

It is supported by two additional key services: (1) technology generation and dissemination and (2) institutional strengthening and capacity building.

The ASWAP has mainstreamed cross-cutting themes of gender, HIV/AIDS, and takes account of the influence of climate change on agricultural production and the environment.

An executive management committee, provides overall guidance and supervision of the implementation of the ASWAP. A Sector Working Group (SWG) aims at organizing consultation and policy dialogue with CSOs, private sector and development partners. Seven technical Working Groups discuss technical issues and methodologies for implementation of investments.

In 2012 there are 13 donors involved in the ASWAP portfolio, with 82 projects going on. Three donors (World Bank, EU and USAID) represent about 2/3 of the portfolio. More than half of the projects represent less than 10% of the portfolio value.

A Multi-Donor Trust Fund (MDTF) was established and is administered by the World Bank to allow for pooling of resources from different donors in support of the ASWAP-SP. Also FICA disburses its government funding for agriculture through the MDTF.

Farm Input Subsidy Programme

The FISP (Farm Input Subsidy Programme), which is also part of the ASWAP has contributed over the years to increased maize production, the use of improved seeds (maize and legumes), increased rural wage rates and strengthened participation of the private sector. However, the share of the FISP in the budget of the Ministry of Agriculture and Food Security (MoAFS) has been increasing to 85%. This means that other pressing needs which are related to increasing agricultural production and food security might not be met.

Donor organization and alignment with government priorities

The developing partners are organized in a Donor Committee for Agriculture and Food Security (DCAFS) and include: AfDB, EU, DfID, FAO, FICA, IFAD, Irish Aid, JICA, Norway, USAID, WFP, World Bank. They meet on a monthly basis and meet regularly with the MoAFS. The majority of the donors are involved in the ASWAP-SP – which is a support programme for strengthening capacity of the MoAFS for roll out of the ASWAP.

4.4 Policy challenges related to the sector agriculture and food security

Besides the many problems farmers are facing, the major challenges for the sector agriculture and food security are as follows:

- Agriculture is one of the major backbones of the economy in Malawi, and small farmers therefore should be considered and supported as micro-entrepreneurs.
- There is need for improved inter-sector coordination, since agricultural development is also linked to other key sectors such as rural roads, development of market infrastructure, disaster risk management, nutrition, land distribution, irrigation. The new TIP SWAP and the

ASWAP are complementary: while the first will focus mainly on value addition, markets and a favorable business environment, the last one will focus on improved and diversified production.

- The Malawi Aid Atlas 2010/11FY³ indicates that there are 82 projects funded by 12 donors. Hence there is room for improvement, and donors can do better in coordination and harmonization, thereby reducing transaction costs for the GoM. The MDTF is a step in the right direction.
- More project implementation could be delegated to NGOs and Farmer Organisations in order to reduce the workload of the GoM.
- Although the FISP has been important for the increase of production by small farmers, farmer dependency should be avoided. It would also be advisable to rebalance sector investments in other components of agricultural production such as e.g. irrigation, livestock development, diversification (for improved nutrition, export and importsubstitution).
- Although good progress was made under CAADP, development partners and MoAFS should reflect on how to further strengthen the capacities of the MoAFS in sector coordination and monitoring.

³ Government of Malawi, Ministry of Finance, Malawi Aid Atlas 2010/11FY, p. 17.

5. Indicative programme of cooperation (IPC) 2014-2018

The Government of Malawi and the Government of Flanders jointly decided to focus their programme of cooperation mainly on contributing to the development of the agricultural sector in Malawi, including food security. *Cooperation in the health sector will be phased-out* under the CSP 2014-2018. This will be done by providing in 2014 the same level of funding to the HSSP (Health SWAP) as was the case under the first CSP 2009-2013, i.e. 2 million euro.

The programme of cooperation for agriculture and food security will be in line with the priorities of the Malawi Growth and Development Strategy II (and its successor), and the priorities of the MERP. Agricultural Development and Food Security are not only included in the current MDG framework (MDG 1) but are also identified as one of the priorities for Malawi for the Post-2015 development agenda⁴.

Flanders will also support Malawi to implement the right to food, and will take into account the recommendations that will be formulated by the *United Nations Special Rapporteur on the Right to Food*⁵, at the occasion of his visit to Malawi in July 2013. This visit followed the seminar on the right to food in Southern Africa, conducted in Lilongwe by OHCHR on 3-4 April 2013, with support from Flanders and Norway. Non-state actors (civil society organisations and scientific institutions) can be involved in the non-judicial monitoring of the right to food and the operationalization of a right to food approach in Malawi.

Within the agricultural sector the development partners also intend to improve the division of labour and to harmonise their efforts in order to cover maximally the agricultural and food security agenda of the Government of Malawi. Therefore Flanders' contribution will mainly focus on the improvement of access to adequate agricultural extension services for small and emerging farmers. Further support will be given (1) to farmers to move out of subsistence farming towards market oriented agriculture and (2) to the organization of farmers into groups, associations and cooperatives, which will improve their access to extension services, markets and credits.

Flanders and Malawi will engage in an **ongoing policy dialogue** related to the implementation of the second indicative programme of cooperation. Flanders will equally participate in the relevant aid coordination mechanisms in Malawi at both policy and implementation level, which are organized by either the Malawian Government or the development partners.

5.1 Objectives and target groups of the programme

The overall objective of the cooperation between Malawi and Flanders is to support the Government of Malawi to increase agricultural productivity in a sustainable way as to improve food and nutrition security at household level and to contribute to sustainable economic growth and poverty reduction.

In this way, Flanders aligns its cooperation to the national priorities of Malawi as defined in the MGDS II, the MERP and the ASWAP.

⁴ Malawi Post 2015 development agenda. National Consultations on Post MDGs, Report, 8th May 2013.

⁵ Olivier De Schutter, UN Special Rapporteur on the right to food, Mission to Malawi from 12 to 22 July 2013, Lilongwe, 22 July 2013, End-of-Mission-Statement, 14 pp.

The main target group will be the smallholder farmers and their families, who constitute the majority of the rural population; also the emerging commercial farmers who are starting to produce for the markets can be supported.

When relevant in the different programmes specific attention will go to vulnerable groups (people affected by HIV/AIDS, children and people with disabilities).

5.2 Specific objectives for agriculture and food security

Flanders' cooperation will mainly focus on contributing to following specific objectives, which are in line with the agricultural development policy and the national export strategy of Malawi:

1. To improve access for smallholder and emerging farmers (men and women) to appropriate extension services;
2. To support smallholder and emerging farmers (men and women) to grow out of subsistence farming into market oriented farming;
3. To strengthen farmer organisations and cooperatives;
4. To strengthen the role of non-state actors to monitor and advance the right to food.

5.3 Expected outputs, outcomes, impact and indicators

Expected outputs

The programmes implemented under this CSP should contribute to following outputs:

- Capacity of government is strengthened to implement its sector priorities as defined in MGDS II, MERP, ASWAP and NES;
- Smallholder and emerging farmers – women and men - get more and appropriate extension advice for sustainable agricultural production;
- Food and nutrition security of smallholder and emerging farmers - women and men - and their households has improved;
- Access to markets is improved for smallholder and emerging farmers - women and men-;
- Increased organisation of farmers - women and men in farmer groups, associations and cooperatives;
- Non-state actors capacity improved to raise awareness on, monitor and advance the right to food.

Expected outcomes

Expected outcomes are as follows:

- The agricultural sector is a more conducive environment for its stakeholders to attain food and nutrition security;
- Smallholder and emerging farmers - women and men - improved agricultural productivity in a sustainable way;
- Smallholder and emerging farmers -women and men - enhanced their involvement in commercial farming.

Expected impact

- Food and nutrition security of smallholder and emerging farmers (men and women) and their households has improved;
- Household income of smallholder and emerging farmers (men and women) increased;
- Agricultural productivity has increased in a sustainable way and contributes to the country's economic growth.

Indicators

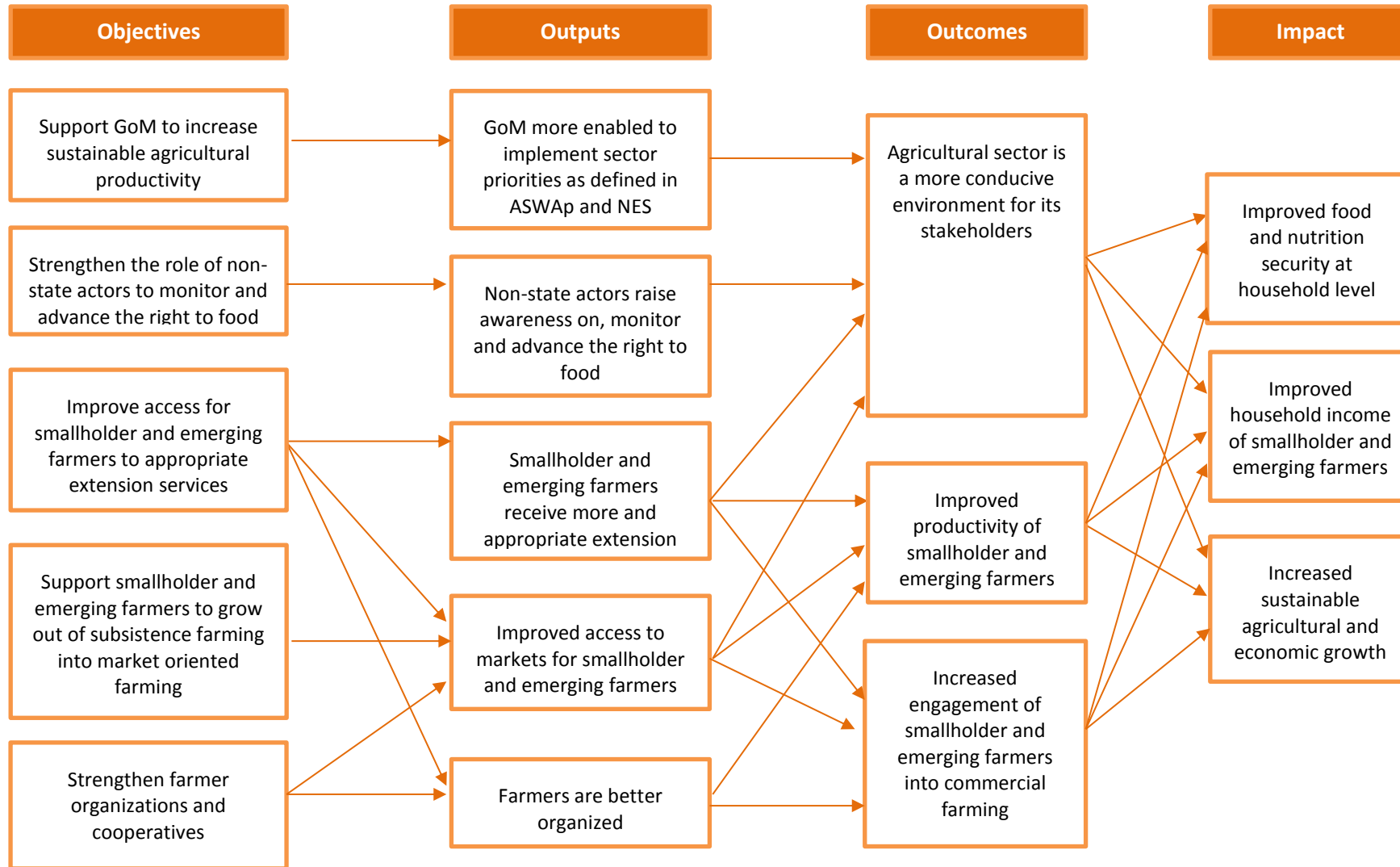
For measuring the expected results of the CSP 2014-2018 a number of indicators of the MGDS II, the Joint Results Frameworks of the Development Cooperation Strategy, ASWAP and NES will be used, together with a number of specific indicators for projects/programmes.

Following output indicators could be used:

- Number of policy measures enhancing food and nutrition security and increased agricultural productivity (ASWAp, CABS);
- Number of farmers - women and men – getting advice and training from lead farmers (ASWAp-SP);
- Percentage of rural households that are food secure (ASWAp-SP);
- Proportion of rural households consuming diversified diets (ASWAp);
- Percentage of farmers engaged in livestock production (ASWAP, IHS);
- Increase of production and productivity of most important food security and export crops (ASWAP, ASWAP-SP);
- Total smallholder area under sustainable agricultural production (agroforestry (own indicator) and conservation agriculture (ASWAp, ASWAP-SP);
- Number of farmers (women and men) joining farmer groups and cooperatives (own indicator);
- Number of initiatives developed by non-state actors concerning the right to food (own indicator).

Further, based on the abovementioned sources of information, a Performance Assessment Framework (PAF) will be elaborated (see further under 6.3), including policy indicators and development effectiveness indicators. For a schematic overview of objectives, outputs, outcomes and impact, see diagram on next page: results framework.

Results framework



5.4 Major transversal issues: gender, good governance, climate change

The Flemish decree on development cooperation and the MGDS II emphasize a number of relevant transversal issues. Within the frame of Malawi's development priorities and the support to the agricultural and food security sector, major emphasis will be put on gender, climate change and good governance in the 2014-2018 programmes, as recommended in the Joint Mid-term Review on development cooperation between Malawi and Flanders⁶. These transversal issues should be taken up from the identification and formulation stage of the different programmes, and when relevant disaggregated data should be included.

5.5 Geographical concentration and support to local government

Flanders' support at district level has been mainly concentrated in Kasungu and Mzimba ADD and it is proposed to continue to do so, since the relevance of this approach to strengthen local government. The impact evaluation of the FAO and SAETS programmes in both districts will be held in August 2013, and the results will be taken into account in the implementation of the CSP 2014-2018. Besides the district approach, national programme support shall be delivered as well since both approaches are complementary to each other.

5.6 Partners

Although the major partner in Malawi for the implementation of programmes under this CSP is the government of Malawi, cooperation with international organisations and CSOs - including farmer organisations and cooperatives- will be continued as well, as part of a broader portfolio in which different actors mutually reinforce each other.

The mid-term evaluation also emphasized the successful approach of working with both government and non-state Actors (NSA's) in the same programmes, because of their complementary and mutually reinforcing roles.⁷ This approach should therefore be continued in the implementation of the programmes under CSP 2014-2018.

5.7 Aid modalities and donor harmonisation

Flanders will further continue to collaborate with other development partners – including the expanding group of donors from emerging economies - , in order to avoid duplication of efforts. Sector and programme support to initiatives of the Government of Malawi (support to SWAP and specific government programmes) should amount to 50-70% of Flanders' contribution. As such Flanders will continue to support the ASWAP-SP and the MDTF, and its possible successor (ASWAP) provided sufficient progress and good management is available. Flanders will further explore the possibilities to contribute to the agricultural extension component of the TIP SWAP, which is geared towards value addition of agricultural production.

The Malawi Aid Atlas clearly shows that there are many different projects within the sector agriculture and food security. Flanders will therefore make an effort to limit, in cooperation with the development partners, the number of separate projects with the government and with non-state actors, in order to contribute to the development effectiveness agenda.

⁶ See also recommendations in: [Joint Medium-term Review of the Country Strategy 2009-2013](#) on development cooperation between the Governments of Malawi and Flanders, Particip, July 2012, p 39.

⁷ *Id.*, pp. 36-37.

6. Management of the Cooperation Programme

In order to obtain optimal development effectiveness, the programmes and projects funded by Flanders will adhere to the guiding principles of the DCS – which is still being developed – and in which roles and responsibilities will be outlined for all parties (GoM, Development partners, private sector, non-state actors ...) involved. It is in the spirit of the future DCS that, in what follows below, a number of specific tasks and responsibilities of the Flemish and the Malawian partners in the different project- and programme phases, are explained.

6.1 Identification, formulation and implementation of projects and programmes

For the programmes and projects that will be implemented in cooperation with the Government of Malawi, the relevant Malawian authorities and FICA are responsible for the identification and formulation of these programmes and projects.

For the programmes and projects that might be implemented by non-governmental actors, FICA will assess these programmes and projects in line with the priorities set out in the Country Strategy Paper and the objectives and priorities set by the MGDS II.

With regard to sector budget support, FICA will assess the operational plans that are submitted yearly by the Government of Malawi in close consultation with the other donors in the sector. No separate programme or project documents will be required by the Government of Flanders. The main objective is to strive for well co-ordinated initiatives that support the country's strategies effectively.

6.2 Funding commitments and disbursements of funds

The authority for the Flemish funding of programmes and projects lies with the Government of Flanders and Flemish minister in charge of development cooperation. On their behalf FICA will provide funding for programmes and projects that have been agreed upon by Flanders and the implementing partners. Funding can be either direct or indirect. The budgets available and the projected disbursement schedules will be communicated by FICA on a yearly basis.

During the timeframe of the CSP 2014-2018 Flanders commits itself to provide a yearly average budget of 5 million euros for development cooperation in Malawi. A maximum of 2% of the overall budget can be used to identification, formulation or evaluation of programmes and projects.

In case additional funding is provided on top of the yearly commitments, this will be allocated within the framework of the strategy paper after consultation with the government of Malawi.

6.3 Reporting, financial management, monitoring and evaluation

Monitoring and evaluation at policy level

A bilateral consultation will take place every two years. At this consultation, the Flemish Department of Foreign Affairs and FICA will represent Flanders. As for Malawi the major policy planning and implementing partners will participate.

During the bilateral consultation, the progress on the implementation of the CSP will be monitored.

As a general instrument for monitoring, a Performance Assessment Framework (PAF) will be jointly developed during the first year of the CSP. The joint progress made on the PAF will be discussed during the bilateral meetings with a view to enhance mutual accountability.

The Flemish Department of Foreign Affairs and the Government of Malawi through the Ministry of Economic Planning and Development will jointly undertake a *mid-term review* to assess the progress made in the implementation of the country strategy paper. This review could also allow for adjustments of the cooperation programme to the successor of the current MGDS, in case this would be necessary.

Use of country systems and reporting requirements

FICA aligns to a large extent with the implementing partner's systems and procedures on reporting, procurement, financial management, HRM, etc. as well as with other donors to reduce administrative burden on the partner. Only in case systems and procedures are not in place or can not deliver basic quality and information needs, additional or adapted reporting or implementation terms are requested. All details on reporting, processes and systems used are agreed upon before the start of new programmes and projects and stipulated in a programme or project agreement between FICA and the partner (including also JFA, MOU, Financing Agreement, Administrative Agreement,...). This allows maximum alignment to partners' systems and procedures.

The overall basis for reporting are the project/programme documents, programme agreements and yearly workplans and budgets. Should the need arise to develop new formats, this will be done in close consultation with the implementing partner, the Government of Malawi and the donor community involved.

Monitoring

The overall responsibility of the implementation of the programme and reporting on progress and results lies with the implementing partners. FICA will actively monitor this process. Jointly with the partner and other donors, delivery of well-defined results as well as expenditure of funds will be followed up. Progress will be monitored through comparing actual outputs and outcomes to the planned outputs and outcomes of the workplans. The monitoring process will consist of regular meetings, field visits and the reporting mechanisms stated above.

Financial monitoring is based on comparing the expenditure with the budget planning. In addition to the financial report the necessary financial supporting documents will be set available by the partners to FICA.

When joining a SWAp or other types of co-funding constructions, progress and financial monitoring shall be in accordance with the provisions and mechanisms established by the relevant Code of Conduct, the Memorandum of Understanding or other financing agreements for this SWAP.

Evaluation

Mid-term and/or final evaluations of projects and programmes can be carried out. The project/programme agreement will stipulate the modalities for the evaluation. When participating in joint programmes Flanders will take part in joint evaluations with the other donors involved.

Audits

Different types of audits can be performed on programmes or projects, financed and organized by FICA, especially in case local auditing is minimal or not foreseen. The modalities for auditing are stipulated in the project/programme agreement. Audits will correspond to international standards. When participating in joint programmes Flanders will take part in joint audits with the other donors involved.

6.4 Risk management

There are various risks which could affect the attainment of results under the CSP 2014-2018. These risks could stem for the political environment, external and internal macroeconomic risks, weather-related events a.o. linked to climate change, risks from the lack of diversity of the economy, and risks arising from public sector management capacity and fiduciary and governance issues.

In case of any risks occurring during the implementation of the country strategy paper, Flanders might need to take a number of measures in order to safeguard the proper management of its programmes and the funds that are set aside for it by its government.

What follows should be taken into consideration:

- The Paris Declaration principles which are mutually applying to both the Governments of Malawi and Flanders should be adhered to as much as possible in considering any changes in aid modalities.
- Flanders will together with the EU and the other development partners closely monitor risks in its programmes of cooperation, and will try to find solutions in dialogue with the government of Malawi.
- As is the case for EU donors, Flanders will join in with the EU position on governance issues, when this would be necessary.
- In case of declining performance and increased risk Flanders could reorient the funding, especially its sector support, by increasing funding to local government, non-governmental or international organisations.
- In case of severe governance shocks Flanders will have to assess if the absorptive capacity of Malawi has been affected. In extreme cases the support might have to be reduced. This will be decided in consultation with the Government of Malawi as well as based on the international donor community's appraisal of the situation.

Annexes

Annex 1

Malawi's progress towards the MDGs

GOAL/TARGET	Indicator	Current Status	2015 Target	Status	Feasibility of achieving the Goal
Eradicate Extreme Poverty and Hunger	Proportion of population living below US\$1.00 per person per day	52 %	27%	On track	Unlikely to be met
	Poverty gap ratio	17.8	0%	Off track	
	Poorest quintile share in national consumption	10.1 %	20%	Off track	
	Prevalence of underweight children	16 %	14%	On track	
	Proportion of population below minimum level of dietary energy consumption	15%	11.8%	On track	
Achieve Universal Primary Education	Net enrolment in primary school	79 %	100%	Off track	Potentially feasible
	Proportion of pupils starting grade1 who reach Grade 5	75.7 %	100%	Off track	
	Literacy Rate (15-24yrs)	82 %	100%	On track	
Promote Gender Equity and Empower Women	Ratio of girls to boys in primary education	0.99	1	On track	Unlikely to be met
	Ratio of girls to boys in secondary education	0.77	1	Off track	
	Ratio of literate women to men 15–24 Years Old	0.94	1	On track	
	Share of women in wage employment in non-agriculture sector	15 %	50%	Off track	
	Proportion of seats held by women in Parliament	22 %	50%	Off track	
Reduce Child Mortality	Under-5 mortality rate	122 per 1,000	78 per 1,000	On track	Likely to be met
	Infant mortality rate	69 per 1,000	44.7 per 1,000	On track	
	Proportion of 1- year-old children immunized against measles	84 %	100 %	On track	
Improve Maternal Health	Maternal mortality ratio	807 per 100,000	155 per 100,000	Off track	Unlikely to be met
	Proportion of births attended to by skilled health personnel	67 %	100%	Off track	
Combat HIV and AIDS, Malaria, and Other Diseases	HIV prevalence among 15–24-year-old pregnant women	12%	0%	On track	Likely to be met
	Ratio of orphans to non-orphans in school	0.14	-	Off track	
	Prevalence and deaths rates associated with Malaria	4%	0%	Off track	
	Access to malaria treatment	21%	-	On track	

	Proportion of households with at least one ITN	37.8%	-	Off track	
	Death rates associated with tuberculosis	9%	-	On track	
	Proportion of TB cases under DOTS	83%	100%	On track	
Ensure Environmental Sustainability	Proportion of land covered by forest	36.2%	50%	Off track	Likely to be met
	Proportion of area protected to maintain biological diversity	0.16%	0.18%	On track	
	Proportion of population using solid fuel	98.7%	0%	Off track	
	Proportion of population with sustainable access to an improved water source	80%	74%	On track	
	Proportion of population with access to improved sanitation	94%	86.2%	On track	
	Slum population as percentage of urban population	64.4%	-	On track	
Develop Global Partnership for Development	Net ODA as a percentage of real gross domestic product	21%	-	On track	Likely to be met
	Unemployment of 15–24 year old (urban)	9.4%	-	Off Track	
	Telephone lines subscribers per 100 population	0.82%	-	On track	
	Cellular subscribers per 100 population	11.17%	-	On track	
	Internet users per 1,000 population	0.70	-	On track	

Source: World Bank CAS Malawi, FY2013-FY2016

Annex 2

Overview contributions Development Partners in Malawi

Division of Labour Matrix - Engagement in Aid Modalities vis- a- vis MGDS Themes																								
Development partner (DP)	MGDS themes				Theme 1: Sustainable Economy							Theme 3: Social Dev.			Theme 4: Infrastructure			Theme 5: Governance		Theme 6	Total Sectors per DP (current)	Total Sectors -Aid Atlas FY 10/11	Total Sectors exiting (future)	Total Sectors delegating(future)
	General budget support	Sector budget support	Pooled funding	Project support	1. Agriculture	2. Integrated Rural Dev.	3. Environment, Lands & Nat. Res.	4. Tourism, Wildlife & Culture	5. Water, Sanit. & Irrigation	6. Trade, Industry & Pvt. Sector. Dev.	7. Vulnerab., Disaster & Risk Mgt.	8. Health	9. Education	10. Gender, Youth & Sports	11. Roads, Public Works & Transport	12. ICT & RD	13. Energy & Mining	14. Economic Governance	15. Democratic Governance	16. Public Administration				
CABS donors	x	x	x	x																				
AfDB	x	x	x	x	x	x	x		x	x		x	x	x	x	x		x				9	7	
DFID	x	x	x	x	x	x			x	x	x	x	x	x	x		x	x	x	x	11	10	0	
EU Delegation	x		x	x	x	x			x	x		x			x		x	x	x	x	10	9	1	
GDC	x	x	x	x	x	x						x	x					x	x	x	4	5	0	
Norway	x	x	x	x	x	x			x	x		x		x				x	x	x	8	8	0	
World Bank	x	x	x	x	x	x	x	x	x	x		x		x	x	x	x	x	x	x	12	11	0	
Discrete donors		x	x	x																				
CIDA			x	x					x	x		x	x	x				x			4		1	
FICA		x	x	x	x				x	x		x	x								5	2	3	
Global Fund		x	x									x	x	x							3	1	0	
ICEIDA				x	x				x			x	x								4	3	0	
IMF				x								x	x					x	x	x	1		1	
Ireland			x	x	x	x			x	x		x	x	x				x	x	x	8	8	0	
JICA			x	x	x	x	x	x	x	x		x	x	x	x	x	x	x	x	x	14	8	2	
USAID			x	x	x	x			x	x		x	x	x				x			8	9	0	
UN		x	x	x																				
FAO			x	x	x	x			x	x		x									7	3	0	
IFAD			x	x	x	x			x												3	2	0	
UNAIDS			x	x								x		x							2	2	0	
UNDP		x	x	x	x	x			x	x		x	x	x			x	x	x	x	12	11	0	
UNESCO					x	x			x	x		x	x		x	x					7	2	0	
UNFPA		x		x								x	x	x	x			x	x	x	6	3	0	
UNHCR												x	x	x							3	2		
UNIDO			x	x	x				x								x				4	2	0	
UNICEF		x		x					x	x		x	x	x							5	6	0	
WFP			x	x	x				x	x		x	x	x		x					8	2	1	
WHO				x								x									1	1	0	
Current Total DPs/sector/modality					15	8	9	3	16	10	10	20	16	10	5	4	6	12	8	4				
Total DPs (Aid Atlas FY10/11)					12	9	6	3	10	7	7	21	12	8	8	1	4	11	10	2				
Total DPs/sector existing					2	0	0	0	2	0	0	1	1	1	0	0	0	2	0	0				
Total DPs delegating					0	1	0	0	0	2	2	5	4	2	1	0	2	0	1	0				
Total DPs forseeing a lead					5	0	1	0	2	1	3	4	6	2	1	0	1	6	2	0				

Key:	■ Future Lead	■ Future Active Engagement	■ Exting	■ Future Delegation
	x Present engagement in sector	□ New engagement	* If Agricultural policy evolves	□ Assigned Co-Chair

Source: World Bank CAS Malawi, FY2013-FY2016

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