

Third Party Evaluation Report 2021
Ministry of Foreign Affairs of Japan

Evaluation of Japan's ODA to the Republic of Malawi

March 2022

Chief Evaluator: Professor DAIMON Takeshi
Director, Institute for International Peace Strategy
Waseda University

Advisor: Dr. KAWAGUCHI Jun, Associate Professor
Faculty of Human Sciences, Tsukuba University

Waseda University

Preface

This report is an Evaluation of Japan's Official Development Assistance (ODA) to the Republic Malawi and was commissioned to Waseda University from the Ministry of Foreign Affairs of Japan (MOFA) in the fiscal year 2021.

Since its commencement in 1954, Japan's ODA has contributed to the development of partner countries while tackling global issues. Today, the international community acknowledges the necessity to improve the effectiveness and efficiency of ODA. The MOFA regularly conducts ODA evaluations, most of which are conducted at the policy-level with two main objectives: to improve the management of ODA, and to ensure its accountability. These evaluations are commissioned to external third parties to enhance transparency and objectivity.

The objective of this Evaluation was to review Japan's ODA policies and implementation from FY2016 to FY2020, and to produce recommendations based on the review to improve policy planning for the effective and efficient implementation of future assistance by the Government of Japan. For accountability purposes, the results in their entirety are available to the general public.

The Evaluation Team in charge of this study consisted of a chief evaluator (DAIMON Takeshi, Director, Institute for International Peace Strategy, Waseda University), and an advisor (KAWAGUCHI Jun, Associate Professor, Faculty of Human Sciences, Tsukuba University). Professor DAIMON supervised the entire evaluation process and Dr. KAWAGUCHI provided advice and input on analytical and evaluation processes. In addition, to complete this study, we have received support from the MOFA, the Japan International Cooperation Agency (JICA), and local ODA Task Forces, as well as government agencies, project implementation agencies, other donors in Malawi, private companies, and non-governmental organizations (NGOs). We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

Finally, the Evaluation Team wishes to note that the opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

March 2022

Waseda University

Note: This English version is a translation of the Japanese Evaluation Report of "Evaluation of Japan's ODA to the Republic of Malawi".

Evaluation of Japan's ODA to the Republic of Malawi (Brief Summary)

Evaluators (Evaluation Team)

- Chief Evaluator: DAIMON Takeshi, Professor, Waseda University
 - Advisor: KAWAGUCHI Jun, Associate Professor, Tsukuba University
 - Consultant: Waseda University
- Evaluation Period: FY2016-FY2020
- Period of the Evaluation Study: August 2021-March 2022
- Field Survey Country: Republic of Malawi (Online Remote Research)



Farmers in Malawi
(© NIWA Katsusuke)

Background, Objectives and Scope of the Evaluation

Since the dispatch of the first Japan Overseas Cooperation Volunteers (JOCV) to Malawi in 1971, Japan has offered both technical cooperation and grant aid to Malawi. As Malawi is a part of the Nacala Corridor connecting Zambia and Mozambique, Japan's assistance to Malawi contributes not only to the development of Malawi but also to that of the Southern African region, and to the stable supply of natural resources, as well as fostering poverty reduction and human security. This report examines Japan's ODA policy for Malawi and their implementation in the priority areas of the *Country Assistance/Development Cooperation Policy* during the period between FY2016 and FY2020. The aim is to draw recommendations and lessons for Japan's future aid-policy planning and implementation for Malawi. By publicizing the results of the evaluation, it seeks to fulfill its accountability to Japanese citizens, and to offer feedback to the Government of Malawi and other donors working in Malawi.

Brief Summary of the Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Consistency with Japan's high-level policies was Satisfactory, despite the fact that areas relating to human security and the Sustainable Development Goals (SDGs) need further effort. Regarding the relevance to other donors' ODA policies, the consistency was maintained. However, because Japan's participation in dialogue mechanisms set by the Government of Malawi was seen as passive by some donors, the respective verification criterion was rated as Partially Unsatisfactory. At the same time, as Japan's assistance to Malawi was highly consistent with Malawi's developmental needs, and Japan's comparative advantage was demonstrated

fully, hence the overall Relevance of Policies was rated as Satisfactory. **(Rating: Satisfactory)**

(2) Effectiveness of Results

Although in some projects delays were detected or expected results were not delivered in each priority area, inputs have generated desired outcomes. Moreover, overall planned objectives were accomplished and mid- to long-term impacts were identified. Hence, Effectiveness of Results of Japan's assistance to Malawi was rated Satisfactory. **(Rating: Satisfactory)**

(3) Appropriateness of Processes

The *Country Development Cooperation Policy* and other assistance policies have been formulated in a proper manner. Appropriateness of the assistance implementation structure was high, and special considerations and measures for Malawi's vulnerable financial situation were made. Regarding coordination and exchange of ideas with other donors, a gap was found between the perception of the Japanese side and that of some donors. Efforts of public diplomacy for the people of Malawi were identified, but further efforts are required. Although one verification criterion was rated Partially Unsatisfactory, the overall performance reached the Satisfactory level. **(Rating: Satisfactory)**

*(Note) Rating: Highly Satisfactory / Satisfactory / Partially Unsatisfactory / Unsatisfactory

● Diplomatic Viewpoints

(1) Diplomatic Importance

Being categorized as one of the least developed countries (LDCs), Malawi's economic indicators are low. Being a landlocked country, Malawi is susceptible to surrounding security situations and vulnerable to infectious diseases from its neighbors. Hence, supporting such a country is important for the stability and prosperity of the Southern African region, and for the promotion of the human security perspectives. Japan's assistance to Malawi contributes to the peace, stability, and prosperity of the international community, in particular, Africa. It proved to be significant for the establishment of international order based on fundamental values such as liberty, democracy, and rule of law.

(2) Diplomatic Impact

Malawi has supported Japan on various occasions in the international community, which can be counted as an impact of Japan's assistance to Malawi. Malawi has also supported the Tokyo International Conference on African Development (TICAD) process, which contributed to the enhancement of Japan's diplomatic presence in Southern Africa. Continuous engagement of JOCVs in Malawi has

contributed to the development of important human networks and enhancement of mutual understanding in the bilateral relationship between Japan and Malawi. Although efforts were made through the “African Business Education Initiative for Youth (ABE initiative)” to link Japan’s small and medium-sized enterprises (SMEs) with Malawi’s industrial workforce, at this point, they have not resulted in the expansion of Japanese business and private sector investment in Malawi.

Recommendations

(1) Measures that contribute to the advancement of Japanese SMEs and NGOs, and the improvement of the investment environment should be strengthened further.

In collaboration with countries and donors who have supported the formation of Malawi’s legal system, Japan should scrutinize Malawi’s corporate and tax laws and support revision procedures to remove barriers to entry for foreign companies, NGOs, and investment. Japan should also collaborate with other donors to provide technical cooperation to simplify customs procedures. Without being bound by the traditional development sectors, Japan should explore fields such as entrepreneurship, finance, and investment that promote business opportunities for Japanese SMEs. The selection criteria for the “ABE Initiative” fellows should be revised to find human resources with strong entrepreneurship, including candidates for executives of private companies, which would contribute to the improvement of supportive infrastructure for Japanese SMEs to envision joint ventures with Malawian entrepreneurs.

(2) A “Human Resources Bank (tentatively named)” for Malawian students and trainees (studied or studying in Japan) should be established to strengthen their network building and application.

A “Human Resources Bank (tentatively named)” for Malawian students and trainees who have studied or are studying in Japan to build a human resources network should be set up on the cloud under the jurisdiction of the JICA Malawi Office, taking into consideration the protection of personal information of registrants. For its operation, the alumni association for former students and trainees called the Kakehashi should be mobilized. By allowing the Kakehashi to operate the Bank proactively, Japan should support the Kakehashi not only to be the hub for the network among Malawian students and trainees, but also to be a bridge between them and the public in Malawi, as well as a bridge to Japanese SMEs, investors, and NGOs. Upon establishing the Bank, a knowledge co-creation program and/or a technical cooperation project can be introduced, as making the

Bank user friendly for Japanese SMEs and investors can also contribute to Recommendation 1.

(3) Strategic and continuous utilization of Japan Overseas Cooperation Volunteers (JOCVs) and core human resources on the Malawi side should be pursued.

Japan's comparative advantage in supporting Malawi lies in its technical cooperation through human resource development at the grassroots level. In this effort, Japan should make effective use of former JOCVs. To promote this, opportunities for former JOCVs to acquire specialized knowledge and skills should be increased. By allowing JOCVs to continue working in Malawi after their term expires, they should be provided with additional opportunities to gain experience and improve their expertise, which could prepare a career path for them to become Senior Volunteers and Experts.

Identify Malawian counterparts and former trainees of Japanese projects as core human resources and enhance follow-up with them in order to encourage their continued involvement. They should be allowed to update periodically their knowledge and skills through refresher training. To improve their knowledge and skills further, the *Project for Human Resource Development Scholarship* (JDS) should be introduced in Malawi, expanding their options to advance their career at graduate schools in Japan, adding to the menu of existing long-term training schemes such as "ABE Initiative" and "SDGs Global Leaders".

(4) Public diplomacy strategies aimed at the people of Malawi should be strengthened.

ODA's public relations should be reconsidered strategically so that ODA's diplomatic spillover effect can be enhanced. Japan should continue to upgrade its "face-to-face" assistance so that not only our faces can be seen but also messages from Japanese people to Malawian people can be heard. Japan should envisage two-way diplomacy utilizing participatory social media such as SNS so that the voice of the Japanese people can be conveyed not only to the government and aid officials in Malawi but also to the public. The Kakehashi should be given a public relations function for the domestic audience in Malawi, which the Malawi Society of Japan has fulfilled in Japan. Taking advantage of former trainees and students who are blessed with the power to influence others, Japan should increase the frequency of dissemination on SNS, and should request Malawian influencers and artists to effectively publicize Japan's ODA on SNS to improve the quality of ODA public relations.

(End)

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Outlook of the Republic of Malawi

Area	118,000 km ² (about one third of Japan)
Population	19,130,000 (World Bank, 2020)
Capital	Lilongwe
Ethnicity	Bantu (major ethnic groups are Chewa, Tumbuka, Ngoni, and Yao)
Language	Chewa and English (two official languages), other ethnic languages
Religion	Christian (about 75% of the population), others including Islam, and indigenous religion

(Source) MOFA, Malawi Basic Data <<https://www.mofa.go.jp/mofaj/area/malawi/data.html>>



Photo by NIWA Katsusuke

**Participants Conducting Market Research
Project for Smallholder Horticulture Farmer
Empowerment through Promotion of
Market-Oriented Agriculture (MA-SHEP)**

To decide which crops to cultivate, smallholder farmers in the project are encouraged to conduct market research to understand the needs of the market—what crops are being sold for how much. By conducting market research together, a married couple could share their goals and the wife would be allowed to join the decision-making for the couple.

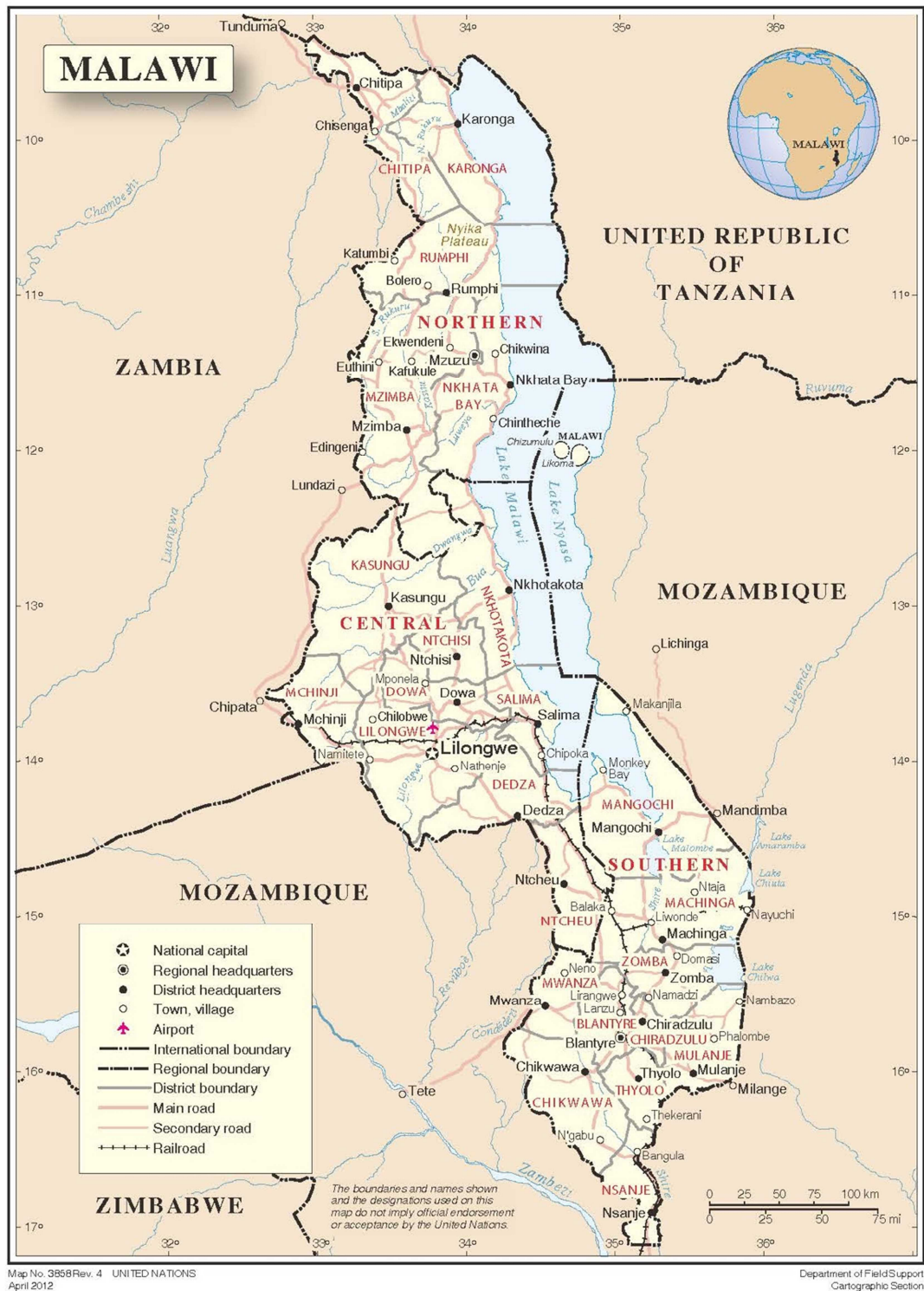


Photo by NIWA Katsusuke

**Farmers Group's Crops Selection Process
Project for Smallholder Horticulture Farmer
Empowerment through Promotion of
Market-Oriented Agriculture (MA-SHEP)**

Farmers' income will increase, if crops in high demand, sold at a high price in the market, are cultivated. Such a market-oriented approach could easily generate the rise in the agricultural revenue of smallholder farmers, which was adopted by the FAO operating in the agricultural sector in Malawi.

Map of the Republic of Malawi



(Source) United Nations (2012)

<<https://www.un.org/Depts/Cartographic/map/profile/malawi.pdf>>

Chapter 1 Background, Objectives and Evaluation Framework

1-1 Evaluation Background

In 1971, Japan dispatched the first Japan Overseas Cooperation Volunteers (JOCV) to Malawi. Since then, Japan has offered technical cooperation and grant aid to Malawi. The Embassy of the Republic of Malawi in Japan was opened in 1992, whereas Japan opened its Embassy in Malawi in January 2008. Both countries maintain a good relationship. As Malawi is a part of the Nacala Corridor connecting Zambia and Mozambique, assistance to Malawi contributes to the growth of the South African Development Community (SADC) and the stable supply of natural resources. Moreover, it can foster poverty reduction and human security, in alignment with Japan's assistance policy supporting the Tokyo International Conference for African Development (TICAD) process.

1-2 Evaluation Objectives

The Evaluation of Japan's ODA to the Republic of Malawi in Japanese Fiscal Year (JFY) 2021¹ (hereafter, the Evaluation) assesses Japan's ODA policy for Malawi and its implementation during the period between JFY2016 and JFY2020. The objective is to gain recommendations and lessons for Japan's ODA policy planning and implementation in Malawi. By publicizing the results of the evaluation, it seeks to fulfil its accountability towards Japanese citizens. By sharing the results of the evaluation with the Government of Malawi and other donors, it seeks to present the features of Japan's ODA.

1-3 Scope of Evaluation

The Evaluation examines Japan's ODA policy and its implementation in Malawi in the past five years (FY2016-2020). Projects with Exchange of Notes (E/N)² in JFY2016-2020 will be examined, including those currently being implemented.

1-4 Objective Frameworks

Upon evaluating Japan's ODA to Malawi, two Objective Frameworks were established to visualize what specific policy goals were set. They illuminate the logic behind what policy goals were pursued by Japan's Assistance Programs that have been implemented in Malawi. During the period of the evaluation, the Government of Japan has changed its ODA policy toward Malawi from the *Country Assistance Policy* (2012) to the *Country Development Cooperation Policy* (2018). Hence, in the Evaluation, the Basic Policy of Assistance and the Priority Areas will be examined from development viewpoints. Since Japan's ODA policy toward Malawi and its assistance is an integral part of Japan's diplomatic policy, the Evaluation will be conducted from diplomatic viewpoints as well as from development viewpoints. Multiple objectives listed within white frames in the Objective Frameworks (Figure 1 and 2) will be used as the criteria for the diplomatic viewpoints. It is true that development and diplomacy should not be treated separately as overlaps and synergy effects exist between the two. Furthermore, as Japan's assistance to Malawi was affected by the pandemic of COVID-19, the emergency response that was not anticipated in the *Country Development Cooperation Policy* established in 2018 will also be explored.

¹ The last *Country Assistance Evaluation of Malawi* was conducted in 2012.

² An agreement exchanged between the Government of Japan and the Aid-Recipient Government on conducting ODA project.

Figure 1: Objective Framework (2016-17)

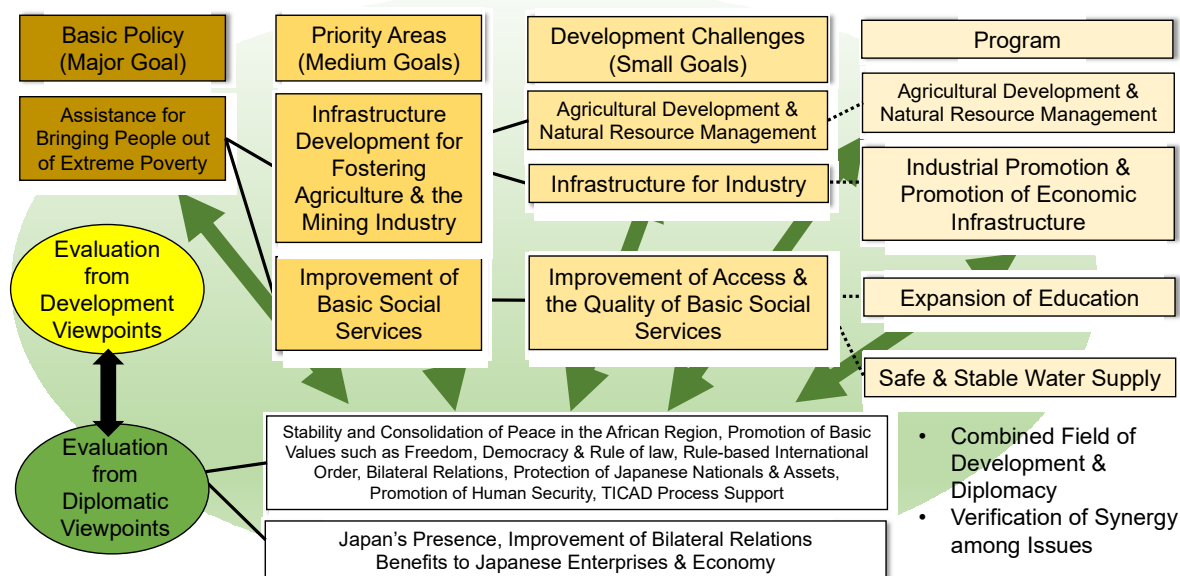
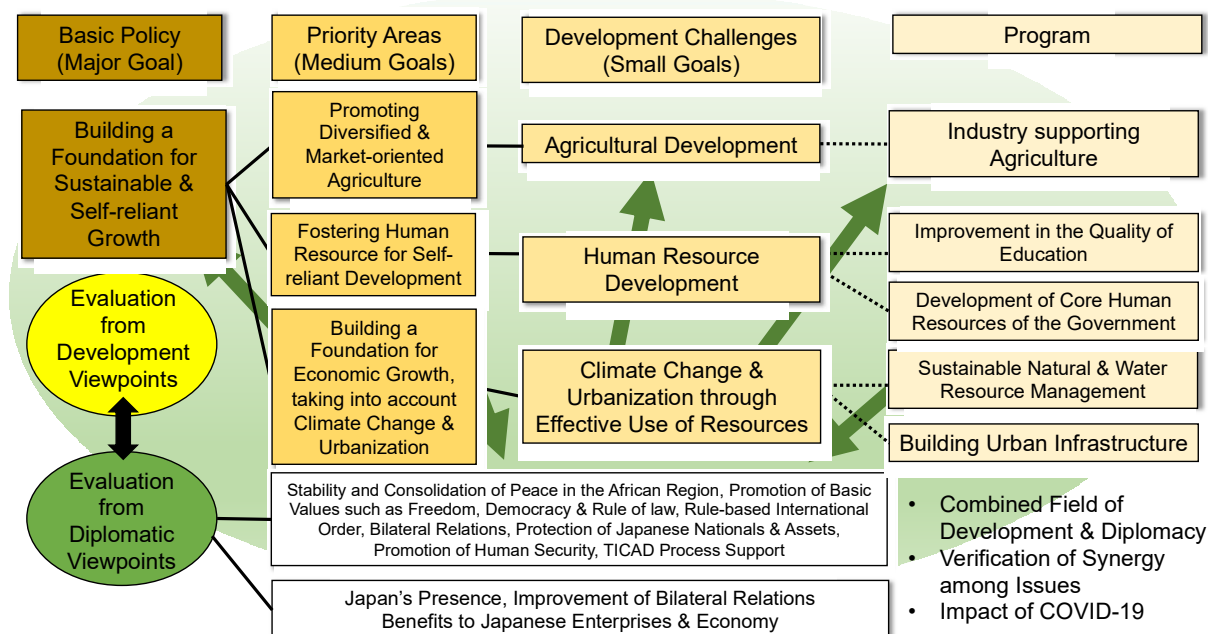


Figure 2: Objective Framework (2018-2020)



1-5 Evaluation Methodology

The Evaluation is conducted in line with the *ODA Evaluation Guidelines* (2021), incorporating Development Viewpoints— (1) Relevance of Policies, (2) Effectiveness of Results, and (3) Appropriateness of Processes—and Diplomatic Viewpoints— (1) Diplomatic Importance, and (2) Diplomatic Impact. Based on the *ODA Evaluation Handbook* (2021), in the Development Viewpoints, 4-level rating such as “Highly Satisfactory”, “Satisfactory”, “Partially Unsatisfactory”, and “Unsatisfactory” will be employed. Regarding the evaluation from the Diplomatic Viewpoints, rating will not be employed. Contents and indicators for each verification criterion used in the Evaluation are summarized in Table 1.

Table 1 Evaluation Framework

Verification Criteria		Verification Contents		Indicators
Development Viewpoints				
Relevance of Policies	1. Consistency with Japan's high-level (ODA) policies	①	Consistency with the <i>Development Cooperation Charter</i>	
		②	Consistency with human security	
		③	Consistency with the regional and assistance policy for Africa	
	2. Consistency with the development needs of (the people of) Malawi		Consistency with Malawi's development policy such as the <i>Vision 2020</i> and the <i>Malawi Growth Development Strategy III (MGDS III)</i>	
		①	Agriculture, Water resource development, Climate change management	
		②	Education, Skill development	
		③	Energy, Industry, Tourism development	
		④	Transport, and Information & Communication Technology (ICT) infrastructure	
		⑤	Health and Population	
	3. Consistency with international priority such as Sustainable Development Goals (SDGs)	①	Consistency with the international assistance policy for Malawi	
		②	Consistency with the international assistance trends	
	4. Relevance to other donors' assistance policy	①	Relevance to and consistency with international organizations' assistance to Malawi	
		②	Relevance to other major bilateral donors' assistance	
		③	Relevance to China's assistance (differentiation)	
	5. Japan's comparative advantage	①	Comparative advantage in the <i>Country Development Cooperation Policy for Malawi</i>	
		②	Degree of selection and concentration of Japan's areas of strength	
		③	Effective use of Japan's various assistance schemes	
Effectiveness of Results	1. How much of fiscal, human, and material resources have been introduced in priority areas (inputs)?	①	Promoting diversified and market-oriented agriculture	
		②	Fostering human resource for self-reliant development	
		③	Building a foundation for economic growth, taking into account climate change and urbanization	
		④	Others, e.g., health sector (including COVID-19 response)	
	2. Because of the above inputs, how much of assets and services have been generated in relation to the original objectives, and in what degree	①	Promoting diversified and market-oriented agriculture	
		②	Fostering human resource for self-reliant development	

Appropriateness of Processes	they have been produced as planned (outputs)?	<ul style="list-style-type: none"> ③ Building a foundation for economic growth, taking into account climate change and urbanization ④ Others, e.g., health sector (including COVID-19 response)
	3. How many of the original objectives have been achieved and what kind of mid- to long-term effects have been generated (outcome, impact)?	<ul style="list-style-type: none"> ① Promoting diversified and market-oriented agriculture ② Fostering human resource for self-reliant development ③ Building a foundation for economic growth, taking into account climate change and urbanization ④ Others, e.g., health sector (including COVID-19 response)
	1. Appropriateness of Processes for setting the aid policies such as the <i>Country Development Cooperation Policy</i>	<ul style="list-style-type: none"> ① Understanding of Malawi's needs ② Implementation of the Recommendations presented in the last Country Assistance Evaluation for Malawi ③ Policy consultation with the Government of Malawi ④ Coordination and consultation with other donors
	2. Appropriateness of Processes of policy implementation (grasping Malawi's needs, monitoring, public diplomacy, etc.)	<ul style="list-style-type: none"> ① Continuous grasping of Malawi's needs ② Monitoring, evaluation, and feedback ③ Public diplomacy, toward the Government of Malawi and its people ④ Public relations with the people of Japan
	3. Appropriateness of the aid implementation structure	<ul style="list-style-type: none"> ① Management of the ODA Task Force (agenda, participants, decision-making process, and frequency) ② Relationship between actors in Malawi (Embassy & JICA Malawi Office) and Japan (MOFA & JICA Headquarters) (division of labor, delegation of power, and mechanisms for close consultation) ③ Communication mechanisms among JICA Experts, JOCVs, and other ODA actors
	4. Effective coordination with other donors, international organizations, and diverse aid actors (private sectors and NGO)	<ul style="list-style-type: none"> ① Consultation with other donors, international organizations, NGO, and private sectors (objectives, frequency, participants, and achievements) ② Relationship with the TICAD process (any coordination?)
	5. Consideration and improvisation in relation to Malawi's features	<ul style="list-style-type: none"> ① Assistance considering the features of low-income countries (LICs)/least developed countries (LDCs) ② Assistance considering the aid-dependency and fragile financial situation of Malawi

Diplomatic Viewpoints (national interests' perspective)		
Diplomatic Importance	1. Significance in international community	<ul style="list-style-type: none"> ① Contribution to the peace, stability and (economic) prosperity of the international community and the African region ② Contribution to rule-based international order that respects the basic values such as liberty, democracy, and rule of law
	2. Significance in the bilateral relations	<ul style="list-style-type: none"> ① Historical relationship with Japan ② Malawi's geopolitical position ③ Relationship with emerging donors whose presence in Malawi are considerable (i.e., China)
	3. Significance in Japan's peace and prosperity, and the safety and prosperity of Japanese citizens and companies	<ul style="list-style-type: none"> ① Protection of Japanese nationals in international terrorism, pandemic, and large-scale natural disasters (Emergency networks, Response drills) ② Providing security for Japanese companies working in Malawi (including local workers and assets)
	4. Significance in relation to other diplomatic objectives and policies of Japan	<ul style="list-style-type: none"> ① Relationship with the stability and peace of the African region ② Relationship with human security (including response to COVID-19) ③ Relationship with the TICAD (VI~7) process support
Diplomatic Impact	1. Impact on Japan's position in the international community and the African region (promoting understanding for Japan's position and presence)	<ul style="list-style-type: none"> ① Contribution to Japan's presence in the international community, and the African region ② Contribution to understanding and support for Japan's position in the international community, and the African region ③ Synergy effects with public diplomacy towards the international community and the TICAD (including timing)
	2. Impact on bilateral relations and the Japanese people (economy, diplomacy, friendship, and fostering pro-Japanese citizens and experts on Japan)	<ul style="list-style-type: none"> ① Promotion of Top to Grassroots-level interactions ② Contribution to better understanding and popularity of Japan (Japanese people) ③ Expansion of pro-Japanese citizens and experts on Japan ④ Contribution to trust in Japan
	3. Contribution to the prosperity of the Japanese people and enterprises including the promotion of Japanese enterprises entering Malawi and Japan's private investments into Malawi	<ul style="list-style-type: none"> ① Benefits to Japanese (small and medium-sized) enterprises ② Impact on Japan's economy ③ Relevance to Japan's domestic public relationship

(Source: Evaluation Team)

In the Evaluation, the projects listed in Table 2 are examined as “field studies” to assess Japan’s ODA policy for Malawi and Malawi’s development goals.

Table 2 Projects verified through Field Studies

Country Development Cooperation Policy	Malawi’s Development Goals
Basic Policy: building a foundation for sustainable and self-reliant growth	MGDS III: productive, competitive, and resilient nation
Priority Area 1: Promoting diversified and market-oriented agriculture	Priority Area 1: Agriculture, water resource development, climate change management
<i>Agricultural Development</i> 【Grant】 Grant Aid for Economic and Social Development Program (agricultural equipment and vehicles for food transportation) (2017) 【TC】 Project for Smallholder Horticulture Farmer Empowerment through Promotion of Market-Oriented Agriculture (MA-SHEP) (2017)	
Priority Area 2: Fostering human resource for self-reliant development	Priority Area 2: Education, skill development
<i>Human Resource Development</i> 【Grant】 Project for Expanding and Upgrading the Domasi College of Education (2017) 【TC】 Project for Strengthening of Mathematics and Science in Secondary Education in Malawi (Phase 3) (2017)	
Priority Area 3: Building a foundation for economic growth, taking into account climate change and urbanization	Priority Area 1: Agriculture, water resource development, climate change management Priority Area 3: Energy, industry, tourism development Priority Area 4: Transport, and ICT infrastructure
<i>Climate Change and Urbanization through Effective Use of Resources</i> <Sustainable natural resource management and water resource management> 【Grant】 Project for the Improvement of Equipment for Non-Revenue Water Reduction in Lilongwe (2017) 【TC】 Project for Conservation and Sustainable Management of Dzalanyama Forest Reserve (2016) <Building urban infrastructure> 【Grant】 Project for Expansion of the Terminal Building at Kamuzu International Airport (2015) 【TC】 Project for Capacity Development of Radar Control Services at Kamuzu International Airport (2017)	
Others (including COVID-19 response)	Priority Area 5: Health and Population
【Grant】 Grant Aid for Economic and Social Development Program (health and medical equipment for prevention of infectious diseases) (2019) 【TC】 Experts on 5S-KAIZEN-TQM for Hospital Management (Dispatch of Experts) (2019) 【GGP】 Project for Procurement of an Autoclave and Anesthesia Apparatus for Likuni Mission Hospital in Lilongwe District (2017)	

TC: Technical Cooperation

GGP: Grant Assistance for Grass-Roots Human Security Projects

(Source) Evaluation Team

1-6 Evaluation Period and Procedures

The Evaluation was conducted in the period between August 2021 and February 2022. The first Study Meeting (SM) was held in September 2021, in which the Implementation Plan for Evaluation was formulated. Between September and December 2021, desk review and domestic survey (through remote/online communication) were conducted. Between October and December 2021, field studies were also conducted through remote/online communication. The data collected through the above methods were analyzed, and the first draft of the report was discussed at the second SM held in December 2021. After a thorough review in the third SM held in January 2022, and incorporating feedback from the stakeholders, the Evaluation Report (Japanese and English) and the Appendix (Japanese) were published in March 2022.

1-7 Limitations

Due to the COVID-19 pandemic, the Evaluation Team could not travel to Malawi. As a result, the field studies were conducted through remote/online means connecting Japan and Malawi. In addition, for the field studies in the project sites where internet connection was not available—i.e., Likuni Mission Hospital, Kamuzu International Airport, and an Agriculture Group and an extension officer in Dowa District—, a local consultant was deployed to monitor the project sites and conduct interviews with the stakeholders.

1-8 Evaluation Team

Role	Name	Affiliation, Title
Chief Evaluator	DAIMON Takeshi	Waseda University, Institute for International Peace Strategy (IIPS), Director
Advisor	KAWAGUCHI Jun	Tsukuba University, Faculty of Human Science, College of Education, Associate Professor
Coordinator	UESUGI Yuji	Waseda University, Faculty of International Research and Education, Professor
Deputy Coordinator /Development	KATSUMA Yasushi	Waseda University, Faculty of International Research and Education, Professor
Deputy Coordinator /Diplomacy	KATAOKA Sadaharu	Waseda University, Faculty of International Research and Education, Professor
Researcher /Development	TONEGAWA Yoshiko	Waseda University, Faculty of Social Science, Lecturer
Researcher /Diplomacy	NAKAMURA Hiroki	Waseda University, Institute for International Peace Strategy (IIPS), Visiting Assistant Professor

Field Research 1	NAKAMOTO Chizu	Okinawa Peace Assistance Center, Director
Field Research 2	SHIMIZU Ryosuke	Design and Printing PLUS Limited, CEO



Photo by the Evaluation Team

*Anesthesia Apparatus donated to the Likuni Mission Hospital
Grand Assistance for Grass-Roots Human Security Project*

The Likuni Mission Hospital in the capital city of Lilongwe had one set of anesthesia apparatus, but it needed another one to conduct two surgeries simultaneously, which was made possible as Japan donated another set. The donated equipment was managed neatly with a sticker indicating Japan as the donor.

Chapter 2 Malawi's Development Context

2-1 Background Information

Before independence, Malawi was called Nyasaland and formed the Federation of Rhodesia and Nyasaland together with Southern Rhodesia (current Zimbabwe) and Northern Rhodesia (current Zambia). In Southern Rhodesia, immigration from Europe contributed to the development of the agriculture sector. In Northern Rhodesia, the copper industry was developed, which required cheap “African” workers from Nyasaland.

In 1964, Nyasaland became independent from the British protectorate as Malawi. After independence, President Kamuzu Banda of the Malawi Congress Party identified himself as a president-for-life and established a one-party dictatorship. Malawi was the only country in southern Africa (Angola, Botswana, Lesotho, Mozambique, Tanzania all of which were against the Apartheid policy) that maintained a diplomatic relationship with South Africa under the Apartheid regime.

In 1990, criticism from the international community grew against the dictatorship of President Kamuzu Banda, which led to the first presidential election in 1994, in which Bakili Muluzi of the United Democratic Front was elected as President. While newly independent countries in the region with the policy of non-alignment recognized People's Republic of China (China), Malawi maintained its diplomatic relationship with Taiwan until 2007 (now Malawi recognizes China). In the 2019 presidential election, incumbent president Peter Mutharika was elected, but the Constitutional Court nullified the result, and after the reelection in 2020 Lazarus Chakwera of the Malawi Congress Party was elected as President.

2-2 Current Situation of Development

Malawi is one of the least developed countries (LDCs) with a GNI per capita of about US\$580, relatively low among its neighbors.³ Traditionally, Malawi has been known as an agriculture country, with about 80% of the labor forces involved in agriculture. The primary agricultural products such as tobacco, tea, and sugar make up about 80% of the entire exports of Malawi. As a result, Malawi's foreign currency balance is very susceptible to the international market of these agricultural commodities.⁴ Malawi's population growth rate in 2020 was high—2.7% (21st in the world).⁵ The infant mortality rate in 2019 was about 39 out of 1000 (the number of infants who die before they reach the age of five), which has improved but remains high. A challenge exists in the education sector, as the literacy rate in 2015 was about 62%, which means about 40% of the citizens over 15 years old cannot read and write.⁶

2-3 Outlook of the Development Plan

Vision 2020 In 2000, the Government of Malawi published the *Vision 2020* in which the national development goals as well as the policy and strategy necessary for achieving these goals were identified, and declared that Malawi would join the middle-income countries by 2020. The National Planning Commission established in 2017 set the *Malawi 2063* (MW2063), which replaced the *Vision 2020* in 2020.⁷

³ World Bank, GNI per capita, Atlas method (current US\$) - Malawi
<<https://data.worldbank.org/indicator/NY.GNP.PCAP.CD?locations=MW>>.

⁴ MOFA homepage <<https://www.mofa.go.jp/mofaj/area/malawi/data.html#section1>>.

⁵ World Bank, Population growth (annual %) - Malawi
<<https://data.worldbank.org/indicator/SP.POP.GROW?locations=MW>>.

⁶ World Bank, Literacy rate, adult total (% of people ages 15 and above) - Malawi
<<https://data.worldbank.org/indicator/SE.ADT.LITR.ZS?locations=MW>>.

Malawi Growth Development Strategy (MGDS III) The Malawi Growth Development Strategy (MGDS) is a mid-term development plan revised every five years aiming at the realization of *Vision 2020*.⁸ The MGDS III was effective during the evaluation period (2016-2020), and the goal was to move Malawi to become a productive, competitive, and resilient nation. As seen in Table 3, the Priority Areas of the MGDS III are aligned with the Sustainable Development Goals (SDGs).⁹ Major sector development plans are discussed in the Appendix.

Table 3 MGDS III's Priority Areas and Respective SDGs

MGDS III Priority Areas	Respective SDGs Targets
Agriculture, water resource development, and climate change management	1, 2, 3, 5, 6, 7, 11, 13, 14, 15
Education, Skill development	4, 5, 8, 9
Transport and ICT infrastructure	1, 2, 3, 5, 7, 8, 9
Energy, industry, tourism development	1, 2, 4, 5, 7, 8, 9
Health and population	1, 3, 5, 6, 8

(Source) Malawi Government (2017: pp. 12-16) Created by the Evaluation Team

2-4 Outlook of Multilateral and Bilateral Assistance

The amount of money disbursed by multilateral donors is shown in Table 4 (more details can be found in the Appendix). The same information for the bilateral donors is shown in Table 5 (more details can be found in the Appendix).

Table 4 ODA Disbursement of Major Multilateral Donors

(Total; unit: US\$ million; real value; reference in 2019)

Donor/Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	average
WB	65.5	149.6	186.3	162.5	165.7	159.8	336.3	129.9	156.2	168.0
GF ¹⁰	109.5	70.7	67.2	75.9	130.3	136.4	176.2	137.3	162.7	118.5
EU	71.9	119.7	98.0	71.9	79.1	89.0	115.3	84.4	130.9	95.6
AfDB	23.2	70.9	42.7	36.5	45.3	48.8	56.9	48.8	40.3	45.9
Total	330.2	513.4	475.4	428.0	530.8	599.1	791.0	528.4	594.0	532.3

WB: World Bank; GF: the Global Fund to Fight AIDS, Tuberculosis and Malaria; EU: European Union; and AfDB: African Development Bank

(Source) Creditor Reporting System (OECD, 2021)

Table 5 ODA Disbursement of Major Bilateral Donors

(Top 6 donors; total; unit: US\$ million; real value; reference in 2019)

Country/Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	average
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⁷ National Planning Commission (2020) *Malawi 2063: An Inclusively Wealthy and Self-reliant Nation*

⁸ Ministry of Finance, Economic Planning and Development (MFEPD) (2016) *Malawi Growth and Development Strategy (MGDS) II Review and Country Situation Analysis Report*

⁹ Malawi Government (2017) *The Malawi Growth and Development Strategy (MGDS) III: Building a Productive, Competitive and Resilient Nation*

¹⁰ As the GF includes funds from the private sector (foundations and enterprises) in addition to government funding, it is not usually categorized as a multilateral donor.

US	174.4	202.2	220.9	217.6	267.4	394.4	469.0	457.6	269.7	297.0
UK	95.5	179.7	162.0	102.7	123.6	141.4	119.5	109.7	104.0	126.4
Norway	47.8	49.9	76.3	64.3	73.2	66.3	58.8	54.2	56.6	60.8
Germany	24.3	45.9	25.7	31.2	44.6	53.5	69.5	55.2	66.1	46.2
Japan	21.8	41.9	32.2	42.3	29.7	20.5	42.5	21.4	50.8	33.7
Ireland	23.5	23.8	25.7	24.4	23.3	22.7	23.3	24.1	24.7	24.0
Total	426.8	604.0	614.3	523.3	604.6	737.6	820.1	761.1	609.6	633.5

(Source) Creditor Reporting System (OECD, 2021)

2-5 Japan's Assistance to Malawi

The Country Assistance Policy (April 2012) Assistance for bringing people out of extreme poverty with two priority areas— (1) infrastructure development for fostering agriculture and the mining industry, and (2) improvement of basic social services. The significance of human resource development in the administrative field and the strategic enforcement of volunteer projects such as coordination and collaboration with JOCVs and other Japanese projects were stated in the Points to be considered.

The Country Development Cooperation Policy (January 2018) Building a foundation for sustainable and self-reliant growth with three priority areas — (1) promoting diversified and market-oriented agriculture, (2) fostering human resource for self-reliant development, and (3) building a foundation for economic growth, taking into account climate change and urbanization. As Points to be considered, the Policy states that Japan would explore further collaboration with various partners such as the Japanese private sector, universities, local governments, NGOs; strengthen networking with ex-scholarship awardees and ex-participants of JICA training programs; and strive to achieve inclusiveness by reaching out to vulnerable groups. A major shift from the 2012 *Country Assistance Policy* can be found in the basic policy. This shift reflected the change made in the MGDS III, in which the Government of Malawi has aimed to move to becoming “a productive, competitive, and resilient nation”. Figure 3 shows the relationship between relevant Japan's ODA policies and Malawi's development policies.

Figure 3 Japan's ODA Policy & Malawi's Development Policy

Country	Policy	Period	2015	2016	2017	2018	2019	2020	2021
Malawi	Vision 2020	2000-2020	★	★	★	★	★	★	★
	MGDS II	2011-2016	★	★	★	★	★	★	★
	MGDS III	2017-2022			★	★	★	★	★
	Malawi2063	2020-2063						★	★
Japan	Development Cooperation Charter	2015-	★	★	★	★	★	★	★
	Country Assistance Policy	2012-2018	★	★	★	★	★	★	★
	Country Development Cooperation Policy	2018-				★	★	★	★

(Source) Evaluation Team

Records of Assistance In 2004, Japan exercised debt relief for Malawi by waving debts of Yen loan. Since then (including the period of the Evaluation), Japan has not offered a Yen loan to Malawi. As shown in the Appendix, Japan's assistance to Malawi is twofold: grant aid and technical cooperation. Japan's grant aid includes one offered by the MOFA and the other managed by the JICA. *The Grant Aid for*

Economic and Social Development Program is an example of the former, and equipment and machinery have been donated to Malawi in the agriculture sector in 2017 and the health sector in 2019. The MOFA manages the *Grant Assistant for Grass-roots Human Security Projects* via its Embassy in Malawi, and during the Evaluation period, 17 projects have been implemented in various parts in Malawi. The first batch of JOCVs was dispatched to Malawi in 1971, and at the time of writing (December 1, 2021) 1,897 JOCVs have been sent to Malawi, making it the largest recipient of the JOCVs in the world. During the Evaluation period, they were mainly working the health and education sectors in Malawi.



Photo by Gyros Corporation
The Project for Capacity Development of Radar Control Services at Kamuzu International Airport

The airport that was built through a Yen loan was renovated, and a terminal building was newly constructed, and a radar was provided with Japan's grant aid. Experts from Japan offered training for air-traffic controllers and engineers as technical cooperation. This combination of several aid schemes generated synergy effects.



Photo by Gyros Corporation
The Radar set in Kamuzu International Airport (Training for Operators)

A radar was given to Kamuzu International Airport through Japan's grant aid. Through the technical cooperation project, radar operation training for airport staff (e.g., air-traffic controllers) was offered, aiming to contribute to the effectiveness and sustainability of the project. Such integration in assistance is a strength of Japan's ODA.

Chapter 3 Evaluation Results

In this chapter, Japan's ODA to Malawi will be evaluated against three criteria of development viewpoints and two criteria of diplomatic viewpoints.

3-1 Development Viewpoints

Summary of Evaluation Results (from development viewpoints)

(1) Relevance of Policies : Satisfactory

Verification Criteria	(1) Consistency with Japan's high-level (ODA) policies
	(2) Consistency with the development needs of (the people of) Malawi
	(3) Consistency with international priority such as SDGs
	(4) Relevance to other donors' assistance policy
	(5) Japan's comparative advantage
Ratings	(1) = Satisfactory, (2) = Highly Satisfactory, (3) = Satisfactory, (4) = Satisfactory, (5) = Satisfactory

(2) Effectiveness of Results : Satisfactory

Verification Criteria	(1) How much of fiscal, human, and material resources have been introduced in priority areas (inputs)?
	(2) Because of the above inputs, how much assets and services have been generated in relation to the original objectives, and in what degree have they been produced as planned (outputs)?
	(3) How many of the original objectives have been achieved and what kind of mid- to long-term effects have been generated (outcome, impact)?
Ratings	(1) = Satisfactory, (2) = Satisfactory, (3) = Satisfactory

(3) Appropriateness of Processes : Satisfactory

Verification Criteria	(1) Appropriateness of Processes for setting the aid policies such as the <i>Country Development Cooperation Policy</i>
	(2) Appropriateness of Processes of policy implementation (grasping Malawi's needs, monitoring, public diplomacy, etc.)
	(3) Appropriateness of the aid implementation structure
	(4) Effective coordination with other donors, international organizations, and diverse aid actors (private sectors and NGO)
	(5) Consideration and improvisation in relation to Malawi's features
Ratings	(1) = Satisfactory, (2) = Satisfactory, (3) = Highly Satisfactory, (4) = Satisfactory, (5) = Highly Satisfactory

3-1-1 Relevance of Policies

To evaluate the Relevance of Policies related to Japan's ODA for Malawi, five verification criteria were used, which are listed in the Evaluation Framework (Table 1). These criteria serve as a basis for the overall evaluation or the ratings. Each verification criterion includes several verification contents, and each verification criterion was rated on the following scales: Highly Satisfactory; Satisfactory; Partially Unsatisfactory; and Unsatisfactory in order to lead the overall evaluation result.

Overall Evaluation	Satisfactory
Basis	Consistency with Japan's high-level policies was Satisfactory, despite the fact that areas relating to human security and the SDGs need further effort. Regarding the relevance to other donors' ODA policies, the consistency was maintained. However, as Japan's participation in dialogue mechanisms set by the Government of Malawi was seen as passive by some donors, the respective verification criteria were rated as Partially Unsatisfactory. At the same time, Japan's assistance to Malawi was highly consistent with Malawi's developmental needs, and Japan's comparative advantage was demonstrated fully, hence the overall Relevance of Policies was rated as Satisfactory.

(1) Verification Criteria 1 : Consistency with Japan's high-level (ODA) policies 【Satisfactory】

(i)	Consistency with the <i>Development Cooperation Charter</i>	Highly Satisfactory
(ii)	Consistency with human security	Partially Unsatisfactory
(iii)	Consistency with the regional and assistance policy for Africa	Satisfactory

(i) Consistency with the *Development Cooperation Charter* (2015) 【 Highly Satisfactory】

The priority issues of the priority policy of the *Development Cooperation Charter* are (1) "Quality growth" and poverty eradication through such growth; (2) Sharing universal values and realizing a peaceful and secure society; and (3) Building a sustainable and resilient international community through efforts to address global challenges.

- *Country Assistance Policy for Malawi* (2012): Assistance for bringing people out of extreme poverty with two priority areas: (1) infrastructure development for fostering agriculture and the mining industry; and (2) improvement of basic social services.
- *Country Development Cooperation Policy for Malawi* (2018): Building a foundation for sustainable and self-reliant growth with three priority areas: (1) promoting diversified and market-oriented agriculture; (2) fostering human resource for self-reliant development; and (3) building a foundation for

economic growth, taking into account climate change and urbanization.

- These policies are in line with the priority issues of the *Development Cooperation Charter*— (1) “Quality growth” and poverty eradication through such growth and (3) Building a sustainable and resilient international community through efforts to address global challenges.
- Regarding sector development policies, they were consistent with the priority issue (1) “ quality growth ” and poverty eradication through such growth, especially the areas such as “Health/Medical and Population”, “Safe Water and Sanitation”, “High Quality Education for All”, “High Quality Infrastructure”, and “Agriculture Development” . The development policy in the field of climate change, was consistent with the priority issue (3) building a foundation for economic growth, taking into account climate change and urbanization.

(ii) Consistency with human security 【Partially Unsatisfactory】

Promoting human security is listed as one of the basic policies of the *Development Cooperation Charter*, which states that to realize human security, Japan will provide cooperation for the protection and empowerment of the “vulnerable such as children, women, persons with disabilities, the elderly, refugees and internally-displaced persons, ethnic minorities, and indigenous peoples” .It also states that “from the standpoint of its people-centered approach, Japan will also proactively contribute to promoting basic human rights, including women’s rights”.

- *Country Assistance Policy for Malawi* (2012): While the direction of Japan’s assistance to Malawi was in line with promoting human security, human security was not mentioned in the basic goals nor the priority areas.
- *Country Development Cooperation Policy for Malawi* (2018): While it was stated in the Points to be considered that “In terms of support at the grassroots, Japan will strive to achieve inclusiveness by reaching out to vulnerable groups such as women, people living with HIV/AIDS and persons with disabilities who tend to be left behind the socio-economic development”, promoting human security was not included in the main body.
- Smallholder farmers involved in rain-fed farming are heavily depended on production of primary commodities such as tobacco, tea leaves, sugar, and nuts, which makes them vulnerable. In the *Country Development Cooperation Policy for Malawi*, although it is stated that “diversification of agriculture to focus on products that are profitable and respond to market demand is in dire need”, a perspective of “no one (should be) left behind”, one of the principles of the SDGs, was limited.

(iii) Consistency with the regional and assistance policy for Africa 【Satisfactory】

In the priority policy issues by region, under the priority policies of the *Development Cooperation Charter*, it is stated that “Japan will provide assistance through joint efforts of the public and the private sector through the process of the Tokyo International Conference on African Development (TICAD) so that Africa’s remarkable growth in recent years based on expanding trade, investment and consumption will lead to further development for both Japan and Africa. Japan will take particular note of Africa’s initiatives toward regional development and integration at the sub-regional level.”

- *Country Assistance Policy for Malawi* (2012): It is stated that “Surrounded by Zambia, Mozambique, and other resource-rich countries, Malawi is located at an important point for resource exportation. Accordingly, assistance to Malawi contributes to the growth of southern Africa and stable supply of resources to the world. The assistance is also compatible with an aid principle under the TICAD process”.
- *Country Development Cooperation Policy for Malawi* (2018): It is stated that “Malawi is located in a strategic position as it lies along the Nacala Corridor that connects Zambia, Malawi and Mozambique. Development of the corridor will enhance regional connectivity and reduce high transportation costs, and promote the growth and stable resource supply in the entire Southern African Region”. Assistance for main road repair and expansion of the airport terminal building contributed to this end.
- As a part of the measures against climate change discussed in the TICAD, preservation of forests is in progress. The forest extends itself to the territories of neighboring countries such as Mozambique and Zambia, and thus several initiatives have been combined, e.g., in sub-regional projects such as the *Project for Forest Conservation and Sustainable Management of Forest Resources in Southern Africa* (2015-2020), and the *Project for Sustainable Forest Management and REDD+* (2019-2024) have been implemented in Mozambique.

(2) Verification Criteria 2: Consistency with development needs of (the people of) Malawi 【Highly Satisfactory】

(i)	Consistency with the Vision 2020	Satisfactory
(ii)	Consistency with the MGDS III	Highly Satisfactory

(i) Consistency with the *Vision 2020* 【Satisfactory】

In the *Vision 2020*, the following strategic challenges for Malawi are identified: (1) Good Governance, (2) Sustainable Economic Growth and Development, (3) Vibrant Culture, (4) Economic Infrastructure, (5) Social Sector Development, (6) Science and Technology-led Development, (7) Fair and Equitable Distribution of Income and Wealth, (8) Food Security and Nutrition, and (9) Sustainable Natural Resources and Environmental Management.

- *Country Assistance Policy for Malawi* (2012) and *Country Development Cooperation Policy for Malawi* (2018) are particularly relevant to the challenges (2), (4), (5), and (9).

(ii) Consistency with the MGDS III 【Highly Satisfactory】

MGDS III's priority areas are (1) Agriculture, and Water Resource Development, and Climate Change Management, (2) Education, Skill Development, (3) Energy, Industry, and Tourism Development, (4) Transport and ICT Infrastructure, and (5) Health and Population.

- Japan's major ODA projects can be classified into any of the above five areas, and they have been very relevant to MGDS III, thus Highly Satisfactory.

(3) Verification Criteria 3: Consistency with international priority such as SDGs **【Satisfactory】**

(i)	Consistency with international assistance policy for Malawi	Satisfactory
(ii)	Consistency with international assistance trends	Partially Unsatisfactory

(i) Consistency with international assistance policy for Malawi 【Satisfactory】

The World Bank's *Malawi Country Assistance Strategy* (2013-16) prioritizes the following three themes: (1) Promoting Sustainable, Diversified and Inclusive Growth; (2) Enhancing Human Capital and Reducing Vulnerabilities; and (3) Mainstreaming Governance for Enhanced Development Effectiveness. Its major feature involves its emphasis on Good Governance. The *United Nations Development Assistance Framework* (UNDAF) 2019-23 has three pillars: (1) Peace, Inclusion and Effective Institutions, (2) Population Management and Inclusive Human Development, and (3) Inclusive and Resilient Growth. Its features are to underline the SDGs' principle of "no one (should be) left behind" and to mainstream human rights in development.

- Japan's ODA policy for Malawi does not contradict with them. At the same time, the perspective of human security and the SDGs' principle of "no one (should be) left behind" are not underlined adequately.

(ii) Consistency with international assistance trends 【Partially Unsatisfactory】

An international aid trend promoting aid harmonization is also institutionalized in Malawi. Under this trend, assistance among donors should be coordinated and each assistance should be in consistent with the development needs of Malawi.

- The *Development Cooperation Strategy for Malawi 2014-18* stipulates the dialogue between the Government of Malawi and the development cooperation partners. While Japanese actors have participated in such a mechanism, a few other donors have perceived Japan's engagement as passive.

(4) Verification Criteria 4: Relevance to other donors' assistance policy **【Satisfactory】**

(i)	Relevance to and consistency with international organizations' assistance to Malawi	Satisfactory
(ii)	Relevance to other major bilateral donors' assistance	Satisfactory
(iii)	Relevance to China's assistance (differentiation)	Satisfactory

(i) Relevance to and consistency with international organizations' assistance to Malawi 【Satisfactory】

The World Bank and EU support areas such as agriculture, education, water and sanitation. EU supports, through building airports, the development of intra-regional aero network in the sub-region including Malawi.

- As aid partners in Malawi, the World Bank identifies the EU, African Development Bank, UN organizations, and as the bilateral donors the UK, US, Germany, Norway, and China are mentioned. Nevertheless, Japan is not included, which could indicate that Japan's presence is not adequately recognized by the donor community in Malawi.¹¹
- Regarding support for the Kamuzu International Airport, to which Japan has also extended its support, duplication of assistance was avoided thanks to aid coordination between the EU and Japan.
- Regarding assistance for medium scale irrigation and market-oriented agriculture, the relevance to assistance offered by Food and Agriculture Organization of the United Nations (FAO) was high. The FAO expects that Japan should introduce ICT and digital support in the field of agriculture, which has not been materialized.

(ii) Relevance to other major bilateral donors' assistance **【Satisfactory】**

- The United States International Development Agency (USAID) supports areas such as agriculture, education, health, water and sanitation. Regarding the health sector, owing to the division of labor among the donors by region, there is no overlap with Japan's assistance, and mutual complementarity is maintained among activities of different donors.
- In the field of environment, the USAID is interested in alternative energy policy, including preservation of forestry in line with the *National Charcoal Strategy 2017-2027*.¹² Japan undertakes the *Project for Conservation and Sustainable Management of Dzalanyama Forest Reserve*, in which the production of legal charcoal is supported. Communication between the USAID and the JICA has been maintained at the expert (technical) level, and coordination with USAID's *Modern Cooking for Healthy Forests* (MCHF) was also carried out.
- German Corporation for International Cooperation (GIZ) supports quality management, which resonates well with Japan's *Experts on 5S-KAIZEN-TQM*¹³ for Hospital Management. Relevance between them was high and their duplication was avoided.

(iii) Relevance to China's assistance (differentiation) **【Satisfactory】**

Even though open data on China's assistance to Malawi is limited, through interviews with stakeholders, it became clear that the magnitude and impact of China's assistance in Malawi, as well as the quality of China's infrastructure support, have increased.

¹¹ The World Bank in Malawi (2021), *Overview*
<<https://www.worldbank.org/en/country/malawi/overview#4>>

¹² Republic of Malawi, Ministry of Natural Resources, Energy and Mining, *National Charcoal Strategy 2017–2027*
<https://afr100.org/sites/default/files/Restoration_Malawi_Charcoal-Strategy_lowq.pdf>

¹³ 5S-KAIZEN-TQM is based on Japan's management technique. 5S stands for Seiri (Sort), Seiton (Set), Seiso (Shine), Seiketsu (Standardize) and Shitsuke (Sustain). Kaizen means to improve, and TQM stands for Total Quality Management.

- No coordination was detected between China and Japan. The fact that Japan's assistance places importance on technical cooperation, into which Malawian's human resource development has been incorporated, constitutes a unique feature of Japan's assistance vis-à-vis China's assistance. Soon, it will be difficult to differentiate between Japan's assistance and China's assistance with the quality of "hakomono" or facilities and infrastructure.

(5) Verification Criteria 5: Japan's comparative advantage [Satisfactory]

(i)	Comparative advantage of the <i>Country Development Cooperation Policy for Malawi</i>	Satisfactory
(ii)	Degree of selection and concentration of Japan's areas of strength	Satisfactory
(iii)	Effective use of Japan's various assistance schemes	Satisfactory

(i) Comparative advantage of the *Country Development Cooperation Policy for Malawi* [Satisfactory]

- Japan has sufficient achievements in (1) promoting diversified and market-oriented agriculture, (2) fostering human resource for self-reliant development, and (3) building a foundation for economic growth, taking into account climate change and urbanization.

(ii) Degree of selection and concentration of Japan's areas of strength [Satisfactory]

- Regarding education and skill development, the *Project for Strengthening of Mathematics and Science in Secondary Education* (SMASSE) has achieved an outstanding presence. The collaboration between the University of Malawi and Hiroshima University has contributed to the sustainability of the project. Through South-South Cooperation and Triangular Cooperation involving regional actors such as Kenya and Zambia, its impact on the African region as a whole is expected.
- *The Project for Conservation and Sustainable Management of Dzalanyama Forest Reserve* is based on Japan's strength of employing technical cooperation involving relevant government agencies and the people in the affected community of Malawi. At the same time, the project faces external structural challenges to the achievement of higher objectives such as promotion of forest preservation and reduction of illegal felling of trees, which is a source of threat to deforestation, as they are reliant upon generating alternative energy sources and effective law enforcement.

(iii) Effective use of Japan's various assistance schemes [Satisfactory]

- An integrative approach combining grant aid, technical cooperation, and JOCVs in the field of education and skill development, in particular improvement of science and math education, should be underlined.
- JOCVs have served diligently and close to their counterparts in grassroots communities in Malawi. The effects of Japan's bottom-up support, represented by their efforts over half a century, have been felt throughout Malawian society. The COVID-19 pandemic has revealed that the Government of Japan must

consider cautiously the deployment of JOCVs to a country with weak health and medical standards such as Malawi.

- Regarding assistance to the Kamuzu International Airport, which was built with a Yen loan in the period prior to this Evaluation, renovation and expansion of facilities were conducted through the grant aid, whereas human resource development of air-traffic controllers was offered via technical cooperation. Such a combination should be noted. On the other hand, collaboration of a grant aid project and a technical cooperation project requires extra coordination costs in managing different deadlines such as construction of facilities, delivery of equipment and timing of training. Thus, an integrated execution of different aid schemes must be designed and implemented to overcome or minimize such coordination challenges.

3-1-2 Effectiveness of Results

No quantitative benchmarks exist for assessing the Effectiveness of Results of the Basic Policy and the Priority Areas of *Country Development Cooperation Policy for Malawi*. In this Evaluation, therefore, each verification criterion will be examined by each Priority Area of the *Country Development Cooperation Policy for Malawi* to assess the overall effectiveness of Japan's ODA to Malawi. Each verification criterion consists of several verification contents, which are used to rate the respective verification criterion from Highly Satisfactory, to Satisfactory, Partially Unsatisfactory, and Unsatisfactory. These ratings are combined and used to decide the Overall Evaluation of the Effectiveness of Results. For the verification criterion 1, the total amount of Japan's inputs will be analyzed in relation to the overall ODA inputs Malawi received from all the donors.

Overall Evaluation	Satisfactory
Basis	Although in some projects delays were detected or expected results were not delivered in each priority area, inputs have generated a certain contribution. Moreover, overall planned objectives were accomplished and mid to long term impacts were identified. Hence, Effectiveness of Results was rated as Satisfactory.

(1) Verification Criteria 1: How much of fiscal, human, and material resources have been introduced in priority areas (inputs)? **【Satisfactory】**

- In the overall accumulation (total expenditure) of ODA for Malawi between 2016 and 2019, Japan was placed 9th. Japan's expenditure amounted to US\$135 million, which is 2% of the overall ODA expenditure. Its portion has doubled in 2019 to 4.2%, indicating a certain contribution.¹⁴
- Compared to other leading donors, Japan's ODA expenditure to Malawi remained small. Inputs through grant aid and technical cooperation projects have been made in the three priority areas in a balanced manner.

¹⁴ OECD, Creditor Reporting System (2021) <<https://stats.oecd.org/>>.

(i)	Promoting diversified and market-oriented agriculture	Satisfactory
(ii)	Fostering human resource for self-reliant development	Satisfactory
(iii)	Building a foundation for economic growth, taking into account climate change and urbanization	Satisfactory
(iv)	Others, e.g., health sector (including COVID-19 response)	Satisfactory

(i) Priority Area 1: Promoting diversified and market-oriented agriculture 【Satisfactory】

Scheme	Scheme & Project Name	# of Project
Grant Aid	Grant Aid for Economic and Social Development Programs	1
	Grant Assistance for Grassroots Human Security Projects	4
	Grant Assistance for Japanese NGO Projects	4
Technical Cooperation	Grassroots Technical Cooperation Projects	3
	SDGs Business Supporting Survey	2
	Project for Smallholder Horticulture Farmer Empowerment through Promotion of Market-Oriented Agriculture (MA-SHEP)	1
	Project for Enhancing Capacity for Medium Scale Irrigation Scheme Development, Operation and Maintenance	1
	Strengthening the Capacity of One Village One Product (OVOP) Programme for Delivering Services to OVOP Group in Malawi	1

(ii) Priority Area 2: Fostering human resource for self-reliant development 【Satisfactory】

Scheme	Scheme & Project Name	# of Project
Grant Aid	Grant Assistance for Grassroots Human Security Projects	8
	Grant Assistance for Japanese NGO Projects	1
	Project for Reconstruction and Expansion of Selected Community Day Secondary Schools and Conventional Secondary Schools (Phase 3)	1
	Project for Construction of a Teacher Training College for Secondary School Teachers in Lilongwe	1
	Project for Expanding and Upgrading the Domasi College of Education	1
Technical Cooperation	Project for Strengthening of Mathematics and Science in Secondary Education in Malawi (SMASSE)	1

(iii) Priority Area 3: Building a foundation for economic growth, taking into account climate change and urbanization 【Satisfactory】

Scheme	Scheme & Project Name	# of Project
Grant Aid	Grant Assistance for Grassroots Human Security Projects	1
	Project for the Improvement of Equipment for Non-Revenue Water Reduction in Lilongwe	1
	Project for Expansion of the Terminal Building at Kamuzu International Airport	1
Technical Cooperation	Middle Shire Catchment Management Activity Promotion Project	1
	Project for Capacity Development of Radar Control Services at Kamuzu International Airport	1
	Project for Conservation and Sustainable Management of Dzalanyama Forest Reserve	1

(iv) Others, e.g., health sector (including COVID-19 response) 【Satisfactory】

Scheme	Scheme & Project Name	# of Project
Grant Aid	Grant Aid for Economic and Social Development Programs	1
	Grant Assistance for Grassroots Human Security Projects	6
	Grant Assistance for Japanese NGO Projects	1
	Project for Procurement of an Autoclave and Anesthesia Apparatus for Likuni Mission Hospital in Lilongwe District*	1
Technical Cooperation	Grassroots Technical Cooperation Project	1
	Experts on 5S-KAIZEN-TQM for Hospital Management	1
	Project for Capacity Enhancement in Public Sector Investment Programming (Phase 2)	1
JOCV	Between 2015-2020, 21 JOCVs were dispatched (9 in health, 8 in education, 4 in others such as community development)	

* Note that *Project for Procurement of an Autoclave and Anesthesia Apparatus for Likuni Mission Hospital in Lilongwe District* is one of six Grant Assistance for Grassroots Human Security Projects.

(2) Verification Criteria 2: Because of the above inputs, how much assets and services have been generated in relation to the original objectives, and in what degree have they been produced as planned (outputs)? 【Satisfactory】

(i)	Promoting diversified and market-oriented agriculture	Satisfactory
(ii)	Fostering human resource for self-reliant development	Satisfactory
(iii)	Building a foundation for economic growth, taking into account climate change and urbanization	Partially Unsatisfactory
(iv)	Others, e.g., health sector (including COVID-19 response)	Highly Satisfactory

(i) Priority Area 1: Promoting diversified and market-oriented agriculture 【Satisfactory】

- *Project for Smallholder Horticulture Farmer Empowerment through Promotion of Market-Oriented Agriculture (MA-SHEP)*: After training of the trainers, agricultural extension officers conducted training for farmers in the project. According to the medium-term review conducted in January 2020, agriculture-related income of the farmer groups in the first batch increased 35% on average, indicating that the target of 50% increase would be achievable at the end of the project. This shows that smallholder farmers' incomes are increasing smoothly.
- *Project for Enhancing Capacity for Medium-Scale Irrigation Scheme Development, Operation and Maintenance*: A training plan and a curriculum were developed based on the following three pillars: "design and construction management by government staff", "construction and operation management with participation of farmers", and "establishment of collaboration between the government's irrigation engineers and agricultural extension officers". Accreditation criteria for irrigation engineers has been set by the Malawi Board of Engineers as a means to improve the capacity of irrigation engineers and the ways to train them were institutionalized. Increasing the income of farmers and the establishment of the certifying system have enhanced the motivation of the project participants, and thus the effectiveness of the project was rated as

relatively high at the Terminal Evaluation.

- *Strengthening the Capacity of OVOP Programme for Delivering Services to OVOP Group in Malawi*: A cooperative of OVOP groups was established in October 2015, which was registered by the Malawi Revenue Authority in January 2017. The number of groups increased to 122, most of which are registered as cooperatives. While by 2019, six items of the OVOP commodities had been approved by the Malawi Bureau of Standards, hibiscus products, moringa powder,¹⁵ soap, and cassava powder were not approved. The effectiveness/impact of the project was rated as fair at the Ex-post Evaluation. This is because not all the groups were monitored by the OVOP secretariat, and thus it was difficult to measure the achievements; regarding the satisfaction rate, disparities existed among different groups (those continuing the production were satisfied, while those who stopped the production complained about insufficient working capital); and the resource person list was not completed.

(ii) Priority Area 2: Fostering human resource for self-reliant development
【Satisfactory】

- *Project for Reconstruction and Expansion of Selected Community Day Secondary Schools and Conventional Secondary Schools (Phase 3)*: Eleven secondary schools were provided with normal classrooms, science laboratory, library, administration building and education equipment, science laboratory equipment, etc. Accommodation for teachers was provided to six schools located in rural areas.
- *Project for Construction of a Teacher Training College for Secondary School Teachers in Lilongwe*: A secondary teachers' school, with an attached secondary school, student dormitory, and accommodation for teachers, was built.
- *Project for Strengthening of Mathematics and Science in Secondary Education in Malawi (SMASSE)*: The SMASSE approach was introduced in the in-service teacher's training curriculum. Pre- and ex-post tests showed improvement of subject knowledge among in-service science teachers who took national/district teacher's training. At the same time, the delay in the counterpart deployment caused a suspension of activities for about one year. The subject expert who left the project was not replaced. Due to the shortage in the budget of the Government of Malawi, the number of trainings was reduced. Hence, in the Terminal Evaluation, the effectiveness of the project was rated fair.

(iii) Priority Area 3: Building a foundation for economic growth, taking into account climate change and urbanization **【Partially Unsatisfactory】**

- *Project for Expansion of the Terminal Building at Kamuzu International Airport*: In addition to renovation of the existing facility, which was built with Japan's assistance in the past, three new buildings (international arrival, international departure, domestic terminal) were built.
- *Project for Capacity Development of Radar Control Services at Kamuzu International Airport*: Maintenance capacity building of air-traffic controllers,

¹⁵ A vegetable classified as a group of wasabi, native to northern India. It is called "a tree of miracle" because it is rich in minerals. <https://www.fao.org/traditional-crops/moringa/en/>.

air-traffic engineers, training instructors, launch of a training course, operational training of granted equipment such as the radar have been conducted.

- *Project for the Improvement of Equipment for Non-Revenue Water Reduction in Lilongwe*: Water pipe laying equipment and a water leak detecting device were donated, which resulted in improvement to critical water shortage caused by high demand for water, through the reduction of non-revenue water, and better water supply service.
- *Middle Shire Catchment Management Activity Promotion Project*: With the instruction by the extension officers of the three counterpart ministries and four departments, farmer leaders selected from target villages transferred the skills to neighboring farmers. About 3,000 farmer leaders from 345 villages in four districts were trained, and through them, about 45,000 households received catchment management skills training. Instructions and guidelines for effective catchment management activity were published and approved by the relevant three ministries and four departments. To support catchment management activity by the farmers after the project, action plans were created, and other donors were asked to offer necessary financial support to the farmers. Although institutionalization of Catchment Management through Farmer's Activities (CMFA) must be further promoted, positive moves have already been seen, and thus the Terminal Evaluation rated the effectiveness of the project as high.
- *Project for Conservation and Sustainable Management of Dzalanyama Forest Reserve*: Due to COVID-19, the project which was supposed to be completed originally in 2021 was extended until June 2022. Hence, the terminal evaluation has not been conducted. As achievements at the time of the Evaluation, Forest Community Scouts¹⁶ were organized and trained to check the illegal felling of trees. In addition, legal charcoal production and sales (filling 0.5-1% charcoal demand), and beekeeping as income generation were promoted. Although it is rather hasty to assess the outputs before the completion of the project, it was identified that addressing fundamentally the developmental challenge—that the water source for the capital is secured through forest preservation—may be susceptible to external structural factors such as securing external funds and alternative energy sources.

(iv) Others, e.g., health sector (including COVID-19 response) 【Highly Satisfactory】

- *Project for Capacity Enhancement in Public Sector Investment Programming (PSIP)*: Training for self-reliant operation of the PSIP Database was offered to counterparts and the ministries. The number of registered users increased from 37 in 2013 to 91 in 2017.
- *5S-KAIZEN-TQM for Hospital Management*: In the health sector, the Quality Management Directorate was newly established in the Ministry of Health, and the system that would contribute to the enhancement of the health service was created. To increase sustainability, training of the National Trainers was conducted as an effort towards human resource development.
- *Project for Procurement of an Autoclave and Anesthesia Apparatus for Likuni Mission Hospital in Lilongwe District*: In addition to the existing autoclave and anesthesia apparatus (one for each), one additional autoclave and one additional anesthesia apparatus were donated, which made it possible to

operate two surgeries simultaneously in Likuni Mission Hospital.

- JOCVs deployed to schools and hospitals collaborated in their places of assignment with other ODA projects such as *Project for Strengthening of Mathematics and Science in Secondary Education in Malawi (SMASSE)* and *Grant Aid for Economic and Social Development Program* (providing health and medical equipment for counter-infectious diseases). They have served as catalysts and promoted synergy effects.

(3) Verification Criteria 3 : How many of the original objectives have been achieved and what kind of mid- to long-term effects have been generated (outcome, impact)? [Satisfactory]

(i)	Promoting diversified and market-oriented agriculture	Satisfactory
(ii)	Fostering human resource for self-reliant development	Satisfactory
(iii)	Building a foundation for economic growth, taking into account climate change and urbanization	Satisfactory
(iv)	Others, e.g., health sector (including COVID-19 response)	Satisfactory

(i) Priority Area 1: Promoting diversified and market-oriented agriculture [Satisfactory]

- *Project for Smallholder Horticulture Farmer Empowerment through Promotion of Market-Oriented Agriculture (MA-SHEP)*: An implementation structure of market-oriented agriculture was institutionalized and became operational, which contributed to an increase in agricultural revenue, and industrialization of agriculture. The MA-SHEP approach influenced other donors, to the extent that the Food and Agriculture Organization (FAO) adopted it. With training in gender sensitivity between the married couples, needs and visions were shared, fair distribution of roles and responsibility encouraged, and joint decision-making were promoted, which had an impact on changing their gender perceptions.
- *Project for Enhancing Capacity for Medium Scale Irrigation Scheme Development, Operation and Maintenance*: Irrigation engineers were trained and a sustainable mechanism for their capacity development was formulated. Irrigation projects have been operated without support from outside, in coordination with agricultural extension officers responsible for each project site. The impact of this project can also be found in other donors' projects, as the training approaches of this project were adopted by other donors.
- *Strengthening the Capacity of OVOP Programme for Delivering Services to OVOP Group in Malawi*: After the completion of the project, the OVOP secretariat developed the annual plan, and created a system that could sustain the activities. Many females have been active in OVOP groups, some of whom have been promoted to senior management positions. While there existed a recognition that some of the female members were exploited as labor, the project contributed to women's empowerment.

¹⁶ *Forest Community Scouts* consisted of residents in the region and was established with an aim to deter illegal felling of trees through patrolling the area and thus preserve the forest.

(ii) Priority Area 2: Fostering human resource for self-reliant development
【Satisfactory】

- *Project for Reconstruction and Expansion of Selected Community Day Secondary Schools and Conventional Secondary Schools (Phase 3)*: Through renovation of facilities in the secondary schools, both working and living environments for teachers were improved. Because the environment for education was improved, more students could be accepted, thus increasing the opportunities for children to receive secondary education. Scientific experiments offered in laboratories contributed to the improvement in science education. Overall, the project contributed to the improvement of the environment in which the quality of secondary education could be enhanced.
- *Project for Construction of a Teacher Training College for Secondary School Teachers in Lilongwe*: In the designated college, newly recruited teachers were trained, low and non-qualified teachers were accredited, continuous capacity development of in-service teachers was provided, which contributed to the improvement of subject knowledge of teachers and their ability to teach students. The project promoted the training of female teachers and encouraged girls to go to secondary school through the construction of the accommodation building for teachers' and students' dormitories.
- *Project for Strengthening of Mathematics and Science in Secondary Education in Malawi (SMASSE)*: While some planned objectives have not been achieved, the level of subject knowledge for science and math teachers improved, and a learner-oriented method of ASEI/PDSI¹⁷ was incorporated into the curriculum. With pressing needs for secondary education in Malawi, improvement of the secondary school environment and skills of teachers through supporting the teacher training college for secondary school teachers, the project has fostered human resource for self-reliant development.

(iii) Priority Area 3: Building a foundation for economic growth, taking into account climate change and urbanization **【Satisfactory】**

- *Project for Expansion of the Terminal Building at Kamuzu International Airport and Project for Capacity Development of Radar Control Services at Kamuzu International Airport*: In addition to terminal extension, through capacity development of air-traffic controllers, air-traffic engineers and training instructors, safety of air transport has increased.
- *Middle Shire Catchment Management Activity Promotion Project*: The impact of the project will be expanded in the future because it was accepted widely by farmers. Water demand balance and critical shortage of water supply were improved; the catchment management activity not only contributed to restoration of forestry but also to production of agriculture. Such an activity was a response to climate change through the effective use of resources.
- *Project for the Improvement of Equipment for Non-Revenue Water Reduction in Lilongwe*: Working with the Lilongwe Water Board (LWB) that runs independently of the government budget, the efficiency of LWB's existing work was improved and its management mechanism was strengthened, which contributed to non-revenue water reduction.

¹⁷ ASEI stands for Activity, Student-centered, Experiment, and Improvisation, whereas PDSI stands for Plan, Do, See, and Improve.

- *Project for Conservation and Sustainable Management of Dzalanyama Forest Reserve*: To secure the mid- to long-term impact of the project, Dzalanyama Catchment Conservation Trust was established for promoting legal charcoal production and sales. However, the Trust faces a lack of sufficient funding.

(iv) Others, e.g., health sector (including COVID-19 response) 【Satisfactory】

- *Project for Capacity Enhancement in Public Sector Investment Programming (PSIP)*: Because quality assured project information was collected in the PSIP Database, screening was done with a common standard, which allowed an efficient and effective procedure to take place.
- In the health sector, a priority area of the MGDS III, the Quality Management Directorate was established, and the quality of health service was guaranteed.
- *Project for Procurement of an Autoclave and Anesthesia Apparatus for Likuni Mission Hospital in Lilongwe District*: With new equipment introduced, more patients are able to receive surgical operations in a more hygienic environment.
- Due to COVID-19, all the JOCVs temporally returned to Japan in March 2020. If those who were working in health or medical institutions had remained in Malawi, they could have supported Malawi's health and medical institutions at the outbreak of the pandemic. As the deployment of JOCVs resumed in June 2021, they are expected to help Malawi's health sector, for example, in cold chain¹⁸ management under the COVAX.¹⁹

3-1-3 Appropriateness of Processes

To evaluate the overall Appropriateness of Processes of Japan's ODA implementation in Malawi, five verification criteria are employed. Each verification criterion contains several verification contents, and each verification criterion was rated using the following four scales: Highly Satisfactory, Satisfactory, Partially Unsatisfactory, and Unsatisfactory in order to lead the overall evaluation results.

Overall Evaluation	Satisfactory
Basis	The <i>Country Development Cooperation Policy</i> and other assistance policies have been formulated in a proper manner. Appropriateness of the assistance implementation structure was high, and special considerations and measures for Malawi's vulnerable financial situation were made. Regarding coordination and exchange of ideas with other donors, a gap was found between the perception of the Japanese side and that of some donors. Efforts for public diplomacy with the people of Malawi were identified, but further efforts are required. Although one verification criterion was rated Partially Unsatisfactory, the overall performance reached the Satisfactory level.

(1) Verification Criteria 1 : Appropriateness of Processes for setting the aid policies such as the *Country Development Cooperation Policy* 【Satisfactory】

¹⁸ A mechanism to deliver medical items, such as vaccines that require the maintenance of a cold temperature, to the final destination while maintaining the adequate temperature.

¹⁹ An international framework for jointly purchasing vaccines for COVID-19, and distributing them to developing countries.

(i)	Understanding of Malawi's needs	Satisfactory
(ii)	Implementation of the Recommendations presented in the last Country Assistance Evaluation for Malawi	Satisfactory
(iii)	Policy consultation with the Government of Malawi	Satisfactory
(iv)	Coordination and consultation with other donors	Partially Unsatisfactory

(i) Understanding of Malawi's needs 【Satisfactory】

- *Country Development Cooperation Policy for Malawi* (2018) was published about five years after *Country Assistance Policy for Malawi* (2012) was created. Upon publication, the Government of Malawi's document, MGDS III (2017-2022), and international development agenda, SDGs (2015-2030), were referred to. The MOFA in Japan (International Cooperation Bureau, Country Assistance Planning Division III; and Middle Eastern and African Affairs Bureau, Second Africa Division), the JICA Headquarters (Africa Department, Africa Division III), the Embassy of Japan in Malawi, and the JICA Malawi Office were all consulted. Thus, proper steps were taken.

(ii) Implementation of the Recommendations presented in the last Country Assistance Evaluation for Malawi 【Satisfactory】

- JOCVs, one of Japan's most outstanding field-level activities, continued to be deployed (Recommendation 1). *Project for Smallholder Horticulture Farmer Empowerment through Promotion of Market-Oriented Agriculture (MA-SHEP)* supported industrialization of agriculture — Malawi's main industry (Recommendation 3). Japan's comparative advantages — grassroots and agriculture assistance — were utilized (Recommendation 4). As some of the recommendations are too abstract without tangible benchmarks, such as enhancement of geographical connectivity with neighboring countries (Recommendation 2), building industrial infrastructure (Recommendation 3), and collaborative assistance led by Japan (Recommendation 4), it was not possible to verify to what extent those recommendations were implemented.

(iii) Policy consultation with the Government of Malawi 【Satisfactory】

- Representatives of the Embassy of Japan in Malawi and the JICA Malawi Office closely coordinated with each other and communicated regularly with their counterparts in the Government of Malawi at the policy consultation and sector working group meetings.

(iv) Coordination and consultation with other donors 【Partially Unsatisfactory】

- Representatives of the JICA Malawi Office participated in and exchanged their views at the Heads of Cooperation meetings, which the representatives of the major donors working in Malawi attended regularly, as well as sector working groups' meetings. While each donor should take the chair of these meetings in rotation, it was stated by some donors that the JICA representative had never chaired the meeting and remarks made by the JICA representative in the meetings were limited, so that it was difficult to understand the objectives and intention of Japan's assistance.
- At the staff level, Japanese aid workers interacted with those of the other donors on a daily basis, which informed them of Japan's assistance. At the same time, it seems that Japan's assistance policy and strategy for Malawi were not well understood by the other donors.

(2) Verification Criteria 2: Appropriateness of Processes of policy implementation (grasping Malawi's needs, monitoring, public diplomacy, etc.)

【Satisfactory】

(i)	Continuous grasping of Malawi's needs	Satisfactory
(ii)	Monitoring, evaluation, and feedback	Satisfactory
(iii)	Public diplomacy toward the Government of Malawi and its people	Partially Unsatisfactory
(iv)	Public relations with the people of Japan	Satisfactory

(i) Continuous grasping of Malawi's needs 【Satisfactory】

- Regarding the formulation, selection, and adoption of projects, the MOFA and the JICA conduct annual needs assessments of the Government of Malawi, and consider consistency between the Malawian needs identified through assessment and development agenda/assistance programs and the respective policies in each priority area for Japan. In each project, Japanese aid workers worked closely with their Malawian counterparts, and under such an intimate relationship, needs have been identified and monitored frequently. Experts dispatched from Japan sat in the respective offices of the Government of Malawi and made constant efforts to coordinate with their Malawian counterparts. Nevertheless, it was pointed out by a Malawian counterpart that it took a long time before the project was adopted after the needs assessment was conducted.
- In the bidding process for grant aid, the Government of Malawi, as the owner of the process, made decisions about specs of materials, equipment, and machinery, and about criteria for preliminary review of bidders, with support from the consultant. Hence, representatives of the Government of Malawi were sent to Japan to take part in the bidding. Upon the procurement of materials, equipment, and machinery, as well as the project implementation, a close relationship was maintained between the Malawian counterparts and the consultants. However, a Malawian counterpart pointed out that further efforts toward needs assessment would be required to select the most appropriate items for Malawi.

(ii) Monitoring, evaluation, and feedback 【Satisfactory】

- Representatives of the JICA Malawi Office met regularly with their counterparts in the Government of Malawi at the policy consultation and donor meetings, and conducted consultation and exchange of views with them. At the staff level, the JICA Malawi Office communicated constantly with their Malawian counterparts and representatives of the Government of Malawi, supervising, and offering advice to them. Monitoring was done for each project, and the JICA Malawi Office was in charge of managing such information.
- The Embassy of Japan in Malawi is tasked with conducting follow-up for every Grant Assistance for Grassroots Human Security Projects two years after the completion. The follow-up reports were commissioned from the Embassy of Japan in Malawi to third parties and stored for a certain period of time in the Embassy of Japan in Malawi (not open to the public).

(iii) Public diplomacy toward the Government of Malawi and its people 【Partially Unsatisfactory】

- The Embassy of Japan in Malawi and the JICA Malawi Office made serious efforts regarding ODA related public relations, having their homepage, and utilizing Facebook. Nonetheless, the number of followers of the Embassy of Japan's Facebook is about 4,000, and that of JICA Malawi Office's Facebook is less than 2,500. While in the past Mr. YAMADA Kohei, a JOCV, had increased the publicity of Japan in Malawi by producing and singing an AIDS prevention awareness song in Chewa called "Ndimakukonda", no one has followed in his footsteps developing effective public relations performance with a message that appeals widely and strongly to the local people. There is no system in place to harness the power of successful cases.
- Regarding the Kamuzu International Airport, the YouTube channel of the MOFA of Japan communicated that it was renovated by Japan's ODA, but the number of views was limited to about 700. At the airport, posters were put up indicating that the terminal building was expanded with Japan's assistance, and a plaque (name plate) was installed to clearly indicate Japan's support (the cost of these public relations activities was included in the contract). President Peter Mutharika and Ambassador YANAGISAWA Kae attended the groundbreaking ceremony, and active public relations was carried out. In Malawi, it is customary for the media coverage expenses (transportation expenses, daily allowances, and lunch charges) to be borne by the interviewees, but only the expenses for creating public relations pamphlets were allowed to be included in the public relations budget for the project. Therefore, such media coverage costs were paid by the project implementing company from its non-project budget.

(iv) Public relations with the people of Japan 【Satisfactory】

- Former JOCVs and others, including the Malawi Society of Japan, actively held events in Japan to reach the public. Regarding the signing of the Exchange of Notes (E/N), the MOFA of Japan issued the press release and posted an article on its homepage. The Embassy of Japan in Malawi also had publicized signing and delivery ceremonies.
- The Embassy of Japan in Malawi has made public relations efforts through Facebook. On JICA 's homepage, reports written by JOCVs have been uploaded to share their activities with the public.
- For Malawi, which is of little interest to the public in Japan, one-way information dissemination reaches only people who are interested in Malawi and who seek this information. Nevertheless, influencers on SNS such as YouTube, Twitter, and Instagram have not been employed to undertake public relations (a budget has not been allocated).

(3) Verification Criteria 3: Appropriateness of the assistance implementation structure 【Highly Satisfactory】

(i)	Management of the ODA Task Force	Highly Satisfactory
(ii)	Relationship between actors in Malawi and Japan	Satisfactory
(iii)	Communication mechanisms among JICA Experts, JOCVs, and other ODA actors	Highly Satisfactory

(i) Management of the ODA Task Force 【Highly Satisfactory】

- The ODA Task Force in Malawi includes representatives of the Embassy of Japan in Malawi and the JICA Malawi Office. In the Task Force, they collaborated closely on sharing information, exchanging ideas, and following completed projects.

(ii) Relationship between actors in Malawi (Embassy of Japan and JICA Malawi Office) and Japan (MOFA and JICA Headquarters) 【Satisfactory】

- In the MOFA, the International Cooperation Bureau (Country Assistance Planning Division III) oversees development of economic cooperation policy for Malawi, and is in charge of project planning and formulation in cooperation with the Embassy of Japan in Malawi. On the other hand, Middle Eastern and African Affairs Bureau (Second Africa Division) is responsible for overall diplomatic policy for Malawi. They have worked collaboratively in fulfilling each role.
- The JICA Malawi Office has consulted frequently with the Embassy of Japan in Malawi, and the JICA Headquarters (Africa Department, Africa Division III).
- As for the grant aid, JICA 's Africa Department proposes possible projects to MOFA's Country Assistance Planning Division III. The diplomatic significance of the proposal is scrutinized within the MOFA, and then discussed in the Project Planning Meeting and Development Project Accountability Committee. After completing these steps, the JICA will conduct the Project Formulation Survey,

which is to be followed by the Financial Execution Meeting held between the MOFA and the Ministry of Finance of Japan. If the project is approved in this meeting, the Government of Malawi signs the E/N with the Embassy of Japan in Malawi, subsequently concludes the Grant Agreement with the JICA, then the project will be implemented. These required steps were taken in each grand aid project in Malawi.

- As for the technical cooperation, the Embassy of Japan in Malawi, the JICA Malawi Office, the MOFA, and the JICA Headquarters collectively make decisions. After the decision is made to adopt the project, the JICA oversees its implementation. All the technical cooperation projects in Malawi followed these steps. In addition, the JICA has reported the progress and achievements of the projects and consulted with the MOFA in a timely manner when problems occurred. At the same time, on multiple occasions during the interviews, it was stated that sufficient authority has not been delegated by the MOFA and the Embassy of Japan in Malawi to the JICA including the JICA Malawi Office. Some suggested that, particularly in technical cooperation, further delegation of authority should be promoted to facilitate better efficiency.

(iii) Communication mechanisms among JICA Experts, JOCVs, and other ODA actors【Highly Satisfactory】

- The JICA Malawi Office and the Embassy of Japan in Malawi conducted regular coordination meetings at the frequency of once per quarter. On many occasions when problems happened, such as delays in project completion or delivery of equipment, ODA actors consulted with the JICA Malawi Office. Informal close communication between them was also confirmed. Positive cooperative relationships between JOCVs and ODA actors, such as offering useful advice to others, were also identified.

(4) Verification Criteria 4: Effective coordination with other donors, international organizations, and diverse aid actors (private sectors and NGO)

(i)	Consultation with other donors, international organizations, NGO, and private sectors	Satisfactory
(ii)	Relationship with the TICAD process (any coordination?)	Satisfactory

(i) Consultation with other donors, international organizations, NGO, and private sectors (objectives, frequency, participants, and achievements) 【Satisfactory】

- In the relationship with the other bilateral donors, there is no record of direct cooperation, but duplication was avoided through daily information exchange with USAID and GIZ. Regarding *5S-KAIZEN-TQM for Hospital Management* that aimed to improve the capacity of hospitals for their operation and management, GIZ also provided support related to “Quality” management, but duplication was avoided by coordination through the Quality Management Bureau of the Ministry of Health of Malawi. In collaboration with GIZ, a senior official of the Ministry of Health of Malawi was dispatched to Tanzania to join the training.
- Collaboration with international organizations is carried out through projects

supported through Japan's supplementary budget. Effective cooperation with international organizations in the field of emergency assistance was identified. For example, in the aftermath of Cyclone Idai in 2019, food assistance was provided by the United Nations World Food Programme (WFP) and reconstruction assistance was offered through the United Nations Development Programme (UNDP).

- In the *Project for Expansion of the Terminal Building at Kamuzu International Airport*, the JICA was responsible for the expansion of the terminal, while the European Investment Bank (EIB) and the European Union Aviation Safety Agency (EASA) provided safety support.
- Regarding the relationship with Japanese NGOs, several schemes for cooperation exist such as Grant Assistance for Japanese NGO Projects. Currently, four projects are being implemented, and many have already been implemented.

(ii) Relationship with the TICAD process (any coordination?) 【Satisfactory】

- The Government of Malawi promotes development with ownership in partnership with the international community. This attitude of the Government of Malawi is consistent with TICAD's goal of promoting ownership and partnership. Malawi has been supporting the TICAD process since its inception. The Government of Malawi has dispatched its dignitaries such as the President and Vice President to the TICAD and working closely with the TICAD process.
- Based on the commitment made at the TICAD, Malawians are admitted to Japanese universities as exchange students and as interns in Japanese enterprises through the "ABE initiative".

(5) Verification Criteria 5: Consideration and improvisation in relation to Malawi's features 【Highly Satisfactory】

(i)	Assistance considering the features of low-income countries (LICs)/least developed countries (LDCs)	Highly Satisfactory
(ii)	Assistance considering the aid-dependency and fragile financial situation of Malawi	Satisfactory

(i) Assistance considering the features of low-income countries (LICs)/least developed countries (LDCs) 【Highly Satisfactory】

- Japan has invested in (1) promotion of industrialization of agriculture based on the fact that agriculture is the core industry of Malawi; (2) infrastructure development in response to the serious power shortage; and (3) human resource development because Malawi's population growth is considerable, and half of its population is young.
- Taking into consideration the fact that Malawi is a LIC, JOCVs have been sent mainly in education and health sectors which are essential for meeting the basic social needs.

(ii) Assistance considering the aid-dependency and fragile financial situation of Malawi 【Satisfactory】

- Faced with issues such as aid dependency, limited ownership, and the fragility of the budget of the Government of Malawi, and considering the difficulty of ensuring local ownership and sustainability, Japan has decided to work with Malawian government agencies that have counterparts with a strong sense of ownership and commitment. A good example is the Lilongwe Water Board (LWB) that is financially independent from the government budget.
- While Malawi is strongly dependent on external assistance, the Embassy of Japan in Malawi has made efforts to draw out the commitment from Malawian counterparts. For example, Japanese ambassadors encouraged Malawian high-ranking government officials to attend various inauguration ceremonies of the Japan funded projects held in rural areas by his/her attending together.
- Because the budget of the Government of Malawi is limited, there are concerns about the sustainability of some projects. In addition, understanding on the project implementation, which initially were shared were negatively impacted by personnel shifts on the Malawi side, and this was identified as a challenge.

3-2 Diplomatic Viewpoints (national interests' perspective) Evaluation

3-2-1 Diplomatic Importance

The Diplomatic Importance of Japan's Assistance to Malawi will be evaluated using the following four verification criteria: (1) significance in international community; (2) significance in the bilateral relations with Malawi; (3) significance in Japan's peace and prosperity, and the safety and prosperity of Japanese citizens and companies; and (4) significance in relation to other diplomatic objectives and policies of Japan.

Overall Evaluation

Being categorized as one of the LDCs, Malawi's economic indicators are low. Being a landlocked country, Malawi is susceptible to surrounding security situations and vulnerable to infectious diseases from its neighbors. Hence, supporting such a country is important for the stability and prosperity of the Southern African region, as well as for human security perspectives. Japan's assistance to Malawi contributes to the peace, stability, and prosperity of the international community, in particular, Africa. It proved to be significant for the establishment of international order based on the fundamental values such as liberty, democracy, and rule of law.

(1) Verification Criteria 1: Significance in international community

(i) Contribution to the peace, stability and (economic) prosperity of the international community and the African region

- The diplomatic significance and importance of Japan's assistance to Malawi were confirmed in policy documents. In Japan's *National Security Strategy* (2013), Chapter IV entitled, Japan's Strategic Approaches to National Security, the importance of the TICAD process and of addressing development issues are identified. Based on these strategies, Japan has supported Malawi's

long-term development agenda. In the TICAD VI (2016), a concept of Free and Open Indo-Pacific (FOIP) was presented, and in the TICAD 7 (2019), a reference to the importance of the “ABE Initiative” was made in Prime Minister ABE Shinzo’s keynote speech. Also, in the TICAD VI, at a working dinner with the leaders of the Central and Southern African countries, Prime Minister ABE mentioned the regional connectivity and support for SADC’s efforts in his opening remarks. Continued support for Africa was expressed in Prime Minister ABE’s policy speech made in the National Diet in 2019.

- Malawi is landlocked but is located in the center of the Nacala Corridor, a very important logistics route in the SADC countries. For Japan’s diplomatic policy, which emphasizes connectivity in the region, Malawi is a very important country.

(ii) Contribution to rule-based international order that respects the basic values such as liberty, democracy, and rule of law

- Assistance to Malawi further fosters and strengthens bilateral cooperation and contributes to the stabilization of the political and economic situation in southern Africa. For those reasons, it is significant in terms of diplomacy.
- Through development cooperation with Malawi, Japan can contribute to strengthening universal values and the rule-based international order, improving the global security environment of SADC countries, and building a peaceful, stable, and prosperous international community. For those reasons, Japan’s assistance to Malawi is meaningful.

(2) Verification Criteria 2: Significance in the bilateral relations

(i) Historical relationship with Japan

- Japan recognized Malawi’s independence in July 1964 when the declaration for independence was made. Seven years later, in 1971, Japan started technical cooperation with Malawi. The Embassy of the Republic of Malawi in Japan was opened in February 1992, and the Embassy of Japan in Malawi was established in January 2008. Since 1994 (in the last stage of the Kamuzu Banda administration), Malawi has taken the helm for democratization. As Malawi and Japan share the values of liberty and democracy, Japan’s support for Malawi to maintain friendly relationship has a diplomatic significance.
- The establishment of the Embassy of Japan in Malawi in 2008 by the Government of Japan was a critical juncture in the development of bilateral relations. It is testimony to the diplomatic importance of Malawi for Japan. Since then, NORO Motoyoshi, SAMUKAWA Fujio, NISHIOKA Shuichiro (private sector), YANAGISAWA Kae (JICA), and IWAKIRI Satoshi (JICA) have been appointed as resident Japanese Ambassador to Malawi. The Embassy also functions as a focal point for development cooperation. The ambassadors during the period of this Evaluation study were both from the JICA and were familiar with development cooperation. Due to the presence of the ambassador extraordinary and plenipotentiary, the ambassador’s residence was set up and important diplomatic events such as the Emperor’s Birthday reception were held. The receptions were attended by ministerial level personnel from the Government of Malawi. Therefore, a correlation can be found between Japan’s

assistance to Malawi and the development of bilateral diplomatic relations between the two countries.

- The dispatch of JOCVs has played a very important role. Since the dispatch of seven JOCVs in August 1971, a cumulative total of JOCVs sent to Malawi has reached approximately 1,900 (1,897 as of December 1, 2021), which makes Malawi the largest recipient of JOCVs in the world. In particular, many of them have been dispatched to the fields of health/medical care and human resource development (education). One of the reasons for such a large number of JOCVs being sent to Malawi lies in the safe environment that Malawi has offered. In addition, as the Government of Malawi claims, Malawi is “the Warm heart of Africa”, with the Malawian people known for their very gentle nature.
- There has been no ministerial visit to Malawi from Japan. However, in 2017, a member of the House of Representatives, AISAWA Ichiro, who has a deep knowledge of the relationship with Africa and is the chairperson of the Japan-AU Friendship Parliamentary Association, chose to visit Malawi. On the other hand, the Malawian Minister of Industry, Trade and Tourism, Henry Amon Robin Mussa, visited Japan in 2017 to attend the Japan Africa Business Forum, the Minister of Foreign Affairs and International Cooperation, Emanuel Fabiano, visited Japan in 2018 to attend the TICAD Ministerial Meeting, and Vice President Everton Herbert Chimulirenji, Minister of Foreign Affairs and International Cooperation Francis Kasaila and others visited Japan in 2019 to participate in the TICAD 7. In the past, Presidents Bakili Muluzi, Bingu wa Mutharika and Joyce Banda have visited Japan.

(ii) Malawi's geopolitical position

- Surrounded by Tanzania, Mozambique and Zambia, the landlocked Malawi is at the center of the Nacala Corridor, which connects Mozambique to Zambia, and is geopolitically important. *Project for the Improvement of Main Roads in the City of Lilongwe* is scheduled to be implemented. This project will strengthen not only Malawi but also regional logistics, which is important for Japan's diplomacy.

(iii) Relationship with emerging donors whose presence in Malawi is considerable (i.e., China)

- Malawi's first president, Kamuzu Banda, had a clear anti-communism policy and nurtured amicable relations with Taiwan. Until the diplomatic relations with China was formalized in December 2007 during the time of President Bing Mutharika, Malawi maintained a friendly relationship with Taiwan.
- The Embassy of China in Malawi has not been very active, and China's influence on Malawi is not as strong as on other Africa states.
- Some Malawi government officials are aware of the difference in quality between Japan's assistance and China's assistance, but in recent years, in certain areas such as artificial intelligence (AI) and ICT, China's technology has exceeded that of Japan. The overall quality of China's development cooperation in general has improved.
- Although it is not necessary to compete with China, the diplomatic significance of Japan's assistance to Malawi is considerable as Malawi shares the basic values of liberty and democracy.

(3) Verification Criteria 3: Significance in Japan's peace and prosperity, and the safety and prosperity of Japanese citizens and companies

(i) Protection of Japanese nationals in international terrorism, pandemic, and large-scale natural disasters (Emergency networks, Response drills)

- In Cabo Delgado Province in the north of Mozambique, which is adjacent to Malawi, attacks by armed groups have been active since around 2017. It can never be said that Malawi, which is adjacent to Niassa Province in the northern part of Mozambique, will be immune to such occurrences. Refugees from Mozambique may flow in, and the armed groups may recruit young people in Malawi. Therefore, contributing to the peace and stability of Malawi and the SADC region through ODA will contribute to world peace, Japan's prosperity, and the security of Japanese people in the medium to long run.
- The Embassy of Japan has established, in peacetime, an emergency contact network that covers, in principle, all Japanese expatriates, and conducts emergency response drills for them. In the event of an emergency, Japanese expatriates will be protected according to the emergency response manual prepared by the Embassy of Japan in Malawi. With the spread of COVID-19, the temporary return of JOCVs was carried out, on several occasions between 20 and 26 March 2020, at the discretion of the JICA Headquarters.

(ii) Providing security for Japanese companies working in Malawi (including local workers and assets)

- In principle, corporate activities in Malawi are based on Malawi's domestic law. A Japan Corporate Support Officer is assigned in the Embassy of Japan in Malawi, to support Japanese companies in Malawi to be able to work safely. There is a system of support in place and whenever necessary the Embassy of Japan in Malawi will seek support from the Government of Malawi.
- Japanese companies operating in Malawi contribute to job creation and human resource development for Malawians, and also contribute to the promotion of Japan-Malawi business relations. Therefore, ensuring the safety of Japanese companies (and their employees) in Malawi is one of the most important tasks of the Embassy of Japan in Malawi.

(4) Verification Criteria 4: Significance in relation to other diplomatic objectives and policies of Japan

(i) Relationship with the stability and peace of the African region

- The stability of Malawi is indispensable for the peace and stability of southern Africa, and Japan's assistance to Malawi contributes to this end. Malawi shares a long border with Mozambique and is connected by the Nacala Corridor. Because Muslims live in northern Malawi, the rise of armed groups in Cabo Delgado Province in Mozambique may have some impact on Malawi. Therefore, Japan has to pay more attention to the situation in Mozambique from the perspective of supporting Malawi.

(ii) Relationship with human security (including response to COVID-19)

- Malawi is landlocked with the GNI per capita is about US\$580,²⁰ so it is susceptible to the influence of neighboring countries, including the spread of infectious diseases such as COVID-19 and natural disasters (e.g., Cyclone Idai in 2019). Supporting such a vulnerable country is, therefore, important for Japan as it advocates for human security.

(iii) Relationship with the TICAD (VI~7) process support

- The TICAD process is the basis of Japan's African policy. Malawi supports Japan in the TICAD process. President Bingu wa Mutharika participated in the TICAD IV, President Joyce Banda took part in the TICAD V, and Vice President Everton Herbert Chimulirenji attended the TICAD 7.

3-2-2 Diplomatic Impact

For the purpose of evaluating the Diplomatic Impact of Japan's assistance to Malawi, the following three verification criteria will be used: (1) impact on Japan's position in the international community and the African region (promoting understanding of Japan's position and presence); (2) impact on bilateral relations and the Japanese people (economy, diplomacy, friendship, and fostering pro-Japanese citizens and experts on Japan); and (3) contribution to the prosperity of the Japanese people and enterprises including the promotion of Japanese enterprises entering Malawi and Japan's private investments into Malawi.

Overall Evaluation

Malawi has supported Japan on various occasions in the international community, which can be counted as an impact of Japan's assistance to Malawi. Malawi has also supported the TICAD process, which contributed to the enhancement of Japan's diplomatic presence in Southern Africa. Continuous engagement of the JOCVs in Malawi has contributed to the development of important human networks and enhancement of mutual understanding in the bilateral relations between Japan and Malawi. Although efforts were made through the "ABE initiative" to link Japan's small and medium-sized enterprises (SMEs) with Malawi's industrial workforce, at this point, they have not resulted in the expansion of Japanese business and private sector investment in Malawi.

(1) Verification Criteria 1 : Impact on Japan's position in the international community and the African region (promoting understanding for Japan's position and presence)

(i) Contribution to Japan's presence in the international community, and the African region

²⁰ World Bank national accounts data, and OECD National Accounts data files.
<<https://data.worldbank.org/indicator/NY.GNP.PCAP.CD?locations=MW>>

- Malawi has consistently supported the TICAD process, which is the cornerstone of Japan's African policy, and the head of state level leaders have participated in the TICAD every time since the first conference. Malawi, which supports the TICAD process, has contributed to improving Japan's diplomatic presence, and thus, Japan's assistance to Malawi has a diplomatic impact in this regard.

(ii) Contribution to understanding and support for Japan's position in the international community, and the African region

- Malawi has shown understanding on Japan's position and initiative in the international community such as in discussion on UN reform and in various international organization elections. Therefore, the implementation of Japan's ODA for Malawi has led to the strengthening of Japan-Malawi bilateral relations and has served as a basis for the Government of Malawi's understanding and support for Japan's position in the international community.

(iii) Synergy effects with public diplomacy towards the international community and the TICAD (including timing)

- When the TICAD was held, Malawian media covered the TICAD extensively along with information on members of the Malawian delegation. The Government of Malawi and the Embassy of the Republic of Malawi in Japan have regularly publicized to their citizens the importance of the TICAD in Japan-Malawi relations.

(2) Verification Criteria 2: Impact on the bilateral relations and Japanese people (economy, diplomacy, friendship, and fostering pro-Japanese citizens and experts on Japan)

(i) Promotion of Top to Grassroots-level interactions

- Malawi's female judo player who participated in the Tokyo 2020 Olympics is a former student of a JOCV. Vice President Everton Herbert Chimulirenji came to Japan to participate in the TICAD 7, and Prime Minister Abe agreed to deepen the Japan-Malawi bilateral relationship. Francis Kasaila, Minister of Foreign Affairs and International Cooperation, who came to Japan with Vice President Chimulirenji, was also a former student of a JOCV. He was reunited with the JOCV who taught him, and shared his memories and stories of the past, which was covered by Malawian media. The experience of training in Japan was recognized by Malawians as being useful and had the potential to play an important role in their future career.
- The Malawi Society of Japan, which was founded by former JOCVs dispatched to Malawi, has led to the development of cultural exchanges between Japan and Malawi, and the friendly relationship between Japan and Malawi has been promoted. The role of Malawians who came to Japan under the program called the "ABE Initiative" and who were later hired by Japanese companies should not be overlooked.

(ii) Contribution to better understanding and popularity of Japan (Japanese people)

- It is difficult for the ordinary Malawians, who usually do not have much contact with Asians, to distinguish between Japanese, Korean, and Chinese by their appearance. However, those who have cultivated friendships or worked together with Japanese ODA actors such as JOCVs, have a feeling of familiarity with and favor toward Japan (this statement was supported by many testimonies in the interviews). From this, Japan's ODA for Malawi can be said to have contributed to the improvement of Malawians' understanding of Japan.

(iii) Expansion of pro-Japanese citizens and experts on Japan

- The number of pro-Japanese citizens and experts on Japan in Malawi is steadily increasing due to the remarkable performance of students who were taught by JOCVs (the cumulative number of JOCVs dispatched to Malawi is the world largest). It is epoch-making that the Foreign Minister and Olympic athletes are among the former students of JOCVs. This will surely continue to drive and develop the relationship between Japan and Malawi. The diplomatic impact was confirmed to some extent as a result of the growing presence of pro-Japanese students of JOCVs and Malawian experts on Japan, and promotion of Japan-Malawi economic relationship and friendship. In this respect, the role played by JOCVs, who infiltrate deep into the Malawian society, is significant in generating a positive diplomatic impact.
- The existence of Malawians who returned from Japan after participating in the JICA knowledge co-creation program and the "ABE Initiative", and those Malawians who remain in Japan, will become more important in the future.

(iv) Contribution to trust in Japan

- Japan's continuous assistance to Malawi has served as the basis for Malawi's support for Japan in the international community. This is considered to be proof that Malawi has a high degree of trust in Japan as a result of Japan's assistance to Malawi.

(3) Verification Criteria 3: Contribution to the prosperity of Japanese people and enterprises including the promotion of Japanese enterprises entering Malawi and Japan's private investments into Malawi

(i) Benefits to Japanese (small and medium-sized) enterprises

- It is clear that Japan's assistance to Malawi has brought some direct benefits to the economic relationship between Japan and Malawi. Although accepting Malawian interns under the "ABE Initiative" has not triggered the advancement of Japanese companies into Malawi, some of the host companies, for example, Hinode Sangyo Co., Ltd. (in Kanagawa Prefecture) aim to create a sound material-cycle society through water treatment in Malawi. Others have started businesses in Malawi using JICA's Private Partnership Project. For example, SMEs in Ehime Prefecture (LLC Only One Ehime, Fellow System Co., Ltd., and Eight One Co., Ltd.) have a track record of expanding business into Malawi. For these reasons, it can be said that economic spillover effects have been generated through good bilateral relations, but due to the influence of COVID-19, many challenges have become apparent for sustaining such effects and healthy economic activities.

(ii) Impact on Japan's economy

- Although some Japanese companies were forced to withdraw from Malawi due to COVID-19, major trading companies are also beginning to be interested in Malawi, such as Itochu Corporation, a general trading company in the sesame business. The number of Japanese companies in Malawi is flat at six to eight. Trade value (Table 6) and investment are small, but the economic relationship between Japan and Malawi has not deteriorated.

Table 6 Japan – Malawi Trade (Unit: 100 million Yen)

Year	From Japan to Malawi	From Malawi to Japan
2016	20.4	13.2
2017	24.4	15.1
2018	32.5	19.3
2019	29.8	13.1

(Source) The Ministry of Finance of Japan, Trade statistics (changes in trade transaction amount for Malawi) created by the Evaluation Team

(iii) Relevance to Japan's domestic public relationship

The Embassy of Japan in Malawi runs its homepage and Facebook (about 4,000 followers). The Fellow System Co., Ltd. (IT company) in Matsuyama City, Ehime Prefecture, introduced its Africa business on its homepage, promoting Malawi. In the blog of Hinode Sangyo Co., Ltd. in Yokohama City, Kanagawa Prefecture, which accepted Malawian interns through the “ABE Initiative”, Ms. FUJITA Kaori, director of the company, mentioned Malawi several times.



Photo by Evaluation Team

*Interviewing a Couple Participated in the Project
Project for Smallholder Horticulture Farmer
Empowerment through Promotion of
Market-Oriented Agriculture (MA-SHEP)*

This couple selected crops based on the market research, which increased their revenue, allowing them to renovate their house and buy some livestock. An agricultural extension officer (on the left) leads the project with the participants (two on the right), and the experts sent from Japan support their efforts from behind.

1. Measures that contribute to the advancement of Japanese SMEs and NGOs, and the improvement of the investment environment should be strengthened further.
2. A “Human Resources Bank (tentatively named)” for Malawian students and trainees (studied or studying in Japan) should be established to strengthen their network building and application.
3. Strategic and continuous utilization of Japan Overseas Cooperation Volunteers (JOCVs) and core human resources on the Malawi side should be pursued.
4. Public diplomacy strategies aimed at the people of Malawi should be strengthened.

Recommendation 1: Measures that contribute to the advancement of Japanese SMEs and NGOs, and the improvement of the investment environment, should be strengthened further.

- In collaboration with countries and donors who have supported the formation of Malawi’s legal system, Japan should scrutinize Malawi’s corporate and tax laws and support revision procedures to remove barriers to entry for foreign companies, NGOs, and investment.
- Japan should also collaborate with other donors to provide a knowledge co-creation program and/or a technical cooperation project²¹ to simplify customs procedures such as support for the One Stop Center.²²
- Without being bound by the traditional development sectors such as Agriculture, Education, Health, etc., Japan should explore fields such as entrepreneurship, finance, and investment that promote business opportunities for Japanese SMEs.
- The selection criteria for the “ABE Initiative” fellows should be revised to find human resources with strong entrepreneurship, including candidates for executives of private companies, which would contribute to the improvement of supportive infrastructure for Japanese SMEs to envision joint ventures with Malawi entrepreneurs.

²¹ It is a scheme for technical cooperation that effectively combines three approaches to generate synergy effects: (i) training for engineers and public administrators in the developing countries; (ii) dispatch of experts with specialized technology and knowledge; and (iii) provision of equipment necessary for technical cooperation.

²² A place where all the necessary administrative procedures for establishing corporations/organizations and beginning projects/business can be completed, such as certifying the statutes of a company/organization, registration, taxation, pension/social insurance, and immigration.

Recommendation 2: A “Human Resources Bank (tentatively named)” for Malawian students and trainees (studied or studying in Japan) should be established to strengthen their network building and application.

- A “Human Resources Bank (tentatively named)” for Malawian students and trainees who have studied or are studying in Japan to build a human resources network should be set up on the cloud under the jurisdiction of the JICA Malawi Office, taking into consideration the protection of personal information of registrants.
- For its operation, the alumni association for former students and trainees called the Kakehashi should be mobilized. By allowing the Kakehashi to operate the Bank proactively, Japan should support the Kakehashi not only to be the hub for the network among Malawian students and trainees, but also to be a bridge between them and the public in Malawi, as well as a bridge to Japanese SMEs, investors, and NGOs.
- Upon establishing the Bank, a knowledge co-creation program and/or a technical cooperation project can be introduced, as making the Bank user friendly for Japanese SMEs and investors can also contribute to Recommendation 1.

Recommendation 3: Strategic and continuous utilization of Japan Overseas Cooperation Volunteers (JOCVs) and core human resources on the Malawi side should be pursued.

- Japan’s comparative advantage in supporting Malawi lies in its technical cooperation through human resource development at the grassroots level. In this effort, Japan should make effective use of former JOCVs.
- To promote this, opportunities for former JOCVs to acquire specialized knowledge and skills should be increased.
- By allowing JOCVs to continue working in Malawi after their term expires, they should be provided with additional opportunities to gain experience and improve their expertise, which could prepare a career path for them to become Senior Volunteers and Experts. For example, after the completion of their normal JOCV assignment, they can be promoted as junior leaders in Team Deployment Projects or given posts in JICA Office Malawi and the Embassy of Japan in Malawi.
- Identify Malawian counterparts and former trainees of Japanese projects as core human resources and enhance follow-up with them in order to encourage their continued involvement. They should be allowed to update periodically their knowledge and skills through refresher training. To improve their knowledge and skills further, the *Project for Human Resource Development Scholarship* (JDS) should be introduced in Malawi, expanding their options to advance their career at graduate schools in Japan, adding to the menu of existing long-term training schemes such as “ABE Initiative” and “SDGs Global Leaders”.

Recommendation 4: Public diplomacy strategies aimed at the people of Malawi should be strengthened.

- ODA's public relations should be reconsidered strategically so that ODA's diplomatic spillover effect can be enhanced. Japan should continue to upgrade its "face-to-face" assistance so that not only our faces can be seen but also messages from Japanese people to Malawian people can be heard.
- Japan should envisage two-way diplomacy utilizing participatory social media such as SNS so that the voice of the Japanese people can be conveyed not only to the government and aid officials in Malawi but also to the public.
- The Kakehashi should be given a public relations function for the domestic audience in Malawi, which the Malawi Society of Japan has fulfilled in Japan (e.g., maintaining its homepage, publishing its magazines, organizing seminars). Taking advantage of former trainees and students who are blessed with the power to influence others, Japan should increase the frequency of dissemination on SNS, and should request Malawian influencers and artists to effectively publicize Japan's ODA on SNS to improve the quality of ODA public relations.

Table 7 Recommendations of the Evaluation and Responding/Supporting Agencies, Response Time, and Importance

Recommendations	Responding/Supporting Agencies ¹				Response Time ²	Importance ³
	Japan		Malawi			
	MOFA	JICA HQ	Embassy of Japan	JICA Malawi Office		
1. Measures that contribute to the advancement of Japanese SMEs and NGOs, and the improvement of the investment environment should be strengthened further.	◎	◎	○	○	M	◎
2. A “Human Resources Bank” for Malawian students and trainees should be established to strengthen their network building and application.			○	◎	S	◎
3. Strategic and continuous utilization of JOCVs and core human resources on the Malawi side should be pursued.	○	◎	○	○	L	○
4. Public diplomacy strategies aimed at the people of Malawi should be strengthened.			◎	○	S	

(Source) Evaluation Team

(Note) 1. Responding/Supporting Agencies: ◎ = Responding; ○ = Supporting;
 2. Response Time: S (Short) = 1-2 years; M (Medium) = 3-5 years; L (Long) = 5 years over;
 3. Importance: ◎ = high; ○ = medium