

Government of Flanders

Report of the mid-term review of the CSPII between the
Government of Malawi and the Government of Flanders

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This report provides the view of the consultants and not the Government of Flanders



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ACRONYMS

ACE	Agricultural Commodity Exchange
ADD	Agricultural Development Division
ADMARC	Agricultural Development and Marketing Corporation
AJSPP	Agriculture Joint Sector Performance Report
APES	Agricultural Production Estimates Survey
ASWAp	Agriculture Sector Wide Approach Program
ASWAp-SP	Agriculture Sector Wide Approach Program –Support Programme
ASWG	Agriculture Sector Working Group
CAADP	Comprehensive African Agriculture Development Programme
CSP	Country Strategy Paper
CISANET	Civil Society Agriculture Network
CSONA	Civil Society Organisation Nutrition Alliance
DAES	Department of Agricultural Extension Services
DADO	District Agricultural Development Officer
DARS	Department of Agriculture Research Services
DCAFS	Donor Committee for Agriculture and Food Security
DCS	Development cooperation strategy
DFID	Department for International Development
EPA	Extension Planning Area
FAO	Food and Agriculture Organization
FO	Farmer Organisation
FRT	Farm Radio Trust
FUM	Farmers Union of Malawi
G8NA	New Alliance for Food Security and Nutrition
HOC	Heads of Cooperation

HOM	Heads of Mission
ICRAF	International Centre for Research in Agroforestry
ICT	Information Communication Technology
IFPRI	International Food Policy Research Institute
JICA	Japanese International Cooperation Agency
JSR	Joint Sector Review
MoAIWD	Ministry of Agriculture, Irrigation and Water Development
MDTF	Multi Donor Trust Fund
MDG	Millennium Development Goals
MGDS	Malawi Growth and Development Strategy
MTR	Mid-term review
MWK	Malawian Kwacha
NAP	National Agricultural Policy
NASFAM	National Smallholder Farmer's Association of Malawi
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation
NSA	Non State Actor
SWG	Sector Working Group
ToR	Terms of reference
UN	United Nations
UNDP	United Nations Development Programmes
UNWomen	United Nations Women
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Program

EXECUTIVE SUMMARY

Introduction

The aim of the Mid-term review is to provide the Government of Flanders and the Government of Malawi with an independent, critical and objective analysis of the progress made on the implementation of the cooperation strategy as outlined in the Country Strategy Paper Flanders Malawi, 2014-2018 and to draw a set of forward looking recommendations for improvement.

The results of this mid-term evaluation are based on an analysis of documents and interviews with over 50 stakeholders in Malawi and at the head office of the Department of Foreign Affairs of the Government of Flanders. We analysed the findings according to the following OECD/ DAC criteria: relevance, effectiveness, efficiency and sustainability.

The Country Strategy Paper II frames the cooperation between the government of Flanders and the Government of Malawi for the period 2014-2018. The overall objective 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. The cooperation concentrates on the following 4 objectives:

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 and
4. To strengthen the role of non-state actors to monitor and advance the right to food.

As instruments for delivering aid the Country Strategy Paper II uses i) bilateral cooperation with the Government of Malawi through a contribution to the Multi Donor Trust Fund to support extension activities in the ASWAp-Support Programme, ii) multilateral cooperation by funding the FAO market capacity programme for smallholder farmers, the ICRAF agro-forestry food security programme, the joint ACE/WFP project on strengthening farmers' organisations and rural structures trade mechanisms and the UNDP support to the UN right to food window and iii) cooperation with actors of the civil society. The total budget is 25.000.000 € over a period 5 years where 50 to 60 % is earmarked for bilateral cooperation, 20-30 % for multilateral cooperation and 15-20% for collaboration with NSA. A small budget is foreseen for studies for which the Government of Flanders collaborates with IFPRI.

The relevance or the rationale of the interventions of the Government of Flanders in Malawi.

Agriculture remains the mainstay of the Malawi's economy and accounts for 30 % of its GDP, employs 64,1% of its workforce and generates 80% of its export earnings. However the sector is confronted with a lot of problems such as low productivity, lack of diversity, susceptibility to weather shocks and poor management of land, water and soils. The Government of Malawi acknowledges the importance of agriculture and continues to spend more than 10 % of the budget on agriculture. The Government of Malawi is also aware of the problems and the need for a change from a subsistence based agriculture to a more market oriented agriculture. The Government vision is clearly demonstrated in the National Agricultural Policy published in July 2016 which states that: *"by 2020 agriculture in Malawi will increasingly be oriented towards*

profitable commercial farming through specialisation of small holder production, output diversification at national level and value addition in downstream value chains". The reasoning is that farmers will be motivated for engagement in agricultural production if they can create wealth as a springboard for a better life instead of producing to secure basic livelihoods. This reasoning is supported by the High Level Panel of the FAO for Food Security. There are three components that are important to boost agriculture in a sustainable way:

- Assets to produce i.e. guaranteed access to fertile land, access to inputs, access to work force, access to means of production, etc.
- An enabling environment in terms of a proper legislation, a fair regulation of the sector, institutions that deliver good services such as extension, etc. and
- Access to a good marketing environment.

This shift in agricultural policies that makes the distinction between supporting small scale and medium scale farmers to boost their production, building up resilience and assisting vulnerable farmers through social security programmes has to be supported.

The decision by the Government of Flanders to concentrate the support on extension services is a good policy decision. Agricultural extension services are crucial for a meaningful shift from subsistence production to a more market oriented agriculture. However agricultural extension services have to be reorganised as stated in the different studies conducted by IFPRI and the Modernizing Extension and Advisory Services (MEAS). To this effect, the Government of Flanders has through its long tradition of working on the extension services created a position that allows effective and constructive contribution to the development of extension policies and extension services. There is need to put in place good approaches of reaching the farmers, as well as developing appropriate content to be delivered by the extension services. Also in a pluralistic extension system, service providers, as well as the government services, have to play their role. These roles have to be clarified and each organisation strengthened accordingly. We are convinced that the Government of Malawi has the willingness to invest in the extension services and that Flanders can contribute meaningfully.

The portfolio of activities and projects financed by the Government of Flanders is coherent and relevant. Where other donors subsidize inputs and contribute to building of assets of farmers, the Government of Flanders supports service delivery, improved marketing and creating a more conducive environment. The weakest element in the portfolio is the strengthening of Farmers' Organisations. These organisations have to play a crucial role in creating a conducive environment through lobby and advocacy, in service delivery to their members and in facilitating the marketing of their produce. The strengthening of Farmer organizations can best be done through putting emphasis on their role in these different fields.

More than 50% of the budget is in support of the MDTF for implementation of the ASWAp-Support Programme which was set up to prepare the Government of Malawi for direct sector budget support, while reducing fiduciary risks. The MDTF is managed by the World Bank. It also invests in strengthening the capacities of the Government of Malawi in order to move towards full sector budget support. Bi-annual support missions monitor the execution of the ASWAp-SP. The results of these support missions show a positive evolution with satisfactory achievements of project objectives and coordination, overall implementation performance, institutional development and capacity building, and agricultural growth and diversification. It is also noted that financial management is moderately unsatisfactory with the latest audit indicating only US \$ 90,000 was rejected on a total budget of more than US \$ 50 million. Although progress has

been made, some donors remain reluctant to continue investing in the MDTF. The reasons they are giving are more concerning visibility and control over their own funds. The support to the ASWAp-SP is not only in line with the principles of the Paris Declaration, but provides a relatively small player such as the Government of Flanders with opportunities to contribute to policy development. Therefore we recommend to continue investing in ASWAp-SP.

In addition to the budget support and a concentration on the strengthening of the extension department at central level, the Government of Flanders also supports specific projects in the districts of Mzimba and Kasungu. Partners in the districts execute projects, financed by the Government of Flanders. There is an interesting synergy in the sense that by being active in the DCAFS and the ASWAp-SP, the Government of Flanders has access to a lot of information, can exchange and collaborate with other Development Partners which enhances the quality of the interventions on the ground. By monitoring and participating in the different projects, the Government of Flanders can evaluate the relevance and the effectiveness of the decisions taken at central level and, as such, can improve and strengthen the policy shift of making agriculture more market oriented. Besides the fact that Flanders gains information and experiences that can contribute to stimulate the policy debates, the work at grass roots level permits experimentation and stimulates innovations. This was done with Farmer Field Schools, care groups for nutrition, the hotlines established by Farm Radio Trust and the extension department, the warehouse receipt system etc. This role of catalyst is highly appreciated by the partners.

The effectiveness and the impact of the CSP II programme

By being active in the DCAFS, the Heads of Cooperation (HoC) and structures installed by the Government of Malawi such as the Technical Working Groups, Sector Working Groups and Joint Sector Reviews, the donor community contributes a lot to the policy environment. These dialogue structures in the agriculture sector work quite well. Through investing in studies, developing a content and a close monitoring of the Farm Input Subsidy Programme (FISP), the DCAFS with Flanders as a chair for 2015/2016, contributed to the reform of the programme. It is known that the FISP is highly politicised and that the required changes can only be achieved through a gradual reform. Where in the past the FISP exhausted the budget of the MoAIWD, the budgetary burden has now been reduced and a part of the savings can now be used for investments e.g. in extension, irrigation or other activities. This shows the importance of such policy changes. Flanders has had, through its active participation in the DCAFS, a positive contribution on other topics such as the shift to a more market oriented agriculture, the functioning of markets and export bans and the development of the National Agricultural Policy. Policy changes can impact the life of all smallholder farmers in Malawi in a sustainable way.

The evaluation of the ASWAp and the support missions of the ASWAp-SP are quite positive. Some progress has been made although not to the extent as expected. The achievements of the different project activities are considered as satisfactory. Also the extension services and the DADO's Office at district level are more effective because of the ASWAp-SP. The money of the ASWAp-SP arrives in time at district level and is used to improve the extension services. A reach out of the extension worker is made possible which has an effect on the production of the farmers. The support to the ASWAp-SP has built the capacities of the different stakeholders involved. Not only the capacities of the ministry to manage such funds and to plan and monitor the programme have increased, but also the capacities of the extension department to deliver good services. Also the capacities of some structures at district level have improved.

Although this Mid-term review did not intend to evaluate the different projects included in the portfolio of the CSPII, according to the reports and the interviews that we had, we can conclude that most of the projects have delivered the intended outputs and are on the right track to deliver a positive outcome. The challenge for most of these programs is to guarantee the sustainability of the effects. For example: will farmers who are applying Trephosia, an agroforestry plant, in their fields continue to do so after the intervention has stopped? Will farmers, members of FOs continue to use the warehouse vouchers or apply what they learned in the FFS in their own fields? Because these actions are project based, work mostly with limited participation of government and other structures and are limited in time, the sustainability will remain a challenge.

The crosscutting issue gender is poorly treated. The Malawian government has developed different Policies on gender equality but these policies lack sufficient means or attention. In general, little progress is made. A gender analysis of the Country Strategy Paper II shows that little attention has been paid to gender. Mainstreaming has been mentioned but as other evaluations have shown the 'mainstreaming' strategy is not giving the desired changes. The same can be said for climate change: everybody sees and is convinced of the hazards of climate change. By the Authorities of Malawi a very ambitious policy for Malawi has been developed but little follow-up has been given till now. The Government of Flanders has a specific budget on Climate Change earmarked for the region but these actions are not included in the CSP II. One of the answers to climate change is to integrate climate change at agricultural sector level and to improve the agricultural practices so that they do not have a negative influence of climate change. The soil and the soil cover play an important role to regulate CO2 emission and progress has to be made to develop good practices. Extension has to develop clear and coherent messages and has to convince farmers to contribute to the fight against climate change.

The sustainability of the CSPII

Several factors have a positive effect on the sustainability of the interventions foreseen in the CSP II: i) the high investment in capacity building through the ASWAp-SP ii) the focus on political changes that once they are endorsed by the president have a binding effect, iii) working with existing structures instead of setting up new structures and iv) contributing to an existing budget. This type of support guarantees political support, sufficient organisational capacities to continue and some financial guarantees. The last factor is the most difficult to realise and has always to be kept in mind: e.g. how to develop an extension service system that will be financial sustainable knowing the limited resources of the government?

The efficiency of the execution of the CSP II

The management of the CSP II demands several managerial activities. The Government of Flanders has to deliver content, to network and to participate in different fora in order to be effective within the ASWAP framework and to contribute to the improvement of the policy environment. These activities have a big impact on the visibility of Flanders and are very well executed by the Attaché Development Cooperation based in Lilongwe.

To develop the portfolio, contacts and exchanges with other stakeholders are necessary and programmes have to be identified, formulated and monitored. The stronger the partner the better these activities are implemented which is the case for most multi-lateral organisations. But these activities demand time and investments from the Government of Flanders especially when the aim is to create synergies between the different actors and to put emphasis on the catalyst role the Government of Flanders can play. Due to an understaffing in Malawi not all

opportunities could be seized to be more involved in the concrete follow-up of the different programmes.

Sufficient data are available to guarantee a proper accountability and follow-up of the projects. Reports are written following a format that is considered easy but comprehensive by the persons involved and that gives sufficient information on the progress made. Also audits are organised at a regular time. The ASWAp and the ASWAp-SP are monitored at regular times and information is available on impact indicators that allow a close follow-up. However, the complexity of the programme and the approach of an on plan budget support makes attribution of effects and impacts to one donor i.e. Flanders not easy. One reason is that indicators on intermediate outcomes are lacking. In literature this is called the missing middle. By making the results chain longer and developing a logical chain of outcomes, more outcomes can be identified and followed. This makes learning through monitoring also possible. E.g. knowing the number of Farm Field Schools and the number of participants is important. However if one can measure how many farmers will change their agricultural practices at home and what the effects are on their productivity a lot can be learned about the effect of the FFS, which can lead to an improvement of the system. If these changes in agricultural practices can be translated into improved yields the contribution of that programme to the overall increased yields can be estimated.

Conclusions and recommendations

The overall conclusion of this mid-term evaluation of the CSP II is very positive. The value for money is good: Flanders is well known and highly appreciated for its content, because it respects the principles defined in the Paris Declaration and has an impact not only in the field but also in shaping the policy dialogue. The Government of Malawi opted for a policy change to a more market oriented agriculture that demands for i) assets for the producers, ii) a conducive environment and iii) access to markets. The options taken in the CSP II to concentrate on extension, on the organization of farmers, on market development and on the right to food that aims at changes in legislation are in that context very relevant.

We recommend that the Government of Flanders should continue to support and to invest in the ASWAp-SP with a focus on extension not only financially but also content wise. The ASWAp-SP support the functionality of the government structures and provides investments that contribute to an increased agricultural production. There is sufficient evidence to claim that the ASWAp-SP is managed quite well and that objectives are reached.

At the moment, Flanders is in a position to play an important role in the DCAFS and to contribute in a constructive way to the policy dialogue. We recommend that Flanders continues to participate actively in the DCAFS and the working groups and invest in Human Resources and in content on extension services and the other niches defined in the CSP II. Based on the previous experiences we can claim that his active participation will contribute to the visibility of Flanders in Malawi.

The focus on extension is important because it is a good vehicle to implement the policy changes. Extension has to embrace different aspects such as i) the climate change challenges by paying more attention to good agricultural practices that have a positive effect on climate change and adapting the messages accordingly ii) the role FO's have to play in extension as a service deliverer but also as an advocacy organisation has to be strengthened and iii) the role extension has to play to improve access to markets.

In coherence with the ASWAp-SP we recommend to apply the same approach at District level. Instead of each partner developing and implementing its own project we suggest that a

common programme is developed with all actors. Based on a district agricultural development plan a coherent programme is worked out defining the roles and responsibilities of all actors involved –DEC, DAEC, DADO' office, District Commissioner, District Stakeholder Platforms, Farmers' Organisations FAO, ACE, WFP, ICRAF,- involved. The programme has to plan the strengthening of the local existing structures that are in the driving seat of this programme. A long-term process approach with emphasis on capacity building will be needed. We propose that 50 % of the budget is earmarked for the ASWAp-SP and 50 % for the development of a mini ASWAp-SP at district level. Based on the budget it can be decided to concentrate on one or two districts.

In this district programme an emphasis can be put on innovations. It is clear that a change to a more market oriented agriculture will need real changes in the actual way of doing extension and assisting small scale farmers. Flanders has to continue to identify interesting innovations, to experiment with them and to capitalise and vulgarise these innovations. The monitoring system has to take into account this need for capitalisation, learning and vulgarisation.

As already mentioned, to realise this CSP different management capacities are needed in which the Government of Flanders has to invest. There is a need for content and networking to be effective in policy dialogue and in the follow-up of the ASWAp there is a need for project management capacities to formulate and monitor interventions and for accountability; there is a need for capacities to convene and facilitate a process to develop and facilitate the execution of a common programme at District level as well as a good financial follow-up to prevent mismanagement of funds. Some of these capacities have to be available in Malawi, others in the head quarters in Brussels. To avoid dependency on a few persons it is important that the head quarters in Brussels are investing more in content by getting a better understanding of what is going on in Malawi and by investing in subjects that are of an interest in Malawi so that they can act as a real counterpart to the Attaché in Malawi.

1 INTRODUCTION

1.1 The CSP II between the Government of Flanders and the Government of Malawi

The Government of Flanders' programme of cooperation with the Government of Malawi started in 2006 and aims to contribute to the realisation of the Sustainable Development Goals (formerly the MDGs) in Malawi. Partnership and ownership, geographical and sectoral concentration and coordination with other donors are at the heart of the Flemish development cooperation with Malawi. To materialise these aid effectiveness principles the Government of Flanders negotiates a Country Strategy Paper with the Government of Malawi. A first CSP covered the period 2009-2013. Based on the results of an evaluation of the first CSP, the second CSP, subject of this mid-term evaluation was agreed by the Government of Flanders and the Government of Malawi and covers the period 2014-2018.

It was decided that the CSP II would concentrate on the agricultural sector and would contribute to food and nutrition security of small holders and emerging farmers and their households, to an increase in their income and through an increase in agricultural productivity to the country's economic growth. The following four objectives were formulated to achieve the impact:

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.

Gender, climate change and good governance are cross cutting issues on which the CSP has to pay considerable attention.

As to **instruments** for delivering aid, the cooperation between Flanders and Malawi aims at having a mix of bilateral cooperation, multilateral cooperation and cooperation with actors of civil society in Malawi.

More specifically, the CSP II specifies that 50 to 70% of Flanders contribution should go to initiatives of the Government of Malawi i.e. ASWAp-SP and the MDTF, 20 to 30% to multilateral organisations and 20 to 30% to NSA's.

Following table, combined amounts disbursed from CSP I and those of CSP II as well on the health as on the agricultural sector and to the different partners:

	2013/2014		2014/2015		2015/2016	
	Amount in €	%	Amount in €	%	Amount in €	%
To Government of Malawi	2.975.000	67	3.321.300	52	3.905.000	55
To multilateral organisations	801.644	18	1.299.631	20	1.983.483	28
To local organisations	660.000	15	1.775.000	28	1.275.000	18

The portfolio of the CSP II consists of:

- A contribution to the ASWAp-SP of 10.000.000 EUR during the period of the CSP II (subject to ministerial approval). Within the ASWAp-SP, the Government of Flanders is focussing on strengthening the Department of Agricultural Extension Services as the preferred implementing partner for implementation of extension activities under the ASWAp-SP. The strengthening of the department consists of developing an extension strategy, the coordination with stakeholders, harmonisation of programs and interventions, the strengthening of the Extension Planning Area (EPA) operations (meetings, trainings, support), the procurement and the rehabilitation of equipment and structures and the dissemination of newly developed technologies to staff and farmers.
- FAO: marketing capacity building project for smallholder farmers in Mzimba and Kasungu District (budget 4.500.000 €, duration 15th of December 2015 to 14th of December 2020). This project is a follow-up of a food security and nutrition programme executed by FAO in the same districts and focus on assisting smallholder farmers to produce for the market, to strengthen the implementation of the DAESS and to consolidate good practices emerging from the previous programme especially the Farm Field Schools
- ICRAF: the agro-forestry food security programme II: the integration of mineral fertilizers with agro-forestry fertilizer trees. This three-year programme started in December 2015 and promotes the combined use of agroforestry fertilizer trees with mineral fertilizers distributed through the FISP programme. Farmers (targeted number of 30.000 in the two districts Mzimba and Kasungu) that get subsidized fertilizers from the FISP programme receive seeds of a fertilizer tree (trephosia) and are stimulated and trained to sow these fertilizer trees in their maize field in order to improve the soil fertility and reduce the need for inorganic fertilizers (1.000.000 €).
- ACE and WFP: strengthening farmer organisations and rural structures trade mechanisms in Malawi. The Agricultural Commodity Exchange (ACE) platform links farmers to markets by providing market information, trade facilitation and warehouse receipt system and has joined forces with the P4P (purchase for Progress) programme of WFP. Through the strengthening of the capacities of FO's in management of post-harvest and warehouse management, the facilitation of access to quality storage in warehouses, the provision of market info and the facilitation of trade and access to markets, the productivity as well as the income of the small holder farmer will increase (budget 1.513.734 € and 1.485.407 € over 5 years).
- Farm Radio Trust: scaling up radio and Information Communication Technology (ICT's) in enhanced extension service delivery (1.045.000 € duration 2014-2019). The aim is to promote innovative radio and ICT based farmer advisory and extension services, to strengthen the capacity of radio stations and broadcasters, to improve agricultural extension knowledge management practices, to advocate and lobby for increased role of radio and ICT in agricultural extension and to promote networking and partnership development in radio and ICT based extension industry.
- IFPRI: "assessing and enhancing the pluralistic agricultural extension system in Malawi" is an evidence based policy support project that will analyse the demand for and supply of agricultural extension services in Malawi in order to design components and activities to strengthen the capacity of various service providers to effectively address farmers' demands for information. The study (550.000 €, incl co-financing by GIZ for 100.000 €) started in July 2016 and will end in July 2019. It comprises an assessment of the current situation of demand and supply of services, the identification of approaches and interventions that contribute to an improvement of the extension

services, the information of the review and the reform of the extension policy and the identification of some key indicators and the monitoring of progress in these key indicators.

- UNDP: support to the UN right to food window. As a follow-up of the recommendations of the UN Special Rapporteur on the right to food to Malawi the UN window right to food was established. Three projects are currently supported: a joint civil society project on advancing the right to food under the umbrella of CISANET, a FAO/UNWomen project on the promotion to secure land rights for women and vulnerable groups and the CSONA project on advancing the right to nutritious food through private sector engagement. The total cost of the programme is 1.250.000 € and concerns especially policy work to change and endorse bills (food and nutrition bills, the land bills), sensitisation, awareness raising of stakeholders.

1.2 The objectives of this Mid-Term Review

The objectives of this Mid-Term Review are:

- (a) To provide the Government of Flanders and the Government of Malawi with an independent, critical and objective analysis of the progress made on the implementation of the cooperation strategy as outlined in the CSP Flanders-Malawi 2014-2018 on development cooperation between Flanders and Malawi;
- (b) To draw a set of forward-looking recommendations for improvement that (1) take account of the social, political, economic and environmental context in which the cooperation is implemented, and (2) the Agenda 2030.

It was stated in the ToR that the mid-term review should:

- Focus broadly on the relevance, effectiveness, efficiency, impact and sustainability of the Malawi-Flanders CSP II 2014-2018, particularly in relation to its overall and specific objectives, as well as to focus on overall strategic program issues, themes and instruments, rather than specific project matters;
 - Draw out the key findings and lessons learned from the current CSP and the way it has been deployed through implementation projects and programs in Malawi, considering the way those projects and programs have evolved within the wider objective setting of the same CSP;
- (c) Present the findings and lessons, along with a set of detailed recommendations, in a report designed primarily to provide the Government of Flanders and the Government of Malawi with a valuable basis for the preparation of future cooperation.

1.3 Description of the execution of the MTR

The midterm review started with the elaboration of the different evaluation questions mentioned in the ToR. Based on the analysis of the relevant documents such as the CSP II, the description of the different components of the CSP II, reports and other relevant policy documents these evaluation questions were refined and a methodology to collect all the relevant information was designed by the evaluator based in Flanders. During a first meeting

with the staff of the Government of Flanders in Brussels the inception report that presented the evaluation questions and the proposed methodology was discussed and improved. Based on that report the field mission was prepared. All different stakeholders identified during the preparation were interviewed. In the beginning of the field mission a steering committee meeting comprising representatives of all partners participating in the CSPII was organised. Each partner presented the programme they are executing in the framework of the CSP. The mid-term evaluation preliminary findings were presented and discussed.

Upon arrival in Malawi, a detailed briefing of the sector and the CSP II was provided by the Deputy General Representative in Malawi. The following groups of stakeholders were interviewed: donors and members of the DCAFS (donor committee on agriculture and food security), representatives of the different departments of the Ministry of agriculture (extension department, department of planning) Ministry of Finances, Economic Planning and Development, the different partner organisations of the CSP II (FAO, UNDP, ICRAF, ACE, WFP, IFPRI, RTF) and the World Bank responsible for the management of the MDTF for implementation of the ASWAp-SP. As well in Mzimba and Kasungu districts the District Commissioner, the DADO and his team, the different organisations executing the different programmes and some beneficiaries were visited. At the end of the mission the findings, conclusions and recommendations were presented to the General Representative of the Government of Flanders based in South Africa and her Deputy, the Attaché for development cooperation of Flanders. A detailed agenda of the mission and a list of persons met are presented in appendix 2.

2 EVOLUTIONS IN THE NATIONAL CONTEXT OF MALAWI WITH REGARD TO THE CSP II

2.1 National macro-economic and political evolutions

An economic growth rate of around 8% was reported between 2005 and 2009 the first term under the Democratic Progressive Party of Bingu wa Mutharika. Increased agricultural production following the introduction of the FISP (Farm Input subsidy programme) was one of the factors that contributed to this growth. This programme was initiated after the drought in 2005 and was successful until 2008-2009. Over the years, the programme became more politicised, its efficiency decreased and became very costly. For example in 2014/2015 the FISP expenditure constituted 3% of the GDP, 8,3% of the revised 2014/2015 budget and 80% of the budget of the MoAIWD. The domestic economic growth was unsustainable as it was based on artificially cheap imports by keeping the exchange rate fixed and artificially high. This situation widened the trade deficit and exacerbated the economic downturn. From 2011 onwards the GDP growth rate declined and was only 2,8 % in 2015.

The IMF country report (no. 16/182, June 2016) confirms that Malawi's macro-economic situation remains difficult. In 2016 the country has been hit hard by drought for a second consecutive year, which has placed almost 40% of the population at risk of food insecurity. GDP growth rate is projected in 2016 at 2,7%, and at 4,5 % in 2017. Inflation remains very high compared to the neighbouring countries (between 15 to 20 % but it is anticipated that it can fall to a single digit inflation by the end of 2017) and the external current account deficit is expected to rise substantially owing to higher maize imports. The report states that, although progress has been made in good governance, the economic outlook for Malawi remains challenging in the light of continued uncertainties related to weather conditions, the continued suspension of external budget support and the persistence of high inflation. Also the fact that lower exports are projected has an influence on the economic growth of the country.

2.2 Evolutions in the agricultural sector

Attainment of household and country level food security has since long been the key priority of the Government of Malawi. To reach that the policies and the ASWAp focused especially on increase of maize production.

But according to the Agricultural Sector Performance Report for 2014/2015 the performance of the agricultural sector has been mixed and has varied from one year to the next. Productivity of maize has met the CAADP's yield target of 2 metric tons per hectare but given the high subsidies rates for fertilizers (FISP programme) yields should have reached 3 metric tons per hectare. Combined with the hazards encountered during the last years and the high population growth the achievement of food security has not been met during the past years. Child malnutrition still remains high with 42% of children under five being stunted. Data from the Malawi Vulnerable Assessment Committee (VAC) shows an increasing population at risk of food insecurity with 2,8 million in need of food aid in 2015 compared to 1,3 million in 2014 and 1,9 million in 2013.

Although the production of maize is core in the discussion on agriculture, following table shows that production of cassava and sweet potatoes is as important. However these crops get little attention and are not taken into account in the food balance sheets. As table below indicates they are reflected in the production estimates.

Production Levels (MT)			
Crop	2013/14	2014/15	% change
Maize	3,978,123	2,776,277	(30)
Rice	132,002	111,437	(14)
Cassava	5,102,692	5,012,692	(2)
Sweet Potatoes	4,209,699	5,039,332	4
Potatoes	1,023,981	1,065,833	4
Pulses	716,163	711,354	(1)
Beans	195,048	188,745	(3)
Pigeon Peas	318,885	335,165	5

Source: APES

We see an improvement: to cope with these problems in agriculture the new National Agricultural Policy published in August 2016 puts emphasis on diversification and on small holders producing for the market. Regarding climate change the new NAP specifies the importance of sustainable land and water management practices but it has also mentioned that the uptake is modest and demands government intervention on land tenure issues and bigger investments in irrigation facilities.

Tobacco, tea and sugar comprise the country's main export crops. In 2012/13 and 2013/14 and 2014/15 there has been an increase in volume exported. But due to price fall for tobacco the export value has decreased from US\$ 550,357,000 in 2013/14 to US\$ 256,160,000 in 2014/15. We can expect that the export value of tobacco is expected to continue decreasing, so the country has to look for other alternatives. In the policy documents especially legumes are identified as an alternative.

3 FINDINGS WITH REGARD TO THE EVALUATION QUESTIONS

3.1 Relevance of the interventions of the Government of Flanders in Malawi

3.1.1 Relevance to concentrate on the agricultural sector

Agriculture remains the mainstay of the Malawian economy. Agriculture accounts for 30% of the GDP, employs 64,1 % of the workforce and generates 80% of the national exports earnings. However the sector is confronted and has to overcome a lot of challenges such as low productivity (for maize 2 MT/ha instead of the projected 3MT/Ha), lack of diversity due to over concentration on maize self-sufficiency, susceptibility to weather shocks, poor management of land and water, and lack of structured markets.

For the past decade, the government of Malawi has continuously been allocating more than 10% of the annual national budget to agriculture. However average agricultural GDP growth has been around 4% and is not growing sufficiently to match the demand of the growing population and the available export opportunities. Moreover, the country has been confronted with several food crises (1992, 1994, 2002, 2004, 2015 and 2016) demonstrating the particular vulnerability of the sector to weather related shocks.

70 % of the agricultural GDP comes from smallholder production who grow mostly food crops in fragmented land holdings of less than 0,61 ha under customary land tenure arrangements.

The National Agricultural Policy

The new National Agricultural Policy published in July 2016 sets the vision for development of the agricultural sector in Malawi as follows: "by 2020 agriculture in Malawi will increasingly be oriented towards profitable commercial farming through specialisation of small holder production, output diversification at national level and value addition in downstream value chains". The NAP seeks to transform the motivation for engagement in agricultural production by smallholders from simply being the primary means by which they secure their basic livelihood to an engagement in commercialised farming and wealth creation as a springboard to better life providing children with a much broader set of economic opportunities and career choices. The development ambition is an agricultural transformation from subsistence farming to a more specialised and more productive agricultural production with increased reliance on markets by both farming and non-farming households to earn incomes and to meet the food needs of their members. The policy stresses the importance of smallholder farming to attain the long-term objective but it indicates that a more heterogeneous perspective is adopted including support to medium-scale and large scale commercial farmers. It is stated "while bearing in mind considerations of equity, activities under the NAP will operate in a manner to enable entrepreneurial farmers to confidently increase the scale and profitability of their production and thereby boost their incomes and improve the well-being of their households".

The NAP also recognizes the importance of addressing gender issues in agriculture. Priority area seven of the NAP concerns empowerment of Youth, women and vulnerable groups in agriculture. Before the NAP a “Gender, HIV and Aids strategy in the agricultural sector” was developed for the period 2012-2017. The strategies developed in the NAP document are meant to guarantee i) quality participation of women and ‘other’ vulnerable gender categories in ASWAp focus area and support services, ii) Gender, HIV and AIDS responsive technology generation and dissemination and iii) effective coordination, capacity building and resource mobilisation is still valid and shows the importance the government is giving to Gender. This evaluation did not analyse in detail how gender is taken into account in the CSPII because a separate evaluation will analyse this aspect.

On climate change the policy stresses the investment in climate smart agriculture and sustainable land and water management, the development of irrigation facilities and the development of a diversified portfolio of agricultural production risk management instruments and technologies.

The shift towards a market oriented agriculture

All persons interviewed in this study acknowledged the need to shift from a support to ‘subsistence farmers’ to a support to ‘small holders with a potential’. A clear distinction is made between humanitarian aid needed in some cases to save life, social protection to assist those in need, disaster risk management and agricultural development programmes. While humanitarian aid and social protection cater for those in need, disaster risk management and agricultural development focus on smallholders who have the potential to engage in commercial farming i.e. also producing for the market. The donor community has in the document ‘breaking the cycle’ endorsed this shift towards a resilient Malawi. Not only in the literature but also for many of the persons interviewed this shift towards a more market-oriented agriculture is important to contribute to food security.

In the past agricultural policy was dominated by the Farmer Input Subsidy Programme installed after the drought of 2004/05 and providing 1,5 million smallholder subsistence farmers in need with subsidised fertilizers and maize seeds. This programme did boost agricultural production in the early years. But the programme has become very costly and inefficient: FISP expenditures took 8,3 % of the revised 2014/2015 national budget and 80% of the budget of the MoAIWD, crowding out other important investments in other agricultural sub-sectors. Recently important reforms to the FISP have been agreed upon. For the 2016/2017 season the number of recipients will decrease from 1,5 million to 900.000, the level of subsidies will decrease and the private sector will play a bigger role in the distribution of the inputs, hence reducing the costs. This reform shows some willingness to structurally change the agricultural policy and to restructure the budget so that besides input subsidies other important investments can be made in agriculture. Another important reform in the FISP is a shift in a target group from resource poor farmers to productive poor farmers. It has been noted that targeting resource poor farmers does not give positive incremental results as compared to the resources invested by the programme. The Ministry is thus planning to pilot the strategy this year in three districts Chikhwawa (Southern region), Dowa (Central) and Rumphi (North).

We can also state that there is no donor overfunding of the agricultural sector. If we look at the disbursement of donor assistance per sector we see that in 2012, 31 % of the donor funds were allocated to the health sector, 21 % to economic governance and 7% to agriculture. In

2013 the figures were respectively: 29% for the health sector and 12 % for agricultural development and in 2015 it was 42 % for health and 10% for agriculture (development cooperation atlas). Hence it remains relevant to invest in agriculture.

3.1.2 Relevance of the support to the ASWAp-SP

The ASWAp

Malawi developed the Agricultural Sector Wide Approach (2011-2015) as a medium term national strategic investment framework. The ASWAp seeks to operationalize the MGDSII priority areas especially those of agriculture. It prioritises three focus areas: 1) food security and risk management, 2) commercial agriculture, agro-processing and market development and 3) sustainable agricultural land and water management. Also two support services, i.e. technology generation and dissemination and institutional strengthening and capacity building are identified.

The Agriculture Sector Wide Approach is the sector investment plan for achieving the sector objectives (ideally defined in the overarching sector policy). As such it contains:

1. One plan
2. One budget
3. One results framework
4. And should also contain a clarification of the roles of the different sector stakeholders (hoping that all will fulfil their role) being the government, donors, NGO's, civil society, private sector and academic institutions.

The engine for the Sector Wide Approach is the Sector Working Group. The SWG is supposed to discuss sector policies and strategies. The SWG is supported by Technical Working Groups. All sector stakeholders are requested to organize themselves for their effective participation in the SWG and TWG's. As such donors in the agriculture sector are organized in the DCAFS, the private sector is organized through the MCCCCI, the civil society in CISANET, etc.

The ASWAp-Support Programme

Given the problems with good financial management characterised by the Cashgate scandal in 2013 and the fiscal slippages in 2014 and 2015 many donors became reluctant to provide direct financial support to the government. Donor funds to the agricultural SWAp-Pool was US \$10,652,198 in 2012/2013, US \$ 48,461,186 in 2013/2014 and only US \$ 9,847,034 on 2014/2015 (development cooperation atlas).

In order to strengthen the institutional capacities of the MoAIWD further and reduce fiduciary risks the MDTF was set up as a pool fund for financing the implementation of the ASWAp-SP by the MoAIWD. One of the aims of the ASWAp-Support Programme (ASWAp-SP) is to prepare the MoAIWD for full sector budget support. The MoAIWD has been implementing the ASWAp-Support Programme financed by the Multi Donor Trust Fund (MDTF) under the supervision of the World Bank since 2014. In 2015, EU contributed US\$ 39,1 million, Government of Flanders US\$ 7,2 million, USAID US\$ 2,5 million, Norway US\$ 37,1 million and US\$ 18,9 million of the

Republic of Ireland. In this programme the WB is not only guaranteeing the financial oversight but also strengthening the capacities of the government structures, this being the reason why the overhead cost is 17% of the total budget.

The overall objective of the ASWAp-SP is to improve the effectiveness and the sustainability of investments in the agricultural sector. The specific objectives are:

1. To strengthen institutional capacities necessary to develop and implement a harmonised and aligned investment framework leading towards a full-fledged SWAp in the agricultural sector
2. To increase the land, water and nutrient use efficiency of maize and legume based rain fed cropping systems targeted by the governments Agricultural Sector Wide approach
3. To increase the resilience of the maize supply system to cope with climate risks and shocks
4. To improve the agricultural business environment and promote agribusiness partnerships in support of agricultural diversification;
5. To improve the Land Administration capacity to increase the number of title deeds delivered and draw lessons from the Community Based Rural Land Development Project (CBRLDP); and
6. To improve market access to the most productive agricultural areas through the improvement and sustainable maintenance of feeder roads.

The report of the implementation support missions of the World Bank to the ASWAp-SP of 2015 concluded that the overall implementation performance is moderately satisfactory. Despite significant progress in the re-organisation and the coordination some delays are observed on the audit report and the timely disbursement of the funds to the implementing departments (and agencies). If we analyse the ratings given by the implementation support missions since April 2014 we see improvements in most fields as shown in the table below:

	April 2014	Dec 2014	May 2015	Dec 2015	May 2016
Overall implementation performance	Moderately unsatisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory
Achievement of project objectives	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Component 1: Institutional development and Capacity Building	Moderately unsatisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory
Component 2: Sustainable FS, agri growth and Diversification	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory
Component 3: Project Coordination	Unsatisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Component 4: Rural Roads	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Moderately satisfactory
Financial Management	Unsatisfactory	Unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately unsatisfactory
Procurement	Moderately unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory
Environment and social safeguards	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory	Moderately satisfactory

In addition, the ASWAp review of achievement and implementation published in August 2016 states that progress has been made although the 'outcome levels achievements have not been realised as expected. Diversification of production has taken place within limited areas, achievements in the area of sustainable land management are noted and progress towards the

achievements of the project development objective remains satisfactory. On most of the different topics of interest to the CSPII progress has been observed:

- The quality of the Joint Sector Review is considered good ;
- The quality of the Agriculture Sector Working Group is also considered good;
- Most technical Working Groups are functional
- The National Agriculture Policy has been developed after wide consultations
- The core function analysis has been completed
- The SGR management has been reviewed
- The fleet management system has been developed
- Several sub sector policies and strategies have been reviewed, updated or developed.

Progress has been made on agricultural market information systems by the development of the Short Message System and capacities in land administration have increased. The report also indicates a significant progress made in agricultural technology delivery systems and extension services at ministry level and at Agricultural Development Division (ADD) and District level (see further under effectiveness and impact).

All persons interviewed have confirmed this progress as well as the importance of the ASWAp-SP programme to enhance the coordination between the donors and the MoAIWD. The fact that in the audit of 2015 only US\$ 90.000 was rejected shows also that the supervision by the WB and the financial management by the Ministry has been good.

Nevertheless several donors have still doubts, are suspicious and hesitant to continue to invest in the ASWAp-SP or they only invest a small amount in the ASWAp-SP and continue to implement their own projects. It is difficult to know the real reasons why some donors remain reluctant. Partly it can be explained because the decision makers within these organisations are based in the head office and might be more guided at political level, the fact that the distinction and the consequences between on budget, on plan or off budget is not really taken into account, because visibility and control remains very important or because they are not yet convinced of the sustainability of the positive changes.

As a conclusion we can confirm that financing the ASWAp-SP is relevant because it is a good instrument to i) improve government policies ii) to improve the extension system in a structural and sustainable way, iii) to increase the capacities of the Government of Malawi. The fact that the risks involved are controlled through the role of the WB can slowly bring back donor confidence on public finance management.

3.1.3 Relevance to concentrate on the extension services

The development of the NAP is an important achievement. Where in the past several sub-sectorial policies guided the agricultural sector. The NAP provides clear and comprehensive guidelines for the sector. The development of the policy is based on a nationwide consultation process in which 800 men and women gave their feedback at district level and over 50 focus group discussions were conducted. Also development partners, academia and research organisations took part in the process. During the consultation the top priorities for the elaboration of the policies were identified. Improved extension and advisory services is the top priority, followed by marketing, irrigation and policy consistency. But the Agricultural sector performance report for 2014/2015 states also that “in order to make an important contribution to agricultural growth and to make the shift to a more market oriented agriculture,

transformation of extension and advisory services will require tough and bold decisions rather than complacency and minor fixes”

In the NAP extension is developed under policy priority area 1: sustainable agricultural production and productivity. Innovative and high quality agricultural extension and advisory services involving both public and non state extension service providers is key to improve sustainable agriculture and productivity and to allow a shift to a more market oriented agriculture. Small holders interested in a market oriented agriculture need high standard and ‘to the point’ information on the crops they will specialise in. They do not need general information on planting distances and how to till the land but on e.g. characteristics of some seeds, measures to deal with specific pests, storage and marketing modalities etc.

The IFPRI study ‘The national extension policy of Malawi- lessons from implementation’ published in September 2015 confirms the importance of extension services but highlights also the challenges that have to be addressed to make the extension system performing. It concerns a clear definition of the roles of all actors involved in extension, a proper mapping of the service providers to identify areas of duplication and complementarity and capacity building. The policy note suggests the need in the long-term for greater resources and investments from government for agricultural extension. It has been observed throughout the MTR that agricultural extension is hugely underfunded although more and more donors are now supporting the extension services. Most donors finance projects at decentralised level without specific emphasis on financing and strengthening the extension department within the MoAIWD. The Government of Flanders worked since 2008 with the extension department and has developed a good relation with the department. Government of Flanders is considered as a good and reliable partner that contributes to policy development. Given this position the focus on extension is still very relevant for the Government of Flanders. The role the Government of Flanders has played in supporting extension services has raised interest by other donors to come in with their support.

3.1.4 Relevance to shift towards a more market oriented approach

As already said the shift to a more market oriented approach is clearly made. Also all stakeholders interviewed agree with this evolution. As one person stated: *“we have been assisting subsistence farmers by providing them with cheap inputs. This has helped a lot to boost production but because we forgot to develop the market and to guarantee that the farmer could sell his products at a competitive price he or she lost the motivation to invest in the production”*.

Indeed farmers are confronted with price volatility and unpredictability. The study on export ban and minimum farm gate prices mention that from 2006 to 2011 the Government, in some years, recommended farmers a minimum farm gate price that was below the actual production costs, and in some instances, even below the actual farm gate market price; meaning that farmers were advised to accept lower prices than offered at the market. The study shows also that price volatility varies significantly from one year to the other. The researchers estimate that only 40 % of overall price volatility is attributed to normal and predictable seasonal behaviour while 60 % is due to unpredictable factors, such as policy uncertainties.

To create a conducive market environment for agricultural produce the NAP underlines the need i) for policy coherence (streamlining, modifying of restricted trade policies, elimination of administrative delays) , ii) for the development of inclusive agricultural value chains, iii) for the facilitation of the creation of new structured markets especially legumes, oilseeds and other

crops, iv) for the improvement of rural marketing infrastructure and agricultural market information systems and v) the establishment of commodity exchanges.

This said, as well in the policies as in the discussions, it was stressed that although the shift towards a more market oriented agriculture has to be made, vulnerable farm households confronted with food insecurity have to be assisted by a social security programme. The assistance to them can take different forms: for those structurally in need and without potential to bounce forward, social assistance in cash or in food has to be foreseen. For those confronted with unpredictable shocks but with the possibility to recover easily temporary assistance has to be foreseen e.g. a cash or food for work that improves the resilience of the society such as the investment in structural infrastructure (irrigation infrastructure, soil erosion measures, planting of trees etc.) .

3.1.5 Relevance of strengthening Farmers' organisations and cooperatives

In the NAP farmer organisations are mentioned under policy priority area 8 as 'promote development of professionally operated and efficient farmer organisations, particularly cooperatives. In the analysis it is stated that 'the market asymmetry is exacerbated by weak smallholder farmer organisations and ineffective agricultural cooperatives'. It seems relevant to invest in the smallholder farmers' organisations but farmers' organisation development is confronted with different challenges not yet clarified which make the definition of a relevant role Flanders can play in the development of FO difficult. These challenges are following:

- The roles Farmer Organizations and Farmer Unions have to play are not well defined. They are mentioned in the pluralistic extension approach as a service provider, although they themselves mention their role as defender of the farmers' right, but in practice they are more concerned with survival and creating income. There seems to be conflict of interests when farmer organisations such as farmer unions engage in income generating or profit making programmes to seriously defend the rights of the farmer. The question is however how do these organisations survive in the absence of profit making programmes?
- In the discussion with and in the few documents related to FO the emphasis is put on the evolution towards cooperatives. The principles of a cooperative are important and have to be endorsed but we have to be aware that they are very difficult to realise. In most cases we see that cooperatives are engaged in economic ventures such as the buying and selling of crops, transformation etc. and that the lobby activities and the actions to defend the rights of the members are neglected.
- In Malawi there are two big Farmer Organisations i.e. FUM and NASFAM. FUM is a more general farmers union and NASFAM, the national smallholder farmers' association of Malawi concentrates more on smallholders and considers farming as a business concept.

The conclusion is that it is important to invest in the development of the FOs. This development should be accompanied with the identification of a good niche to ensure an added value of the investment of the Government of Flanders taking into account the means Government of Flanders has. The capacity of such organizations should be strengthened in such a way that they are able to empower their members through service provision who will then be able to pay for the services and enhance sustainability of the organizations without compromising their mandate of defending the farmers.

3.1.6 The relevance of strengthening the role of the non-state actors to monitor and advance the right to food

The rationale of this programme component is based on the following arguments:

- Inconsistent strategies and policies coordination which lead to sub-optimal implementation of certain interventions. The report of the special UN rapporteur on the right to food recommends the Government of Malawi to establish a legal framework on the right to food with a view to ensure multi sectoral coordination, transparency, accountability and inclusiveness of non state actors for ensuring consistency with regard to the right to food principles
- Debate and ground work on the legislation aimed at upgrading food and nutrition security has gone on for decades in Malawi but the legal framework to give effect to the existing food security policy has not yet been materialised.

To guarantee the right to food not only is good and coherent legislation needed but people concerned have to be sensitised and informed about the legislation and have to be capacitated to guarantee a right application of the legislation.

The UNDP manages the project under the Right to Food window installed to manage the right to food projects. A steering committee composed by the UN resident coordinator, representatives of WFP and FAO, senior government officials, heads of cooperation and CSO, is managing the Right to Food window.

CISANET a respected civil society organisation is the partner of UNDP and implements part of the programme.

3.1.7 The coherence or the portfolio with the CSPII

Following table shows the coherence between the different interventions financed in the CSPII

Recipients	Total	Extension	Farmers to markets	Farmer organisations Right to Food	Studies
MDTF/ASWAP-SP	€ 10 000 000	€ 10 000 000			
UNDP	€ 1 250 000			€ 1 250 000	
Farm Radio Trust	€ 1 045 000	€ 1 045 000			
Agri Commodity Exchange	€ 1 513 734		€ 1 513 734		
WFP - FO	€ 1 485 407			€ 1 485 407	
Mikolongwe College	€ 150 000	€ 150 000			
FAO - Marketing CB	€ 4 500 000	€ 1 145 544	€ 2 305 177	€ 1 049 279	
ICRAF	€ 1 000 000	€ 1 000 000			
IFPRI - Extension	€ 450 000				€ 450 000
Total allocated as of 09/2015	€ 11 394 141	€ 3 340 544	€ 3 818 911	€ 2 534 686	€ 1 250 000
				€ 1 250 000	€ 450 000

But the table is not clear on different aspects that have to do with the coherence and the synergy between the different components of the CSPII programme: Extension is a way of informing and training of farmers and has to do as well with production, marketing and farmers organisations. In the study of IFPRI on extension it is mentioned that the effectiveness of extension services i.e. farmers change and improve their practices due to good extension services depends as well on the message and information given - quality, relevance of the message, coherence between the different messages etc.- as on the approach used to transfer the information -preaching, teaching, dialoguing, action research etc.-. In all programmes including the ACE and WFP programme on marketing, farmers have to be sensitised and trained as well as in the ICRAF programme and the FAO programme. It is not clear if the methods and the approaches are coherent between the different organisations.

The same observation can be made for Farmers' Organisations. In many of the programmes Farmers' Organisations are key or could play a big role. However there is no clear vision on FO and the way they can be promoted. This said: big efforts are made to make the portfolio of the CSP II coherent but more can be done to create synergies (see recommendations).

It has been mentioned by some of the stakeholders representing the government of Malawi interviewed that besides the CSPII programme Flanders is also financing projects that are not included in the CSPII. They asked for the rationale about the decision to finance these initiatives. The analysis of these programmes was not part and parcel of this evaluation but still we feel important to mention it because it has an effect on the coherence of the global intervention of the Government of Flanders in Malawi.

3.1.8 The relevance of working as well at national level through the contribution to the ASWAp-SP programme as financing the implementation of projects at district level.

The work at national level through its participation in the ASWAp-SP gives the Government of Flanders the opportunity to have access to a lot of information and reflections, to harmonise and exchange with other DP, to participate in the policy dialogue and to influence the policies and hence having a structural impact.

The concrete projects of partner organisations the Government of Flanders is financing in the CSPII are important not only because they give the Government of Flanders some visibility but especially because it helps to better understand reality and to make the link between policy development and reality and give chances to be a catalyst for innovations. By working with the DAES and the DADO's office at district level the Government of Flanders has a good idea on how the support of the ASWAp-SP trickles down to district level, how the decentralised structures such as the stakeholder platforms and the DAEC functions at district level, how marketing is organised and FO function at grass-root level. Also for the right to food: it is not sufficient to influence the laws at national level, it is important to contribute to the application of the laws at district level. Through the participation in FRT, the Government of Flanders has the opportunity to participate in the reflection on how to integrate ICT and other new techniques in extension and how to translate that at grass-root level e.g. by installing listening groups or other initiatives and to make the link with FFS implemented in the FAO project.

The disadvantage of working with partners is that the collaboration is based on a project approach: each partner executes and is responsible for its project. Where the ASWAp-SP aims at giving responsibility to the government and enhancing the collaboration, the coherence and the synergies between the Development Partners, a project approach is not contributing to

capacity building of these structures. The district authorities are informed and have some limited influence but have, in most cases to accept the rules imposed by the donor.

The relevance of working at national and district level can also be demonstrated by the fact that it allows the Government of Flanders to stimulate innovations that can be taken over by other organisations. Flanders can stimulate and accompany innovations that can contribute to better extension services (FFS, the hotlines, nutrition groups etc.). Some of the persons interviewed stressed the role of catalyst that the Government of Flanders has played in stimulating and financing innovations such as e.g. ICT in extension, FFS and the use of warehouse receipts which are taken over by them on a bigger scale.

There is sufficient evidence to continue working at local and at national level but the synergies between the two levels can be better exploited (see recommendations).

3.2 The application of the Paris declaration principles

The Government of Flanders put a lot of emphasis on the application of the Paris Declaration principles in order to guarantee that the interventions they finance are aligned to the national and district development plans and the interventions of the other DP's, that there is an ownership of the interventions by the partners, that the interventions are result oriented and that there is a mutual responsibility and accountability.

In collaboration with the broader development community, including DP, civil society and the private sector, the Government of Malawi has developed a Development Cooperation Strategy 2014-2018. It advocates for inclusive partnerships, government leadership and country ownership of the national development agenda, alignment around national systems and strategies, strong focus on development results, mutual and domestic accountability, transparent and responsible cooperation and harmonised donor efforts. The document explains the 10 principles that will positively influence aid effectiveness and the duties of the government and of the development actors. Also the dialogue structures to enhance communication and participation of all development partners are well elaborated.

Flanders is very active in the dialogue structures in which they have to participate i.e. sector working groups, technical working groups and development partners dialogue groups (DCAFS and HOC). As a head of cooperation the participation of the representative of Flanders is straightforward. Because there is no head of Mission for Flanders in Malawi, Flanders is not represented in the head of missions meetings. All stakeholders interviewed appreciated very much the participation of Flanders in the sector working groups and the HOC. Occasionally Flanders is invited to the EU HOM's meetings on the occasion of a specific item on the agenda. The participation was described as very constructive, very well documented and diplomatic. In many of these working groups Flanders was appreciated for its capacities to motivate participants, to invest in clarifying and contributing to a good understanding of the issues and to seek for compromises. Big donors have to guarantee a value for money expressed in short term results for their constituency. Flanders, being more flexible and open for discussion and putting more emphasis on looking for an added value and for 'innovations' has played a very positive role in these structures. The value for money for Flanders resides in this constructive contribution to the implementation of the development cooperation strategy.

The collaboration of the Government of Flanders in the ASWAp-SP is sector support on budget, i.e. it is ring fenced sector budget support earmarked to specific budget items with some degree of planning. The ASWAp-SP is based on the ASWAp developed by the Government of Malawi and developed together with the donor community. The different aspects of the Paris

declaration are respected: the ASWAp-SP respects and is aligned with the government policies. Also the ownership is high: the different departments of the MoAIWD are very well aware of the ASWAp-SP and adhere to it. Also it is result oriented –a lot of progress has been made to develop outcome and impact indicators (see point 4.4) and although the World Bank is managing the MDTF, the Malawian Government is managing the implementation. There is an ASWAP and an ASWAP-SP coordinator and also the internal audit services of the ministry are taking part in the management of the ASWAp-SP. There are sufficient instruments such as the joint support missions, the evaluation exercises undertaken by partners in collaboration with the Government of Malawi to guarantee an appropriation and clear allocation of responsibilities. In the discussions we had with the stakeholders all expressed the satisfaction of the way the ASWASp-SP was managed.

The application of the Paris declaration principles at district level, is less evident. The programmes developed by ICRAF and FAO have a long history and are based on the evaluation of previous programmes. In these evaluations the different stakeholders including the district authorities and DADO's office participated and had a say in the development of the new programmes although they still feel that the donor agency is still dominant in the design of the programme. The steering committees for both projects in which the stakeholders are represented is seen as a good instrument to enhance ownership and commitment. The fact that these committees are held alternatively in the capital and in the districts reduces the commitment of local actors that have to execute the decisions taken by their superiors without them knowing the local context. The local institutions such as the DAEC and the Stakeholder Platforms (see the development cooperation strategy) are not involved in the follow-up of these programmes although that is one of their functions.

For the other programmes, the partner organisations i.e. Farmer Radio Trust, ACE/ WFP, IFPRI have developed these programmes and feel responsible for the execution. However it is not clear in how far the other stakeholders of these partners such as the Farmers' Organisations, the Radio stations, the private sector had a say in the development of the programmes and have a role to play in the execution of the programme.

3.3 The effectiveness and the impact of the CSPII

3.3.1 Contributions to sector Policies

Through its participation and the role the Flanders attaché has taken up in the DCAFS troika , as the candidate chairperson, the chairperson and the outgoing chairperson of the DCAFS, following impacts on the policy dialogue can be mentioned:

- All donor investments in the agriculture sector have been mapped and analyzed according the ASWAp investment plan. This allowed to obtain a detailed picture of the overall investments in the sector and emphasized the need for more collective efforts to improve impact at sector level. The analysis of projects also allowed to identify main challenges and opportunities in the sector.
- Flanders consolidated the input of the DCAFS group to the NAP, the ASWAp review, the review of the Strategic Grain Reserve Management Guidelines, the review of the Seed Policy and the Intensive Food Production concept paper.

- The FISP has been reformed thanks to a joint effort by several sector stakeholders. Within the DCAFS group a significant effort has taken place since 2014 under the leadership of the WB and the DCAFS troika to reform the FISP. Under the facilitation by Flanders as the DCAFS chair in 2015/2016, consensus was built on the way forward for the FISP reforms and different policy papers have been prepared and discussed. Several policy discussions were held with the Government of Malawi to reach an agreement on the proposed reforms. These have without any doubt contributed to the change in the FISP programme: the number of beneficiaries has decreased, the subsidies were reduced and the private sector plays now a more important role in the distribution of the inputs. This shift in policies allows the government to invest in other priorities to boost agricultural production which if well applied can contribute to the desired shift to a more market oriented and productive agriculture. In addition as already noted in 3.1.1, the Ministry of Agriculture, Irrigation and Water Development is in the process of shifting the target group from resource poor farmers to productive poor farmers for more impact.
- Flanders as a member of the DCAFS and through the DCAFS Troika has contributed to the whole debate on the shift towards a more market-oriented agriculture. Flanders has contributed to the policy document 'Technical Note on Farm Input Subsidy Programme', but also seized all opportunities to clarify the agreed DCAFS messages on different topics during opening speeches and public debates.
- In 2015 the EU ambassador and in 2016 the Flanders attaché on behalf of the DCAFS expressed in their speeches held during the opening sessions of the agricultural joint sector review their concerns on the FISP policy, the gaps in the land Acts, the defaults in the maize markets and some other problems in the sector in a very concrete manner. Because these remarks were based on good evidences and shared by the whole donor community they had a big impact and were taken seriously by the decision makers. All stakeholders interviewed mentioned the importance of the contribution of the Government of Flanders in the discussions and the management of the DCAFS
- Government of Flanders has been actively involved in taking forward the results of different studies (export ban and minimum farm gate prices, a study on extension services) that contributed to important policy dialogues. Important is to mention that all these studies have been developed and performed in close collaboration with all stakeholders involved. A significant contribution has been made in the debate about functioning domestic markets. It has become very clear that unpredictability of policies such as frequent introductions of export bans has restrained investments in maize and legumes, as well as other high value crops because producers are not certain whether they will be able to export their products.
- Substantial input was provided to the paper "Breaking the Cycle, possible actions to move from the annual humanitarian response towards a food and nutrition secure and resilient Malawi". The paper was presented at the Development Cooperation Group meeting in March 2016. In response to the paper, the Government of Malawi presented its action plan to breaking the cycle at the High Level Forum in May 2016. This action plan has been the basis for the (soon to be launched) National Resilience Plan.
- Again the discussions and finalisation of the NAP together with its approval by the Cabinet has had strong support from the DCAFS group.

Through its persistent and close collaboration with the extension department of the MoAIWD, the Government of Flanders has a position that allows contributing in a constructive way to the reflections and the elaboration of an extension strategy. Those responsible for the department

are very positive on Flanders contribution. Based on the discussions we had, we can confirm that this long-term accompaniment and Flanders' engagement in a process approach that demands diplomatic skills contributed to a process of change within the department. The change process is slow but if the extension policy can be reviewed taking into account the different challenges: i) becoming more demand driven which includes taking into account the changing demands of farmers that become more market oriented, ii) defining the roles and duties of the different stakeholders in the pluralistic extension approach, iii) taking into account the development of new media etc.- the contribution of the Government of Flanders could be valuable.

3.3.2 The effectiveness of the ASWAp-SP programme

As already mentioned in point 4.1.2 the joint support mission of the ASWAp-SP project evaluated the execution of the ASWAp-SP as moderately satisfactory. Progress has been made in different components of the ASWAp-SP. Also the evaluation of the ASWAp mentioned that progress on the implementation of the ASWAp has been made, although not as expected. In the discussion with the District Commissioners and the DADO of the two districts visited we can confirm that also at district level progress has been made. The finances disbursed under the ASWAp-SP reached the different districts in time and assured that they reach out activities and the different trainings could be implemented as foreseen. According to the DADO In Mzimba district they got this year 49 million (MWK) from ASWAp. The government budget for their running costs is estimated at 45 million (MWK) (ORT) but the receipt of funds is usually unpredictable. It is clear that the amounts provided through the ASWAp-SP complement the ORT funds which that are not sufficient and often not timely . Also some investments such as the investments in bicycles and motorcycles took place as foreseen. The persons interviewed confirmed that the ASWAp-SP is functioning quite well and is of a big help to the district.

Besides the functioning of the DADO's office that has a positive effect on the agricultural production in the district the ASWAp-SP has also an effect on the institutional capacities necessary to develop and implement a harmonised and aligned investment framework leading towards a full-fledged SWAp in the agricultural sector. The World Bank is investing a lot in increasing the capacities of the concerned departments of the ministry of agriculture through equipment investments, training and coaching. The joint mission report as well as the evaluation of the ASWAp confirms progress. The fact that only 90.000 US\$ was rejected during the external audit of 2015/2016 confirms the progress made. Also the representatives of development partners confirmed that progress in good governance has been made. Even at district level some progress is made: the different structures such as DAEC and the Stakeholder platforms start to function in several districts.

The governance structure defining the procedures for budget allocations and expenditures as well as auditing has improved although capacities are too limited to guarantee a proper functioning and a proper accountability. For this reason the World Bank has decided to centralize the expenditures and the accountability of the ASWAp-SP at Agriculture Development Division (ADD) instead of at district level. It was also noted that funds at the district were pooled under one account managed by the DC resulting sometimes in misallocations. The World Bank is thus in the process of recruiting accountants to be deployed at different ADDs for management and accountability of ASWAp funds.

Although Development partners, who thanks to their participation in the DCAFS made progress to understand each other and to talk more and more the same language, confirm progress most

of them remain reluctant to invest more in the ASWAp-SP or in on budget support. At one hand they argue that the guaranties of good governance are not yet sufficient, at the other hand they claim that the visibility of their interventions as well as the fact that they have to produce results in a short term are reasons to continue with a project approach.

3.3.3 The changes in the extension services

It is acknowledged that the assistance of the Government of Flanders to the extension department together with the funding of the FAO project “Marketing capacity building project for smallholder farmers in Mzimba and Kasungu District” has had a big influence on the promotion of Farm Field Schools. They have already a long history in Malawi. But thanks to the FAO experiences financed by the Government of Flanders, the introduction of the FFS got a new momentum. More and more donor organizations are introducing the approach. FFS are one of the main approaches promoted by the department of extension. However we remarked that the approach is not yet well spelled out. Interpretations and the way the approach is implemented is not yet shared by everybody. Some questions remain unclear such as is it an approach to convey messages by doing or is it an action research approach focusing on small scale farmers to facilitate their evolution towards a market oriented farming system? If one puts emphasis on action research it is important to target potential small-scale farmers that have a clear agenda and want to invest in developing their farm.

The department of extension is aware of the challenge it is confronted with and is engaged in developing a long-term extension strategy and policy. However it is still a long way to streamline the extension policy according to the broad lines developed in the IFPRI study on extension services in Malawi that defines the role of the extension services of the government as: i) strengthening the capacities of facilitation, certification and regulation of services providers ii) fill gaps where private or NGO providers are not coming, iii) strengthening capacities of Farmer Based Organizations to motivate other actors within extension services and iv) develop M&E systems for extension services.

The impact or the effects of the collaboration with Farm Radio Trust are that i) a continuous reflection takes place on the role of Radio and ICT within extension ii) that new approaches are tested and put in function iii) and that mechanism to improve the quality of extension messages are installed. ICT is developing very fast and the different applications can have a big effect on how extension will look like in future especially when extension focuses on small holders that are prepared to produce for the market. They need specialized advice and so the listening groups of interested farmers and the hotline in which farmers can ask for specific advice are interesting evolutions. Also the installation of a national content committee in which government extension services, subject matter specialists, private sector and research institutes work together to guarantee the quality of the extension messages is an important achievement. FRT being a non-governmental organization is more flexible than the government structures and can try out new developments within extension.

3.3.4 Effectiveness and impact on the marketing

Although it is difficult to define the real impact of the interventions of the Government of Flanders on the marketing it is acknowledged that through its investment in the DCAFS the

Government of Flanders has played a role in enhancing the reflections and the discussions on the shift towards a more market oriented agriculture. Also the collaboration with WFP and ACE is a positive development towards achieving more stable markets for grains and legumes. In the past ADMARC, a parastatal, has played a significant role in agricultural produce marketing but its role has significantly reduced. The markets are thus highly dominated by small traders (vendors) who most of the times reap from farmers. ACE as well as the Auction Holdings Commodity Exchange are promising programs to enhance grain and legume marketing. According to the reports produced by both organizations WFP and ACE, the impact of providing a structured and alternative market for their grains and legumes can increase the income of the farmers. According to their monitoring systems, smallholder farmers members of the cooperatives that manage a warehouse according to the ACE principles have, on average, increased their income from MWK 213.859 to MWK 435.123 . The total volume stored by the 29 cooperatives accompanied by ACE increased from 1.500 metric tonnes to 38.179 metric tonnes.

3.3.5 Effectiveness and impact on the strengthening of farmers' organizations and cooperatives

In the CSPII programme the investment in farmers' organisations is for the time being limited to the activities allocated to the WFP programme component aiming at strengthening Farmers' organization to manage the warehouses according to the warehouse voucher principles and to participate in the auction activities of ACE.

In the past several programmes have been financed by the Government of Flanders to strengthen the FO's and the cooperatives.

- Under CSP I the farmer organization NASFAM got funds to establish an oil-pressing unit in Mzimba that is still functioning very well. This has enabled NASFAM to engage smallholder farmers in Sunflower production training, supplying them with sunflower seed in a recovery programme where 1Kg seed is repaid with 2Kg seed and provide them with a market. The factory is 70% operational.
- FUM got under CSPI some means to strengthen the District Farming Union in Mzimba district. The latter was an interesting project because it contributed to the functioning of the local structures such as the DAES and the Stakeholder platform. The results were promising but because of the lack of a long-term engagement of the Government of Flanders and especially of FUM national level the results were not sustainable. A more detailed evaluation has to provide more lessons learned.

These experiences show that strengthening farmers' organisations needs a long term strategy and engagement and an intense accompaniment by a partner organisation.

3.3.6 Effectiveness and impact on the right to food component of the CSP II

The Government of Flanders supports three projects in the UN Right to food window. The joint Civil society Project on the right to food is executed together with CISANET, a well-known civil society network specialised in lobby and advocacy. They lobbied successfully for the review of the Food and Nutrition Bill integrating the previous food security bill and the nutrition bill. They strengthened awareness and trained CSO's and government partners and published policy briefs on the right to food website. Also the proposal of CISANET to establish a Right to Food legal framework was approved by the Government of Malawi at the Universal Periodic Review in Geneva in May 2015.

The FAO/UNW Project is called: the promotion of secure land rights for women and other vulnerable groups. Although we agree with the content of the project we are embarrassed to read that women are considered as a vulnerable group, which is according to us not gender friendly. This said, the project sensitised parliamentarians, media houses and CSO's and others on the 11 land bills of which the first reading of the 4 most important ones was done in February 2016 and the 4 bills were passed into acts by parliament in July. Also trainings were organised to guarantee a proper execution of the law.

The CSONA project on advancing the right to food through private sector engagement has just started but the aim is to work with the private sector to make sure that nutritious food will be available everywhere in the country.

3.4 Cross cutting issues

3.4.1 Gender

Although we didn't analyse in detail the gender aspects of the CSPII we can conclude that gender is not properly treated. In the CSP II it is mentioned that women constitute 70% of the agricultural labour force and only in one of the many indicators women are mentioned i.e. number of farmers –men and women- getting advice from lead farmers. In the results framework of the CSPII gender is specified in a separate indicator formulated as 'gender mainstreaming through all programmes and projects but only concretised for 3 projects i.e. FAO female headed households targeted, gender mainstreaming in the ASWAp-SP in extension services and in the P4P programme: women are encouraged to join FO's.

A specific gender audit of the Government of Flanders interventions will be executed before the end of 2016 and will come up with concrete recommendations. We limited our analysis to the study of the CSPII document and documents related to the ASWAp-SP and the NAP.

In the sector performance review and the ASWAp-SP review little is said on gender. Indicators are not gender specific and only a small chapter in the 2015/2016 annual work plans and budgets of the ASWAp-SP indicates that a district gender and HIV-aids manual was finalised and some staff have been trained. In the NAP the word gender is mentioned 42 times. Policy priority area 3.7 concerns empowerment of Youth, Women and Vulnerable groups in agriculture. The aim is to close the gender gap and to address the socio-economic barriers and to facilitate access to knowledge, to productive resources and to finances for women, youth and vulnerable groups. The three groups are treated equally although we think that each of the groups needs different strategies in order to increase equity.

The MoAIWD has an agriculture sector gender, HIV and Aids strategy covering the period 2012-2017. Civil society organisations, Development partners, Farmer Organisations and other stakeholders participated with the MoAIWD to develop this strategy. Based on a good analysis of the situation of women, the defined strategy wants:

- To improve food, nutrition security and agro-based income among vulnerable groups in order to reduce gender disparities and contribute to HIV prevention and mitigation of AIDS impacts
- To strengthen women's access to and control over agriculture resources, opportunities, benefits and decision making processes at household, community and national levels
- To reduce factors that promote gender inequality and spread of HIV due to agricultural related mobility and migration

- To promote generation and dissemination of gender, HIV and AIDS responsive technologies and information
- To strengthen leadership and coordination of the Gender, HIV and AIDS strategy for harmonized and decentralised implementation
- To mobilise, track and effectively utilise financial and technical resources for the implementation of Gender, HIV and AIDS strategy
- To strengthen the gender, HIV and AIDS responsiveness of agriculture sector monitoring and evaluation system for enhanced accountability, learning and sharing
- To build and sustain capacity of agriculture sector institutions and vulnerable groups to effectively mainstream gender, HIV and AIDS issues and actions

We can conclude that policies exist and are elaborated. We did not come across documents that show a real gender awareness and sensitivity and a real effort to change gender inequalities in other words, gender mainstreaming is on the agenda but the mainstreaming does not lead to real changes.

3.4.2 Climate change

Given the difficulties encountered in agriculture due to lack of rain and changes in the weather patterns, the awareness on climate change is high. In the different policy documents reference is made to climate change.

In the NAP climate change is mentioned 21 times. In policy area 1 it is mentioned that the government will promote investments in climate smart agriculture and sustainable land and water management. Through irrigation the government wants to make agriculture less dependent of climate change and investments are foreseen in the national budget. In Policy priority area 2 sustainable irrigation development states that only 4 % of cropland is irrigated and that it can easily be doubled. Policy priority area 6 concerns agricultural risk managements and foresees to establish a diversified portfolio of agricultural production risk management technologies.

The ASWAp-SP is quite mitigated about outcome 3.3 “management of effects on climate change”. It is a positive development that there are now guidelines for conservation agriculture but the efforts have not been sufficient. While 44% of the budget was foreseen for sustainable land and water management only 9 % of the budget was allocated.

70 dams and tanks were constructed but of the 1050 km of riverbanks projected only 81 km underwent measure to protect them from erosion. The report concludes that no clear distinction is made in the activities and outcomes of management of climate change and the M&E does not give a clear idea of the evolutions. The ASWAp-SP adoption study states that on average 60% of farmers had awareness about the various Conservation Agricultural techniques but that adoption rate of e.g. zero tillage and permanent soil cover techniques is low, 10 % amongst female farmers and 33% of male farmers. Also an Integrated Soil Fertility Management Package is used in extension but it is observed that the techniques are quite complicated and used wrongly.

Malawi has also a national climate change policy developed in 2012-2013. The policy is very ambitious, makes a distinction between adaptation and mitigation and integrates all different fields, agriculture, health, energy, industries etc. However no budget is allocated and no reports on the follow-up of this policy are available.

In the CSP II climate change has been added as a transversal theme. In the expected outputs and outcomes it is mentioned there is need for 'improved agricultural production in a sustainable way'. One indicator concerns the smallholder area under sustainable agricultural production. The Agroforestry programme implemented by ICRAF aims at introducing the use of Trephosia within the maize field in order to reduce the need for mineral fertilizers and has a real climate change objective. However this programme, funded based on consecutive short-term projects, is not sufficiently integrated in a broader strategic plan and in the existing extension services hence the chances for a sustainable change are limited.

We can conclude that there is a growing awareness on climate change, that policies are developed but that progress in the field is slow. Small-scale farmers are still confronted with different kind of messages. E.g. at one end, the FISP emphasis is still put on the use of inorganic fertilizers on maize although some opening is made for legumes. At the other end conservation agriculture methods are promoted such as agro-forestry, zero tillage, soil coverage etc. Some of these methods are quite complicated and demands a more conducive environment such as guaranteed access to land. For others the evidence of the positive influences is not yet calculated so that it is difficult to convince farmers. Extension, together with research, has to play a very big role in promoting climate smart agriculture

3.5 The sustainability of the results and the effects of the programme

We tried to analyse how big the chances are that the effects and the impact of the interventions financed by the Government of Flanders will be sustained in future. We used following criteria: to be sustainable the effects must have sufficient political support, must fit in the socio-cultural environment, must remain feasible and thus have sufficient financial means and sufficient human 'capacities' have to be present to guarantee the continuation.

The impact of the support to the ASWAp-SP are different changes and improvements in policies and increased capacities of the government structures. Although everybody agrees that agricultural development and e.g. the FISP is highly politicized in Malawi, the changes taking place will have long-term effects because these effects are endorsed by a broader community (the members of the sector working groups, the decision makers in the ministries etc.). If an extension policy that is positive for the smallholder farmer interested in producing for the market will be endorsed, the impact will be sustainable. If FFS are integrated in the extension policy, if capacities for training, monitoring and research on FFS are increased within the extension department through the ASWAp-SP, chances that the implementation of FFS will be sustainable will be high.

The fact that Farm Radio Trust is setting up hotlines where farmers can asks questions together with the extension department of the MoAIWD increases the sustainability of these hotlines. The ASWAp-SP programme has as objective to increase the capacities of the different departments of the Government of Malawi in order to prepare them for budget support. The WB is investing a lot in capacity building and in improving the governance capacities of the different departments. Systems of procurement, of M&E, of auditing etc. are set up based on a long-term perspective. Because the efforts focus on the structures and look for structural changes, the effects will be sustainable even if there is no guarantee that the persons trained will remain in the same position.

The challenges to make the interventions at local level sustainable are big: there is a huge need for capacity building at different levels. If the effects of the ASWAp-SP trickles down to local

level and improves the capacities at local level, a huge investment is still needed to increase the capacities of the local structures. The decentralisation process in Malawi is slow and is encountered by many challenges: the structures are in place but their functioning is still not sufficient. The district development plans are not yet of a quality so that they form the basis of a national development plan, the functioning of the District assembly is not yet optimal, The District Executive Committee, the District Agricultural Executive Committee and the Agricultural District Stakeholder Panels are often still weak and a long term accompaniment is needed. The functioning of the District Commissioners, appointed by the central government as their operational arm and responsible for the financial management a leaves room for improvements because the DC are frequently transferred and because the capacities of the financial managers, the auditors etc. are too low.

3.6 Efficiency

The execution of the CSP demands a lot of 'management' activities. To guarantee a good contribution to the ASWAp and the ASWAp-SP the Government of Flanders has to invest in the representation and delivering content to the DCAFS, to the Sector working groups and to the other fora that are of an interest. During three years Government of Flanders was member of the Troika of the DCAFS, one year as a candidate chairperson, one year as a chairperson and one year as an outgoing chairperson. In these positions the attaché of the Government of Flanders had to invest a lot in the participation of meetings, the elaboration of documents and an investment in content as well as executing a diplomatic role. The high investment in these functions was appreciated by all other partners and increased the visibility of Flanders in Malawi.

To develop the portfolio of interventions that are coherent with the CSPII it is important that the Attaché of the Government of Flanders invests in a network and is in contact with a lot of actors and development partners through which he or she can detect interesting opportunities. A process of negotiation and reflection has to be organized in order to make sure that the programme or project proposals are of good quality and coherent with the CSPII. With multilateral actors that have a lot of experiences and capacities this process is easier than e.g. with NGO's and Farmers' organisations. For the latter more time has to be invested in analysis and negotiation. Once these programmes are in action a follow-up and a monitoring system has to be organized including field visits. The steering committee that is in principle organized every six months is a good initiative to bring together the partners and to discuss on the different programmes. It is a pity that due to time constraints the attaché could not invest more in a follow-up of the interventions in the field.

The reporting to the head office in Brussels has improved. The partners were happy with the reporting format introduced by the Government of Flanders: reporting is straightforward and simple and there is sufficient room to integrate unforeseen matters and lessons learned. Also the partners were satisfied with the financial accountability. In most cases the financial reporting and the auditing did not give any problems. Where there was a delay or a problem, communication was fluent and clear.

The monitoring and evaluation

A lot of progress has been made on the monitoring of the impact of the ASWAp and the ASWAp-SP. The Government of Malawi has developed impact indicators on the three impacts: improved household income, improved food and nutrition status and increased sustainable agricultural and economic growth. The baseline for each of the indicators is elaborated and the evolution on

each of them is known. According to the FAO, the reliability of the figures is sufficient and they give a good idea of the evolution in the country.

For the ASWAp-SP a detailed annual work plan and budget is available that allows a close monitoring of the activities implemented and the budget used. Also for the different components indicators are developed and monitored. The results framework has 19 indicators that are measurable. For the ASWAp 28 key performance indicators are developed and information is gathered for each of the indicators on a yearly base.

Based on the DCS Results Framework and the ASWAp indicators the Government of Flanders developed a results framework for the Country Strategy Paper 2014-2018. On following three out of five outputs presented in the CSP, indicators are formulated: i) Government of Malawi is more enabled to implement sector priorities, ii) non state actors raise awareness on, monitor and advance the right to food and iii) smallholders and emerging farmers receive more and appropriate extension services. For each of them some output indicators are formulated and some information, cumulative for each of the projects is given for each of the indicators. Some of the indicators give straightforward information, for other indicators all the useful information has to be found in the footnotes, which makes the reading of the table not easy. We think that the development of such a framework is going in the right direction: defining the right indicators for each of the objectives retained in the CSP and making the distinction between output and outcome level can improve the monitoring and management of the programme. However, it remains difficult to capture the complexity of the CSP in a simple framework. A suggestion could be to develop in more detail a results chain for each of the issues taken up in the CSP II and to make a clear distinction between activities, outputs, several possible outcomes and effects or impacts. Now there is some confusion on these concepts in the CSP.

The different partners executing programmes financed by the Government of Flanders have to produce yearly or every six-month a progress report in which they have to provide information per results and to give information on the progress based on some generic parameters. Sufficient information is available to monitor the execution of the CSPII and the different components of the CSPII. However this monitoring is not leading to a learning and capitalisation of experiences. The reason is that no learning questions are formulated and that no time and finances are available for learning. If an indicator is not reached or was very successful not sufficient time is taken to analyse the situation and the reasons why in such a way that it will lead to an institutional learning. Formulating and focussing on few learning questions based on the principles of 'ongoing' evaluations' can contribute to learning. A learning question could be to provide more evidence on the impact of FFS and to identify factors influencing the functioning of FFS in a positive or negative manner.

4 CONCLUSIONS AND RECOMMENDATIONS

4.1 General conclusions

The conclusions of this mid-term review of the CSP II between the Government of Flanders and the Government of Malawi are positive. The contribution to the MDTF to finance the ASWAp-SP is very relevant and has an impact on as well the good governance of the different Ministries and departments involved as well as on the improvement of the services delivered by these departments. Through its active participation in the DCAFS the attaché of Flanders has, together with the other members of the DCAF, a positive contribution to important policy changes, such as FISP, commodity markets and export bans, land acts, seed regulation etc. These policy changes have a big and lasting positive influence on the situation of smallholder farmers. According to the new National Agricultural Policy that is based on a broad consultation and agreement, the small holder farmers have to be assisted to evolve to a more market oriented agriculture. The NAP makes a clear distinction between the need for a social security policy that caters for those in need and without real perspectives to engage in a more market oriented agriculture and an agricultural policy to develop a more market oriented agriculture that will boost economic development of the country. This new NAP proposes a real shift in the development of agricultural sector. The NAP is based on a participatory process in which a lot of actors took part and is also coherent with the most recent studies on agricultural development. The challenge is to put this new agricultural policy in practice and the donor community, in which Flanders plays an important role, has to take up its responsibilities and assist the Government of Malawi in the implementation of the NAP.

The evaluations of the ASWAp (2016) and the reports of the joint support missions of the ASWAp-SP show a positive evolution. The ASWAp-SP is on track in reaching its results and the improvements in good governance convinced us to recommend the Government of Flanders to continue investing in the ASWAp-SP. Also the focus on extension within the ASWAp-SP is relevant because the extension services have to be adapted so that they will help, in an efficient way, small holder farmers to make the shift to a more market oriented agriculture. Through the long-term engagement, the Government of Flanders has become a reliable partner that can contribute to the reflections and the execution of a long-term strategy for the extension department. Also the fact that the ASWAp-SP is reaching the grass root level, the final beneficiaries of the CSP II, is another reason to continue to support the extension department through the ASWAp-SP.

The interaction between the contribution and the investment in the ASWAp-SP at national level and the financing of concrete projects through multilateral organisations such as the FAO, WFP and UNDP and NSA's (Radio Trust fund, ACE, ICRAF, IFPRI) has several advantages:

- Through the participation of Flanders in the ASWAp-SP Flanders get the opportunity to collaborate intensively with the DP in the DCAFS, which provides an access to information, an exchange and a harmonization with other actors that is useful for the implementation of concrete projects. The presence at national level had a real impact on the visibility of Flanders. Flanders is well known in Malawi.
- The fact that Flanders has continued to finance and to contribute in a constructive way the ASWAp-SP even after Cashgate and despite the governance problems, has been appreciated very much and has had a positive effect on the relation between the

Government of Flanders and the Government of Malawi. The collaboration with the World Bank for the management of the MDTF has improved the financial scrutiny by the Malawian authorities and reduced chances of mismanagement. The money Flanders has invested in the ASWAp-SP has been used in an efficient and effective way. The improvement of the governance of the MoAIWD and the decentralized structures has a positive influence on the sustainability of actions and projects at grass root level.

- The results and the impact obtained by the ASWAp-SP to which Government of Flanders contributed are well documented in the evaluation report of the ASWAp and the reports of the joint supports missions to the ASWAp-SP. These reports show a positive evolution. The overall implementation got a mark moderately satisfactory and the overall results are 'satisfactory'.
- The presence of the Government of Flanders in the Kasungu and Mzimba districts gives the opportunity to closely watch and follow the effects of the ASWAp at grass-root level and to contribute to the execution of the extension policy and the functioning of the decentralized structures that are defined in the development cooperation strategy
- In the different programmes at district level or in the field, Flanders supports innovations such as the implementation of FFS, care groups for nutrition, the use of trephosia to improve the soil quality, the installation of a hotline to which farmers can ask questions etc. Already other donors promote some of these innovations such as the FFS at a large scale and we can expect that others will also follow. We see that Flanders is strong in experimenting and preparing innovations that are taken over on a larger scale by other donor agencies. Flanders is known and respected for that function.

The composition of the portfolio of the CSPII is coherent and logic: all starts with the right to food. According to the High Level Panel for Food security and Nutrition of the FAO, the following three components are important to reach this goal:

- Assets to produce i.e. guaranteed access to fertile land, access to inputs, access to work force, access to means of production etc.,
- An enabling environment in terms of a proper legislation, a fair regulation of the sector , institutions that deliver good services such as extension etc. and
- Access to good marketing environment

The focus on extension services is important. Everybody agrees that a more market oriented smallholder farmers community is needed to guarantee a sustainable economic growth and hence a good extension service is necessary. Fundamental changes will be needed to make sure that the extension services will be able to inform and accompany small scale farmers to enter a more market oriented agriculture in an effective and efficient way.

The (internal and external) marketing aspect of agricultural food produce in Malawi has been neglected for a long time, is highly politicised and not yet well studied. It is a complex issue on which policy issues (export ban, subsidies to farm inputs..) as well as issues dealing with the organization of the market (role of ADMARC, export regulations, diversification of crops, strategic grain reserves..) and the role of different stakeholders (government, parastatal organisations, Farmers' Organisations, cooperatives, private sector and the informal sector) have an influence. It is important to continue to invest and to acquire more knowledge on the marketing issue.

An enabling environment is important to boost agriculture. Therefore not only is a good

legislation important (the right to food approach) but also a proper and fair regulation of the sector. Farmers' Organisations have in principle a big role to play in the smallholder development not only as a service provider for their members but also to lobby and defend the rights of their members. The development of the FO's is not an easy task because a global vision is lacking and because it demands a big investment in capacity building especially at local level. The structuring of the Farmers community has to start at producers' level.

4.2 Concrete recommendations

1. As already said the Government of Flanders should continue to support and to invest in the ASWAp-SP, not only financially but also by providing content, participating in the policy dialoguing and by investing in the networking. The investment of Flanders in the DCAFS remains important not only because a lot can be learned but also because the DCAFS is listened to and has, through the HOC and HOM , an influence on policies that are related to agricultural production.
2. It is important to keep focus on the extension services and to continue to contribute to the reflection on the desired changes within the pluralistic extension approach that will make extension more capable to assist farmers in the shift to a more market oriented agriculture. It is important to accompany the improvement of the extension services at district and area level. A change path can be developed and change indicators can be formulated to monitor the needed changes. Extension has different aspects: on the one hand it concerns methods and approaches –FFS, link farmers, model villages, - on the other hand the content of the messages has to be relevant, adapted and responding to a real need. In studies on extension it is mentioned that farmers are confused because they are confronted with different messages that are sometimes contradicting each other. It is important to put emphasis on the content extension services and service delivers are giving to the farmers. Therefore the role of the government as a quality controller and the regulator has to be stressed.
3. Agriculture is confronted with the challenges of climate change and at the moment farmers get different information ranging from there is no climate change to the importance of planting trees and using zero tillage. It is important to pay attention that farmers get coherent messages on climate change or on other subjects and that all other messages they receive take into account climate change. Flanders can, through a well-defined support to research institutions and the extension services, contribute to make sure that farmers get the right messages and will implement agricultural practices that deal in an efficient way with climate change.
4. Marketing development and Farmers' Organisations play a big role in the development of agriculture in the country. Knowing that the development of these two components is not easy because of different reasons such as complexity and politicisation of marketing issues, weak Farmer Organisations and lack of a clear long term vision- we recommend that Flanders continue to focus on these issues but from the perspective of extension services. In other words to concentrate on following questions: how can the extension services play a role in developing the marketing of the produce of small holders so that they get most profit? What role is there for Farmers Organisations in a pluralistic extension service system and in marketing? How to assists FOs to play their role in delivery of the extension services?

5. The right to food approach and the UN rights window are new approaches focusing on the importance of a conducive legal environment to develop agriculture. Different studies and reports show the importance of legislation on agricultural production. If prices are predictable because there is a transparent and clear legislation on export bans or subsidies of inputs, if the access to land is guaranteed in a proper legislation, farmers would invest in developing their farm. It concerns not only the legislation but also the sensitization, the information and capacity building of all stakeholders concerned including the civil society so that the legislation will be implemented in a correct way. Through UNDP the Government of Flanders can continue to contribute to develop this approach.
6. Not mainstreaming gender but really developing a gender focus for the different issues retained in the next CSP is recommended. If women are considered as main actors to develop agriculture, a good analysis on the situation of women and gender inequalities in the different issues taken up in the CSP has to form the basis to develop a real gender approach i.e. tackling the main causes of gender inequality in these different issues. Also indicators have to be disaggregated so that effects of the interventions on gender can be measured. E.g. based on the agreement that women are main actors in the development of agriculture, it is important to analyse in detail why extension services have difficulties in reaching women and providing them with useful information. Based on that analysis, the extension policies, messages and approaches have to be developed so that extension tackles the root causes of why women do not get the same chances as men. This radical change is needed if we want to practice what we preach i.e. that women are the real motors of agricultural development.
7. In coherence with the ASWAp-SP at national level of which the aim is not only to improve agricultural production and food security, but also to strengthen the capacities of the government structures and to prepare them for a budget support, we recommend the Government of Flanders to apply an approach at district level inspired by the ASWAp-SP approach, instead of continuing with a project approach. This means that the Government of Flanders has to invest, together with all stakeholders – FAO, ICRAF, WFP, ACE, DADO's Office, District Commissioner- in a common programme in which all of them, including the district authorities, have to play their role. This proposal is more far reaching than the creation of synergy between the actors. It means putting the district authorities and the different structures such as the DEC, the DAEC and the DSP in the driving seats. These structures exist and they are not yet strong and remain most of the time idle because nobody is respecting and making use of their services. It is a vicious circle because nobody respects and capacitates them they are not attractive as a partner. Defining and executing a common programme for which the government structures are in a driving seat will not be easy. A process approach is needed, starting from developing a common agricultural development plan, to make choices and to define a strategic long-term plan. Based on the strategic plan concrete action plans have to be developed indicating the role, the contribution and responsibilities of all actors involved and a programme of capacity building of the actors and the development structures involved. Such a process has to be facilitated according to the principles of

a multi-actor approach i.e. an independent convenor facilitates the group in defining a common vision, the advantage of working together, the acknowledgement of the strengths and weaknesses of all actors involved, the definition of the roles and responsibilities of all partners involved, the setting up of management structures with the needed check and balances etc. An indicative figure could be to spend 50% of the budget at ASWAp-SP national level and 50 % on the innovative approach at district level and at district level having a good balance between the different actors involved.

8. The role of Flanders as a catalyst for innovations is appreciated very much and contributes to the effectiveness and the visibility of Flanders. The Government of Flanders has to continue to identify interesting actors that are innovating in matters related to agricultural extension, marketing and the development of Farmers' Organisations. The relationship with the FRT is a good example: they reflect on the application of new technologies in agricultural extension and they innovate. Also ACE is innovating. In the collaboration with interesting actors this innovative character of the collaboration has to be emphasized and means has to be foreseen to study, to monitor, to capitalize and to make the innovation known. But before spreading the innovation sufficient evidence has to be collected on the effectiveness and the feasibility of the innovation.
9. We recommend the Government of Flanders to invest in both objectives i.e. through financing the ASWAp-SP contributing to the policy dialogue on agricultural development more specific on extension and to develop a new multi-actor approach on agricultural development at district level. The arguments are manifold: working at both levels creates a synergy and increases the credibility of the Government of Flanders as well at district level as at national level as within the donor community. Also it allows to develop further the catalyst role Flanders can play and that is highly appreciated by the other DP. But the consequence is that the Government of Flanders has to invest in Human Resources.

i) If Flanders wants to play a constructive role in the DCAFS and to contribute to policy dialogue processes, the Government of Flanders has to invest in content and in networking. The evaluation has shown that Flanders is very good and highly appreciated in these functions and that these efforts have a big impact on agricultural development. Sufficient means have to be foreseen to guarantee that the quality of the work. The Attaché has to get sufficient time and support to invest in all these functions. Support has to come from the Brussels head office where some persons have to specialize in some of the issues –extension, marketing, farmers' organisations, climate change and conservation agriculture-. This means that more field visits and exchanges between Malawi and Brussels have to be organised and sufficient means have to be allocated to invest in studies or the accompaniment on issues that are relevant.

ii) To succeed in the implementation of what we called an ASWAp-SP approach at district level an initial investment will be needed. A convenor –working according to the principles of a multi-actor approach- is needed to accompany the process of developing a common plan with the actors involved. A process has to be foreseen to strengthen the capacities of the local authorities so that they can coordinate and

facilitate the implementation of all components of the programme by the different partners. Also capacities have to be foreseen to monitor and to guarantee a good governance of the implementation of the activities inspired by the role the World Bank is playing in the ASWAp-SP national programme. Indeed the overhead costs can become important but in these overhead costs the capacity building of the local structures are included.

10. A lot of progress has been made in the monitoring of the CSP II programme. The World Bank, together with the government departments have developed indicators to monitor progress and there exists sufficient check and balances for proper accountability. The ASWAp evaluation, the JSR, the joint support missions reports are of a good quality and give very useful and reliable information. Once the extension policy and strategy needed to assist farmers to evolve towards a more market oriented agriculture is defined, concrete change indicators and progress markers for the extension services can be defined to facilitate the follow-up of the desired changes.
The different programmes report on a regular base on the activities and the outputs. Field visits and exchanges during e.g. the steering committee meetings give information of what is going on in the programmes. Audits are organized and provide information for accountability. However not sufficient information is available to draw lessons and to improve what is going on in the field. This has to do with what is called in literature the missing middle i.e. the fact that indicators on outcomes at different levels in the result chain are not formulated. E.g. it is known how many Farm Field schools are organised and how many persons are participating. However it is not known if participants are changing and improving their practices because of the learning that took place during the FFS. Also on the factors influencing the success of the FFS no information is available. It is evident that not on all issues all information can be collected and analysed but by focusing on a few issues, to formulate a few specific evaluation questions and to work according to the principles of 'ongoing' evaluations, progress can be made.
11. Although this evaluation was only mandated to evaluate the CSP II, during the interviews it was mentioned several times that some other interventions were financed by the Government of Flanders outside of the CSP II. The Government of Malawi feels that continuing financing projects outside of the CSP is not coherent with the principles expressed in the Paris declaration. To contribute to the debate: climate change is an important issue for Flanders that is financing climate change activities outside of the CSP II. According to us Climate change could easily be taken up in the CSP II in i) the development of extension messages that take into account the challenges related to climate change and ii) to integrate components such as agroforestry, irrigation, adapted variety of seeds etc. in the development of an agricultural development plan at district level as elaborated under recommendation 5 in this chapter. Hence a separate climate programme is not needed.

**JOINT MID-TERM REVIEW
OF THE DEVELOPMENT COOPERATION COUNTRY STRATEGY PAPER (2014-
2018)
BETWEEN THE GOVERNMENT OF FLANDERS AND
THE GOVERNMENT OF MALAWI**

1. Background

1.1 The Governments of Flanders and Malawi started their cooperation in 2006. The framework for development cooperation between Malawi and Flanders was laid down in a “*Memorandum of Understanding between the Government of Flanders and the Government of the Republic of Malawi on Development Cooperation*” (further referred to as MoU), which was signed on the 23rd of January 2007 in Brussels. This MoU was renewed and extended in 2013.

1.2 The Government of Flanders’ programme of cooperation with the Government of Malawi aims to contribute to the realisation of the Sustainable Development Goals (formerly the MDGs) in Malawi. The programme aligns with the development priorities of the Government of Malawi and more specific with the Malawi Growth and Development Strategy (MGDSII) and relevant sector strategies (see further in the document). Both Governments committed themselves to adhere to the international agreements on aid effectiveness.

1.3 The cooperation is long term and aims at continuity. More specifically partnership and ownership, geographical and sectoral concentration and coordination with other donors are at the heart of the Flemish development cooperation with Malawi. Besides bilateral cooperation programmes, Flanders is also supporting development initiatives of multilateral organisations and civil society organisations in Malawi.

1.4 The first mutually agreed Country Strategy Paper on Development Cooperation between Malawi and Flanders covered the period 2009-2013. Cooperation focussed on two major areas, being 1) agriculture and food security, and 2) health. A mid-term review of the implementation of the CSP took place in 2012.

Based on the results of this mid-term review and negotiations with the Government of Malawi, a second CSP was developed covering the period 2014-2018. It was agreed that cooperation would focus mainly on agriculture and food security, due to the importance of this sector for the economic development and the welfare of the people of Malawi. As

cooperation was not continuing in the health sector, provisions were made for phasing out in 2014.

- 1.5 The contribution of the Government of Flanders to the ODA in Malawi amounts on average to about 5 million Euros on a yearly basis for the duration of the CSP Flanders - Malawi 2014-2018.

2. Objectives, Alignments and Instruments of the Country Strategy Paper

- 2.1 The CSP 2014-2018 was negotiated and mutually agreed between the representatives of the Government of Malawi (Ministry of Finance, Economic Planning and Development) and the Government of Flanders (Flanders Department of Foreign Affairs) in 2013.

- 2.2 **The general objective of the five year CSP 2014-2018** is to support the efforts of 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. This objective is aligned to one of the national priorities – agriculture and food security- as outlined in the Malawi Growth and Development Strategy (MGDSII) and the Agriculture Sector Wide Approach (ASWAP).

The cooperation is also in line with the *“Policy Note on Foreign Policy and International Cooperation, 2014-2018* of the Government of Flanders, and contributes to the realisation of the *Sustainable Development Goals*. The most important one is SDG 2 (End hunger, achieve food security and improved nutrition and promote sustainable agriculture), but the CSP also contributes to SDG 5 (gender equality), SDG 12 (responsible consumption and production), SDG 13 (climate action) and SFG 17 (partnerships for the goals).

- 2.3 The support of the Government of Flanders aims at obtaining the following **objectives and outputs**, as outlined in the Country Strategy Paper 2014-2018:

Flanders’ cooperation will mainly focus on contributing to following specific objectives, which are in line with the ASWAp, the draft National Agriculture Policy (NAP) and the National Export Strategy of the Government 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.

- 2.4 The Flanders Framework decree on development cooperation and the MGDS II of the Government of Malawi put forward a number of relevant transversal issues. As recommended by the MTR of the Flanders-Malawi CSP I (2009-2013), major **cross cutting themes** for the current CSP 2014-2018 are gender and climate change. Good governance was added as a third cross cutting theme, since both the Government of Flanders and Malawi adhere to this theme.

- 2.5 As to **instruments** for delivering aid, the cooperation between Flanders and Malawi aims at having a mix of bilateral cooperation, bi-multilateral cooperation and cooperation with

actors of civil society in Malawi. Flanders supports the sector fund for agriculture and joined the MDTF.

2.6 Flanders is also participating in donor coordination mechanisms, such as DCAFS in order to improve aid efficiency and harmonize donor efforts.

3. Purpose, objective and scope of the Mid-Term Review

3.1 Purpose

3.1.1 The CSP 2014-2018 is being implemented in a changing international context. The UN high level discussions on a post 2015-development agenda resulted into the formulation of the Agenda 2030, with 17 Sustainable Development Goals, as “a shared normative framework that fosters collaboration across countries, mobilizes all stakeholders, and inspires action”¹. The mid-term review should therefore also allow for an assessment of the implementation of the CSP 2014-2018 implementation within the changes of this international context.

At the national level, both the Governments of Flanders and Malawi held elections in 2014 and developed new policy priorities for the years to come. This did however have no impact on Flanders’ support to Malawi.

Agriculture and food security is one of the development priorities of the Government of Malawi as outlined in the Malawi Growth and Development Strategy (MGDS) 2011-2016.

3.1.2 The purpose of the mid-term review is to review the actual state of affairs as to the implementation of the CSP, to identify possible bottlenecks and problems, and to formulate recommendations for improvement and adjustment for the future programme of cooperation. In this regard, the MTR will also look into the requirements necessary for a successful integration of the programme of cooperation with the new SDG’s, its different targets and indicators.

3.1.3 Systematic and timely review or evaluation of its country programmes or framework of cooperation is an essential element for Flanders’ ODA, as a means of accounting for the management of the allocated funds towards the Government of Flanders and its Parliament.

Of great importance for the Government of Malawi is to ensure that ODA is aligned to Malawi’s own development priorities, and that relations with donors are based on mutual respect, partnership and accountability. Hereto, the Government of Malawi and the donor community jointly developed the Development Cooperation Strategy.

As a consequence of the above, any strategy will be aligned to Flanders’ global general development policy emphasis, goals & targets and Malawi's development priorities as outlined in MGDS II. It will equally provide for improved coordination, harmonization and be complementary with initiatives of other donors and the Government of Malawi.

¹ SDSN Secretariat, “Principles for Framing Sustainable Development Goals, Targets, and Indicators”, 02/2014, <http://unsdsn.org/wp-content/uploads/2014/02/Principles-for-Framing-SDGs-Targets-Indicators1.pdf>

3.1.4 This mid-term review should also help to promote a lesson-learning culture, and advance the best practice culture and knowledge development. This “lesson-learning culture” is not only relevant to the individual programmes, and their staff or management, but also to the different stakeholders and beneficiaries. The mid-term review should also review to what extent experiences and lesson-learning at the level of the cross-sectoral themes and the programmes feeds policies in the partner-country and in Flanders.

3.2 Objective

The objective of this Mid-Term Review is:

- (a) to provide the Government of Flanders and the Government of Malawi with an independent, critical and objective analysis of the progress made on the implementation of the cooperation strategy as outlined in the CSP Flanders-Malawi 2014-2018 on development cooperation between Flanders and Malawi;
- (b) to draw a set of forward-looking recommendations for improvement that (1) take account of the social, political, economic and environmental context in which the cooperation is implemented, and (2) the Agenda 2030.

3.3 Scope

The mid-term review should:

- (a) Focus broadly on the relevance, effectiveness, efficiency, impact and sustainability of the Malawi-Flanders CSP 2014-2018, particularly in relation to its overall and specific objectives, as well as to focus on overall strategic program issues, themes and instruments, rather than specific project matters;

It should be noted that it is **not the intention to evaluate the results and outcomes of the different projects and programmes under implementation** since this is the scope of the mid-term evaluations of the individual projects and programmes themselves.

- (b) Draw out the key findings and lessons learned from the current CSP and the way it has been deployed through implementation projects and programs in Malawi, considering the way those projects and programs have evolved within the wider objective setting of the same CSP;
- (c) Present the findings and lessons, along with a set of detailed recommendations, in a report designed primarily to provide the Government of Flanders and the Government of Malawi with a valuable basis for the preparation of future cooperation.

4. Set up of the mid-term review

4.1 Methodology:

The mid-term evaluation shall include the following activities:

- Collection of data and document review;
- Field visit to Malawi;

- Interviews with stakeholders;

4.2 The study will draw on:

- 4.2.1 All relevant documentation supplied by the Flanders Department of Foreign Affairs, and the Government of Malawi, i.e.
- CSP Flanders-Malawi 2014-2018, the results framework of the CSP 2014-2018, and the implementation proposal;
 - Minutes of the Bilateral Consultation between Malawi and Flanders;
 - CSP I and Mid-Term Review of CSP I;
 - Government of Malawi: MGDS II, Malawi Development Cooperation Strategy, and relevant policy documents for the agricultural sector;
 - Government of Flanders: Coalition Agreement Flanders Government 2014-2019 (*Regeerakkoord Vlaamse Regering*) and Policy Note 2014-2019 on Foreign Policy, International Trade and Development Cooperation (*Beleidsnota 2014-2019 Buitenlands Beleid, Internationaal Ondernemen en Ontwikkelingssamenwerking*);
 - Nota Vlaamse Regering : Conceptnota tweede positiebepaling van de Vlaamse Regering t.a.v. de post-2015 Agenda.
 - Government of Flanders, Framework decree development cooperation 2007 (Kaderdecreet ontwikkelingssamenwerking).
 - Individual Project and Programme proposals and reports;
 - Evaluation of the FAO programme on food security in Kasungu and Mzimba Districts, 2013;
 - WB Aide Memoires van de ASWAp-SP/MDTF;
 - Impact evaluation of 5 projects (FUM,ACE, ICRAF, SLLP and NRC): planned July 2016.
- 4.2.2. Any documentation from other sources which the evaluators find relevant and useful;
- 4.2.3. Interviews with the relevant officials and resource people both in Flanders and Malawi.

4.3 The following elements should be included in the Mid-Term Review:

- 4.3.1 Assess the relevance of the general and specific objectives of the program of cooperation as outlined in the CSP 2014-2018, and the way they have been translated into programs and projects; specifically the choice for the niches of extension services, market oriented farming, farmer organisations & cooperatives and right to food (see 2.3);
- 4.3.2 Effectivity:
- Assess how the international agreed principles of effective development cooperation have been translated into the cooperation between Flanders and Malawi, and more in particular alignment, to Malawi's development priorities, ownership, harmonisation, development results and mutual accountability;
 - Assess the link between the national agricultural policy objectives, the objectives of the country strategy paper (see 2.3) and the programme and project objectives (theory of change);

- 4.3.3. Offer a **broad analysis and evaluation of the strategic choices** as outlined in the CSP, and more particularly related to:
- The relevance for the choice for support to the sector agriculture and food security;
 - the relevance of a more market oriented approach in CSP II: has this been more relevant/effective/efficient than the more explicit focus on food security in CSP I;
 - the strengths and weaknesses of the cooperation with the Ministry of Agriculture at national and district level;
 - the strengths and weaknesses of the cooperation with the multilateral partners;
 - the strengths and weaknesses of the cooperation with the indirect actors involved;
 - the overall composition of the portfolio of bilateral-multilateral-indirect cooperation in terms of efficiency, effectiveness and ownership;
 - the coordination and cooperation with other donors, including the relevance and added value of the role of Flanders as head of the DCAF's –group;
- 4.3.4 Assess how far the projects and programmes took into account the cross cutting themes gender, good governance and climate change; at policy level, institutional level and project level;
- 4.3.5 Offer a broad financial analysis of Flanders and Malawi's co-operation program detailing information on timely commitments, disbursements, instances of under spending and reasons thereof, organisation of financial audits at project/program level, etc.;
- 4.3.6 Offer a broad view of the management capacity of the partners involved to ensure successful and timely implementation of the different projects/programs;
- 4.3.7. Offer a comprehensive overview of the extent to which partners are currently collecting quantitative and qualitative data for reporting and learning purposes;
- 4.3.8 Offer a broad view of the extent to which the recommendations and lessons learned from the projects and programmes under CSP I, are taken into account in the implementation of CSP II (2014-2018);
- 4.3.8 Based on the findings of the above, formulate conclusions and recommend possibilities for (1) improvement of the implementation of the CSP and (2) for future cooperation and (3) increased alignment with the Agenda 2030 of the UN.

5. **Outputs: Reports and submissions**

- 5.1 The consultants will jointly produce a consolidated report, written **in English, and in Dutch** not exceeding a maximum of 40 pages, excluding annexures.
- 5.2 The report will describe the methodology used, the state of affairs of the implementation of the CSP 2014-2018, highlight the strong as well as the weak points and formulate conclusions and recommendations.
- 5.3 The report will also contain a set of recommendations for adjustment or reorientation of the future cooperation between Flanders and Malawi.

5.4 An executive summary with the major conclusions and recommendations will be included as well in the final report.

6. Expertise Required

The MTR will be implemented by a team of consultants. They should be complementary as far as the skills and competencies required for this mid-term review, are concerned.

The team of consultants will consist of at least one international consultant and one local consultant.

The team of consultants will:

- Have educational competency in the area of study;
- Be familiar with Flanders policy on International Cooperation, priorities and strategies;
- Be familiar with Malawi's ODA policies and priorities as well as donor strategies and programs;
- Prove adequate knowledge of English, the official administrative language of the partner country, Malawi;
- Have relevant experience of policy monitoring and evaluation in the development arena;
- Have experience in the sector of agriculture and food security;
- Have experience of working with bilateral donors in Africa (preferentially the SADC region);
- Be familiar with the work of development actors in Malawi, being private, civil society, multi- and bilateral;
- Be available during the contract period. Consultants can only be replaced by equally proven qualified persons during execution of the assignment;
- Prove independency of the assignment.

7. Timeframe of the consultancy

7.1 The assignment (including the field trips) will have to take place between 1 September 2016 – mid October 2016 (depending on the availability of the consultants) in Malawi.

7.2 A First draft report in English should be submitted electronically to the Flanders Department of Foreign Affairs between the 3rd and 15th of November 2016 (depending on the timing of the assignment) to Mieke Govaerts mieke.govaerts@iv.vlaanderen.be.

7.3 On the basis of comments received on the First Draft Report the consultants will prepare a Final Report. The Final report will be delivered to the Flanders Department of Foreign Affairs by no later than the 20th of December 2016. The Final report will be in English and in Dutch.

APPENDIX 2 AGENDA OF THE MISSION

Monday 26 th September	
15:00- 18.00	Agenda setting Expectations clarification
Tuesday 27 th September	
09:00 – 11:30	Flanders, Nikolas Bosscher - General Context - Aid structure - Management of the portfolio Screening and management of projects
12:00 – 13:30	Lunch with DCAFS – Troika & Roman - Topic: introduction role DCAFS, main challenges in de ag sector
14:00 – 17:00	Flanders, Nikolas Bosscher - Agriculture Sector, ASWAp CSP II
Wednesday 28 th September	
09:00 – 12:00	Steering Committee Meeting CSP II and Results Framework (Nikolas) Presentations from implementing organizations (impl. Org)
13:00 – 16:00	MTR: purpose & expectations (South Research) of participants
Thursday 29 th September	
9:00 – 11:00	Ministry of Finance – South research: - Director Debt and Aid (Acting), Madalo M. Nyambose
12:30 – 13:30	Lunch with Phillip Smith, Bjarne Garden, Peter Trenchard
14:00 – 16:00	Mehdi Majoub, Agriculture sector
Friday 30 th September	
09:00 – 10:00	MoAIWD, Principal Secretary, Erica Maganga
10:00 – 12:00	DAPS – South Research
14:00 – 16:00	DAES team
Monday 3 October	

10:00 – 12:00	FUM Coordinator
14:00 – 16:00	WFP and ACE
Tuesday 4 October	
08:30 – 11:00	FAO
11:00 – 13:00	Radio Trust Fund
14.00-16.00	ICRAF
Wednesday 5 October	
09:00 – 10:00	Transfer Kasungu
10:00 – 12:00	Programme officers ACE, FO and ICRAF Field visit FFS
14:00 – 16:00	DADO's Office
16.00-17.00	District Commissioner
Thursday 6 October	
08:00 – 9:00	Transfer Mzimba
09.00 -10.00	Visit NASFAM cooperative
11.00-13.00	Visit personnel FUM and ACE
14.00-16.00	Field visit ICRAF
16.00-17.00	District commissioner
18.00-19.00	Discussion chairperson DFU
Friday 7 October	
09:00 – 12:00	Visit Area Platform
14:00 – 16:00	Discussion DADO Mzimba
Monday 10 th October	
09:00 – 11:00	IFPRI
11:00 – 12:00	CISANET
14:00 – 16:00	UNDP
Tuesday 11 th October	
09:00 – 11:00	WB team
14.00-16.00	DFID
Wednesday 12 th October	
07.30– 11:00	Irish Aid: Aine Hearn, Ambassador Ireland, and Gerry Cunningham, Head of Cooperation
14:00 – 16:00	Restitution Flanders

APPENDIX 3 PERSONS MET DURING THE EVALUATION

1. Ministry of Agriculture, Irrigation and Water Development

Controller for AIWD	Principal Secretary	Erica Maganga	ericamaganga@yahoo.com
	Chief Director	Bright Kumwembe	bbkdomasi@hotmail.co.uk
	ASWAp Coordinator	Nelson Mataka	ntmataka@gmail.com
	ASWAp - SP Coordinator	Henry Msatilomo	henrymsatilomo@yahoo.co.uk
Department of Agricultural Extension Services	Deputy Director	Frieda L. Kayuni	
	Assistant Chief Agri Extension Officer	Anderson Chikomola	anchikoloma@yahoo.com
		Excel Zidana	
		Boaz Mandula	
		Myles Jere	
		Godfrey Luwewe	
		Andrew Chamaza	
	Martha Mwale		

2. Ministry of Finance, Economic and Development Planning

Debt and Aid Division	Secretary to the Treasury	Dr. Ronald Mangani	rmangani@yahoo.com
	Director Debt and Aid (Acting)	Madalo M. Nyambose	myambose@finance.gov.com
	Assistant Director	Alfred Kutengule	alfredkutengule@yahoo.com
	Deputy Director	Betty Ngoma	betngoma@yahoo.com
	Assistant Director	Chimvano Thawani	

3. Implementing organizations

ACE	Senior Programs Manager	Abbie Morris	achittock@aceafrica.org
CISANET		Cindy Kibombwe	Cindy@cisanetmw.org

FAO Malawi	FAO Representative	Florence Rolle	Florence.Rolle@fao.org
	Project Coord	James Okoth	James.Okoth@fao.org
Farm Radio Trust	CEO	Rex Chapota	rchapota@farmradiomw.org
	Accountant	Dumisani Malija	dmalija@yahoo.com
Farmers Union of Malawi	CEO	Prince Kapondamgaga	pkapondamgaga@farmersunion.mw
ICRAF	Programme manager	Joyce Njoloma	
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4. DCAFS

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5. Head of Missions for their perspective of the Flanders' Development Cooperation

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- Mia Seppo, UN Resident Coordinator, mia.seppo@one.un.org

6. Kasungu District

DADO's Office	Jackson Mkombezi
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	Mcloud Mwamba
	Friday Mwanakhu
	Isaac Mtocha
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	Panji Nkhono
District Commissioner	Chimphepo
Project staff	
ICRAF	Katema
ACE	
Extensionist FFS coordinator	Donald Ghambi

7. Mzimba District

District Commissioner	Thomas Chirwa
DADO Mzimba	Takondwa Minjale
Nasfam Mzimba	Georgina Tiyanda Andrews Chilumba Emmanuel Msukwa
ACE	Daud
FUM	Mark Jonathan Kachingwe, Tedson Simkuko John Bosco Selina Nakhata
District Farmers' Union	Dan Kaunda (chairperson)
Mzimba farmers under ICRAF: 2 fieldvisits	
Area Stakeholder panel	Goodwin Chirwa Eliot Zimba

ANNEX 4 DOCUMENTS CONSULTED

General Documents - Flemish Cooperation

- Beleidsnota 2014-2019 - Buitenlands Beleid, Internationaal Ondernemen en Ontwikkelings- samenwerking, Geert Bourgeois (Minister-President van de Vlaamse Regering)
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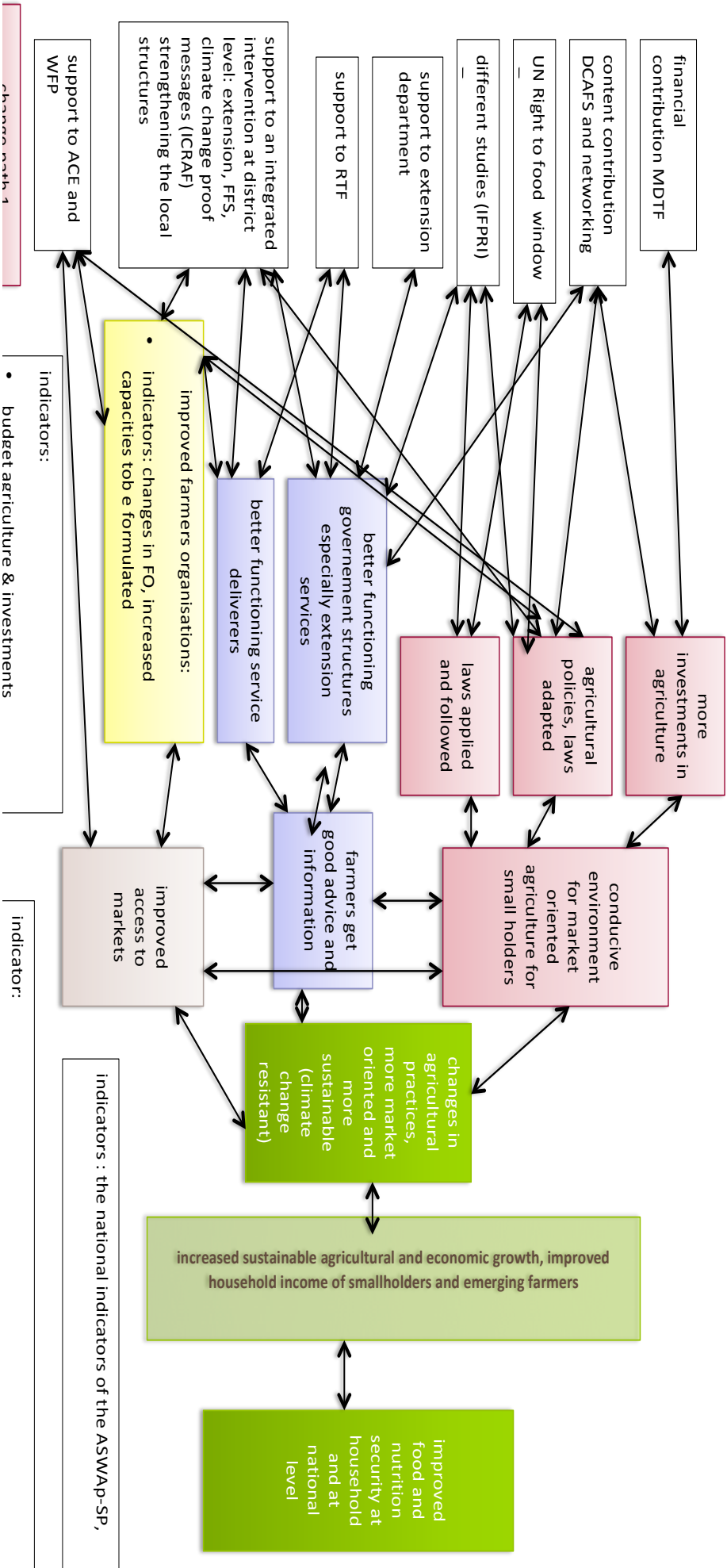
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- Consolidated DCAFS comments agriculture sector status report, October, 2014
- Project paper of the Flanders international cooperation agency For a grant to the Multi Donor Trust Fund in support of the Agricultural sector wide approach support project, Sub – component 2.1.3: “agricultural advisory and extension delivery systems”
- ASWAp 2015/2016 and 2016/2017 annual workplan and budgets
- Agricultural Extension in the New Millennium: Towards Pluralistic and Demand-driven Services In Malawi Policy Document Lilongwe, October 2000
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- IFPRI , 2015, the national extension policy of Malawi : lessons from implementation
- Agricultural Extension Policy Review National Dialogue Conference Proceedings Report , Farm Radio Trust, December 2015
- ASWAp-SP, technology adoption study report, July 2015

- Monitoring report: Agriculture Technology Transfer of the Malawi Agricultural Sector Wide approach , 2015
- The District Agricultural Extension Services System, Implementation Guide, Ministry of Agriculture and Food Security, November 2006,

Project proposals and annual reports of the different projects:

- Project proposal of the UNDP programme one UN window for the right to food progress report UNDP programme plus annual report
- Project proposal : strengthening Farmer Organisations and rural structures Trade mechanisms in Malawi ACE and UNDP 2014 plus annual report
- Project proposal FRT: scaling up Radio and ICT in enhancing extension delivery Farm Radio Trust 2014, plus reports
- Project proposal FAO Marketing Capacity Building Project for Smallholder Farmers in Mzimba and Kasungu Districts plus reports
- Project proposal ICRAF: agroforestry food security programme Phase II plus reports



indicators:
 • budget agriculture & investments

indicator:

indicators : the national indicators of the ASWAp-SP,

Improved farmers organisations:
 • indicators: changes in FO, increased capacities to be formulated