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MALAWI GENDER BASED GOVERNANCE PROGRAMME

MIDTERM EVALUATION REPORT-FINAL DRAFT

DEVELOPMENT CONSULTING ASSOCIATES (DEVCAS)

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Acronyms and Abbreviations

AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CMD	Centre for Multiparty Democracy
CO	Country Office
CSO	Civil Society Organisation
DEVCAS	Development Consulting Associates
DHRMD	Department of Human Resource Management and Development
DRF	Development Results Framework
ERG	Evaluation Reference Group
GAG	Gender Advisory Group
GATE	Global Accountability and Tracking of Evaluation
GBG	Gender-based Governance
GBV	Gender-based Violence
GEA	Gender Equality Act
GRB	Gender Responsive Budgeting
GRP	Gender Responsive Planning
GTWG	Gender Technical Working Group
HIV AIDS	Human Immune Virus / Acquired Immuno-Deficiency Syndrome
IEC	Information, Education and Communication
JWP	Joint Work Plan
M&E	Monitoring and Evaluation
MALGA	Malawi Local Government Association
MDGs	Millennium Development Goals
MDHS	Malawi Demographic and Health Survey
MEC	Malawi Electoral Commission
MGDS II	Malawi Growth and Development Strategy II
MoFEPD	Ministry of Finance, Economic Planning and Development
MoGCDSW	Ministry of Gender, Children, Disabilities and Social Welfare
MoLGRD	Ministry of Local Government & Rural Development
MoU	Memorandum of Understanding
MP	Members of Parliament
NGO GCN	NGO Gender Coordinating Network
NGO	Non-governmental organization
NGP	National Gender Policy
NICE	National Initiative for Civic Education
NSO	National Statistics Office
PPRRA	Political Parties Registration and Regulation Act
PSRP	Public Service Reforms Programme
PWC	Parliamentary Women Caucus
RNE	Royal Norwegian Embassy
SADC	Southern Africa Development Community
SDGs	Sustainable Development Goals
ToC	Theory of Change
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Programme
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund

Executive Summary

In 2015, UN Women Malawi launched the Gender Based Governance (GBG) program that is being implemented by UN Women with funding from the Royal Norwegian Embassy (RNE) through a mix of government and NGO partners.

The goal of the program is to position gender equality as central to all development processes in Malawi. It intends to achieve the following three outcomes:

- ***Outcome 1:*** *mainstreamed gender equality dimension in policies, strategies and budgets at all levels, with focus on the upcoming post-MGDS II process and gender responsive budgeting (GRB);*
- ***Outcome 2:*** *Enhanced capacity of the Parliamentary Women's Caucus (PWC) and Standing Committees for gender sensitive oversight, representation and legislative function; and*
- ***Outcome 3:*** *Non-state actors to effectively influence the gender agenda in Malawi.*

UN Women Malawi envisages that the Gender Based Governance program will achieve two developmental impacts. First, that it will see '*women lead and participate in decision making at all levels;* and secondly that *'governance and national planning will fully reflect accountability for gender equality commitments and priorities.'*

The evaluation of the programme focused on assessing the progress on achievement of the planned results, cost-effectiveness of the program and on the review of structures, processes and systems established during the implementation period. More specifically, the evaluation **assessed** the areas under four key areas, namely relevance, effectiveness, efficiency and feasibility and sustainability.

The evaluation used multiple data collection and analysis techniques, including both quantitative and qualitative methods in ensuring that findings are relatively consistent across the implementing partners' initiatives as well as the different stakeholders. A total of 16 interviews (8 key informant interviews and 8 focus group discussions) were conducted interviewing 30 people over a period of 3 weeks in 5 selected districts across the country. In addition to the primary data a desk review of various program documents and materials produced by UNW and partners was also conducted.

The assessment found that the GBG programme is highly ***relevant*** with an overall score of **4.8** out of the maximum score of 5. This means that the implementing partners regard the program as very relevant. The findings intimate that the relevance of the program is associated with certain project specific opportunities and challenges***.*** Apart from its alignment with UN Women's theory of change and national gender equality priorities and policies,[1] the **relevance** of the program was measured in the context of the implementing partners' objectives, plans, and the significance of the project to the beneficiaries (ownership, alignment).

With reference to ***effectiveness,*** which was examined from the viewpoint of achieved outputs and outcomes versus planned outputs and outcomes, the rating was 4.4. It was specifically noted that each component of the project had specific opportunities and challenges which impacted positively

[1] Discussed in Parts 3 and 4 respectively

or negatively. It is evident that several interventions were deemed to be very useful to project beneficiaries and transformative as well as mind-set changing. Direct funding was perceived as one of the factors that enhanced effectiveness. Where direct funding was not the norm, effectiveness suffered, due to reduced ownership.

The programme had an overall ***efficiency*** rating of 2.8, slightly below a satisfactory score of 3. The main reasons for the poor efficiency rating are perceived to be the absence of direct funding and poor implementation (planning and monitoring) frameworks.

Feasibility and Sustainability received the lowest overall rating of 2.3. In areas where ownership is perceived to be donor driven, largely due to minimal involvement of the implementing partners in planning, budgeting, etc., as UNW performs all the implementation, sufficient technical and administrative capacities, within partner institutions, are not built to sustain future implementation, including resource mobilization.

Key Findings and Lessons

The evaluation has discerned a number of key findings and lessons which are presented in form of opportunities and challenges. They include the Following:

a) Opportunities
   - UN Women has adequate staff to support the direct implementation of the GBG program. At a minimum, the staff members have a Bachelor's Degree. Some have a Master's Degree and one is studying for a PhD. Despite the above, the organisation has suffered some staff turnover to the effect that at the time of the review, only two members of staff that were there at the beginning of the program were still around, the rest have joined after one year of commencement of implementation. It can still be observed that staff turnover has affected momentum and programmatic approaches.
   - The evaluation established that the sum total of the interventions under the GBG Program have great potential to facilitate the practical attainment of the relevant envisaged results of the theory of change. However, given the large number of interventions, UNW seems to be spread too thinly and therefore compromises the impact of its interventions, as well as introducing some element of duplication since a number of UN Agencies and other cooperating partners are working in the same areas. There is therefore need to focus on a few intervention areas and increase complementarity with interventions of other cooperating partners.
   - The organisational theory of change was developed around 2015 when UN Women was very new. The experience of implementing the GBG program has been useful in illuminating how UN Women's theory of change can be made more relevant to the country's priorities. For example, it is now clear that UN Women can sharpen its niche by focusing on engendering national processes; strengthening women in leadership; and enhancing the quality of coordination for the national gender agenda. This can motivate the development of a useful theory of change that is specific to the GBG program, unlike the current scenario whereby the program leans on the overall organisational theory of change that is too broad.
   - Under the program, several partners (NICE, MEC, CMD, NGO GCN) have developed gender strategies/policies. These are important institutional frameworks that can

contribute to the envisaged results under the theory of change. UN Women intends to support the implementation of selected actions.

- The GBG program was structured around very low-level indicators (at output and activity levels), which makes it very problematic to collect appropriate data that measures results. It was necessary for the theory of change to be realized not only through UN Women's selection program interventions that have been proven effective in producing desired change, but by instituting suitable mechanisms to measure whether or not the desired change is happening.
- The lack of sufficient M&E tools in most of the projects (including articulated log frames and data collection tools[2]), made it difficult to learn how most of the interventions were concretely contributing to the theory of change. Consequently, this made it rather difficult for the evaluation team to measure effectiveness, efficiency and ensure sustainability and relevance more effectively
- While it is accepted that it may have been unnecessary to inundate implementing partners with the technical aspects of UN Women's theory of change, the least that was expected was for implementing partners to be conversant with the logic of their own interventions and the concrete results that were anticipated. However, at the project level, interviewed staff often had difficulty articulating their own understandings of the assumptions and analysis underpinning the projects they were working on. In a number of cases, there were no explicit project documents to communicate the project objectives.
- There isn't enough funding to support the implementation of all the planned interventions of the gender strategies/policies that have been developed by partners. A holistic approach to implementation is essential if a theory of change is to be realized.

b) Challenges

- While the policy interventions of the program are noble, their material relevance lies in the actual changes that can be effected by government at policy level. For example, applying findings of the MGDS II review to the MGDS II successor document; developing, implementing and monitoring gender responsive budgets; practically moving towards the gender equality quota in the public service etc.
- Beyond 'policy compliance,' the interventions can only have tangible impact if they:
    - are matched by consistent results. For many projects, it is either too early to gauge impact or the results are obscure due to low-level indicators and lack of reporting/documentation. A few partners even lack basic technical knowledge about their projects, thereby raising the argument that "*one can't effectively implement policy that he/she hardly knows*." It is very important that partners be well informed about the theory of change for the project so that implementation can be directed towards appropriate interventions.
    - actually influence multi-sectoral gender mainstreaming in recruitment, selection, promotions and training, including facilitating the attainment of the

[2] With each partner being given milestones to track and report their role in the project. This would be supported with regular performance reports and quarterly review meetings with national and district stakeholders

40:60 recruitment targets under the Gender Equality Act (i.e. in the case of DHRMD's project targeting the public service).

c) Lessons Learned
   - Alignment makes all the difference
     - The aspect of promoting women's political and leadership empowerment complemented institutional core objectives/mandates.
     - The targeting of policy interventions is key in making an impact on the national gender agenda. Issues such as 50:50 (for women in politics) or the 40:60 (public service gender equality quota) cannot be achieved without direct targeting.
     - There is demand for more activities from some target groups. For example, MALGA illustrated how women councillors are pressing for more interventions.
   - Gender institutional frameworks matter for 'institutional conscious raising'
     - Partners such as MEC, CMD, NICE, PWC and NGO GCN have formulated gender strategies/strategic plans under their respective projects. These frameworks have helped most of the institutions to vividly connect how gender mainstreaming is inseparable from their core mandate. Because the plans that are articulated in the frameworks are viewed as 'added-value' internally, most key informants did not hesitate to rank the program's relevance very highly. Of course, this is without delving into the question of how the plans would be implemented in practice (resources).
     - While the interventions are at different levels of implementation, at a minimum, each partner has witnessed the implementation of relevant 'background work' to position the institution to promote the gender agenda in the context of governance. This means that while concrete results are generally uncertain, at least there is consensus that the program is relevant because it has created an enabling environment that can potentially support the attainment of substantive equality if more was done under the respective projects. Examples in point are DHRMDs leadership trainings for public

Key Recommendations

From the interviews we held during this study, and some of the documents we have reviewed, a number of recommendations emerge as follows:

- GBG Theory of Change: The CO should endeavour to develop a Theory of Change for the GBG programme
- Focus on a few activities: Given the large number of interventions, UNW seems to be spread too thinly and therefore com promises the impact of its interventions, as well as introducing some element of duplication and overlap since a number of UN Agencies and other cooperating partners are working in the same areas. There is therefore need to focus on a few intervention areas and increase complementarity with interventions of other cooperating partners.

- As poverty seems to have a gender face, UNW should revisit the Theory of change analytical framework, putting more emphasis on poverty analysis to explore the link between gender inequalities and poverty in Malawi, thereby reorienting its interventions towards activities that address gender issues that inhibit poverty reduction, such as focusing on engendering national

processes; strengthening women in leadership; equal access to means of production and enhancing the quality of coordination for the national gender agenda..

- Form a Technical Team to oversee implementation of the GBG: There should be a technical working group for the entire project to track progress and allow all implementing partners to learn from each other.
- Strengthen Reporting mechanisms: There is need to focus on results based reporting, and not simply output based reporting.
- Improve Efficiency
- The monitoring of the relevance/quality of gender related interventions that are happening on the ground is loose.
- Improve Sustainability
    - Planning activities and finances to be done jointly by UNW and key stakeholders
    - Need for more information sharing sessions among partners to ensure that they were all knowledgeable as to what was going on the project and thereby improve on implementation.
    - Assess the financial management and accountability capacities of all partners and offer direct financial support from UN Women and would be very accountable for the funds
- There is need to focus on results based reporting, and not simply output based reporting.

In summary, the recommendations suggest re-orientations and changes in the program design, scope and implementation approach. It also provides recommendations on management and methodologies with the aim of enhancing the performance and delivery of the program.

1 Introduction

1.1 Overview

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was created in 2010 by a unanimous decision of the UN general Assembly. It was established to accelerate progress on the elimination of discrimination against women and girls, empowerment of women and the achievement of equality between women and men as partners and beneficiaries of development. The Malawi country office was established in 2012, and is currently supporting interventions under four priority areas, namely:

i. Women's leadership and decision making
ii. Women's economic empowerment
iii. Elimination of violence against women and girls
iv. National budgeting and planning

This report is related to the mid-term evaluation of the "Gender Based Governance" Programme.

1.2 Rationale for Evaluation

In February 2017, UN Women (UNW) Malawi commissioned Development Consulting Associates (DEVCAS) to conduct a midterm evaluation of its Gender Based Governance (GBG) Program in accordance with the TORs under **Annexure 8**: Terms of Reference for a Consultant to Conduct Mid-Term Evaluation for Gender and Governance Programme – UN Women and other UN Women Evaluation Guidelines. The overall goal of the midterm evaluation is to review progress made by the programme towards achieving the expected outcomes and goals. The evaluation is meant to propose specific recommendations for the future direction of the programme that will be used by UN Women and different stakeholders to re-strategize the programme for maximum impact. The recommendations are to suggest if deemed necessary, re-orientations and changes in the programme design, scope and implementation approach and also provide recommendations on management and methodologies to improve performance and delivery of the programme.

1.3 Scope of Work

The evaluation will focus on assessing the progress on achievement of the planned results, cost effectiveness of the programme, and on the review of structures, processes and systems established during the implementation period. More specifically, the evaluation will:

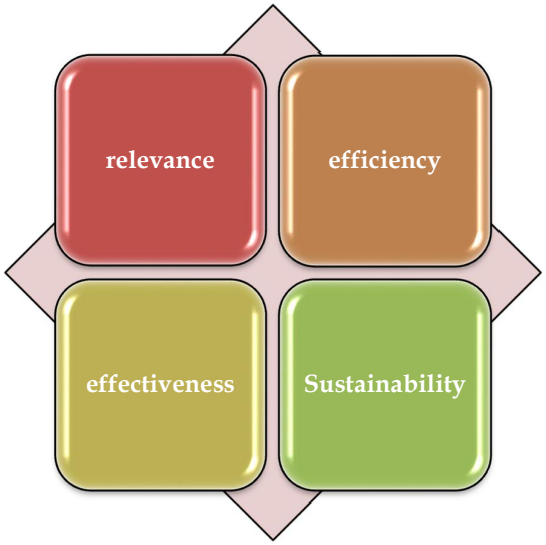
i. Assess the **relevance** of the programme in terms of the priorities, policy, objectives and plans of the implementing partners and the beneficiaries' i.e. CSOs, women and girls etc. needs as defined by the implementing partners (ownership, alignment)
ii. Assess the results and *progress* of the programme in terms of **effectiveness** (achieved outputs and outcomes versus planned outputs and outcomes)
iii. Assess the **efficiency** of implementation (output results achieved against inputs and budgets used) and
iv. Assess the **feasibility** and **sustainability** in terms of design, scope, implementation, partnerships, management and steering.
v. Identify and validate lessons learned, good practices and examples and innovations of work supported by UN Women in the Gender and Governance programme.

1.4 Approach to the Evaluation

1.4.1 Key assessment areas

The evaluation focused on assessing the progress on achievement of the planned results, cost-effectiveness of the program, and on the review of structures, processes and systems established during the implementation period. More specifically, the evaluation **assessed** these issues under the following areas:

Figure 1: Key Evaluation Areas



a) The **relevance** of the program was assessed in terms of the priorities, policy, objectives and plans of the implementing partners and the beneficiaries i.e. CSOs, women and girls etc. (ownership, alignment). There was need to ascertain alignment between program objectives and the needs of different target groups and stakeholders respectively; the connection between project outcomes and the strategies/plans of implementing partners; and the extent to which the programme is advancing women's rights under key international human rights and development frameworks.

b) The **results and progress** of the program were analysed in terms of **effectiveness.** This means that attention was paid to compare achieved outputs and outcomes versus planned outputs and outcomes (including whether or not the program could have achieved outcomes and expected results by doing things differently), as well as issues of coordination, partnerships and capacity development. Factors behind the achievement or non-achievement of specific results were also interrogated. Case studies were particularly helpful in revealing the results related to some outputs. The effectiveness of program monitoring mechanisms was also reviewed.

c) The **efficiency** of implementation (output results achieved against inputs and budgets used), national ownership, etc. were examined. Central to this analysis were issues of: efficiency in the use of financial and human resources as a key component of planning and implementation; timeliness in achieving outputs; how institution mechanisms have anchored program implementation; and the distribution of program inputs and outputs distributed between different target groups.

d) The program's sustainability in terms of design, scope, implementation, leveraging, management, advocacy and steering were also scrutinized (see Global Evaluation Report Assessment and Analysis System (GERAAS), Independent evaluation Office, New York, 2015. The sustainability question was important in order to appreciate the potential of the program benefits to meaningfully outlive the programme. As such, issues of leadership commitment, ownership, technical capacity, operational capacity, and management capacity of national partners were pondered.

1.4.2 Data Collection Methodology

The evaluation also sought to identify factors that promote and hinder the achievement of the development outcome(s) including, inter alia, the synergetic or complementary nature of program activities, aid effectiveness, number of program activities, capacity issues among various stakeholders and availability or adequacy of resources. To achieve this, the evaluation adopted a diverse methodology as follows:

a) Literature/desk review of various project documents and progress reports

This was done first in order to inform the development of data collection tools for the respective projects under the GBG Program. The project documents reviewed were program documents, partner review meeting reports and progress reports to donors, MoUs between UN Women and partners, and Annual Work Plans for each project. Materials that have been produced by the partners were also reviewed, and including Information, Education and Communication (IEC) materials, manuals, website content etc., whenever they were available See Annex .

b) Understanding indicators for measuring results

Related to the desk review above, this involved a study of UN Women's and the partners' implementation and monitoring frameworks that are relevant to the program, including UN Women's Development Results Framework (DRF). Part of assessing whether the indicators are appropriate, relevant and measurable within the context of the evaluation included an assessment of whether the indicators are performance vs. results based—and the impact that this is having on the program results. An understanding of the indicators was critical in the formulation of data collection tools. Annexure 10 contains the results framework for the GBG program.

c) Developing a 'rated' survey questionnaire

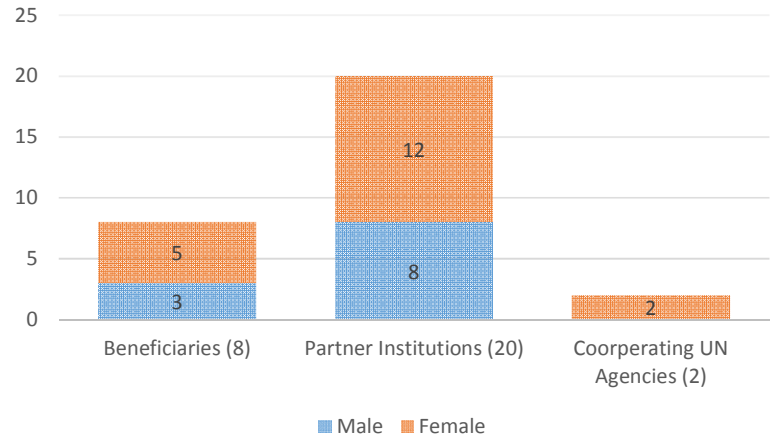
In order to aid the analysis of key informants' responses to questions related to the **relevance, efficiency, effectiveness and sustainability** of the GBG Program, a score of 1 to 5 was applied to each question under Annexure 6 (survey questionnaire). The scores represented the opinion of interviewees on implementation progress, and the rating criteria meant as follows: 1 = 'very unsatisfactory;' 2 = 'not satisfactory;' 3 = 'satisfactory;' 4 = 'above average;' and 5 = 'very satisfactory.' The use of this rating helped to ensure that the survey questionnaire was able to measure the components of programme implementation that were strong and weak respectively.

d) Focus group and key informant interviews and discussions

Apart from interviews with UN Women, Figure 2 indicates that 30 people were interviewed. Of these, 19 were women (63.3 %). About 8 (23.3%) were beneficiaries (mostly from the MALGA

project); 2 (6.7%) were from cooperating UN agencies; while 20 (66.7%) were from implementing partner institutions. This list of interviewees falls under Annexure 7.

Figure 2: Category of Interviewees



The main mechanism for collecting primary data for the evaluation was key informant's interviews. The key informants included the implementing partners, UN Women, UNFPA and UNDP. Interviews with key informants from implementing agencies were conducted at technical and managerial levels. The emphasis in the key informants' interviews was the nature of outputs generated by the program, the extent to which the outputs have contributed to the achievement of the outcome, and key factors that have enabled and hindered the achievement of outcomes. The survey questionnaire captured in Annexure 6 was applied in the interviews.

Two focus group discussions with beneficiaries were also conducted in Kasungu (a group of 3 members, that had participated in prior training to build capacities of Local Councils to inculcate gender mainstreaming principles into the planning and budgeting processes) and Chiradzulu (a group of 3 members that had participated in the Gender Planning and Gender Budgeting course). These discussions were helpful in understanding how the outputs of the projects and activities are contributing to the outcomes at local level.

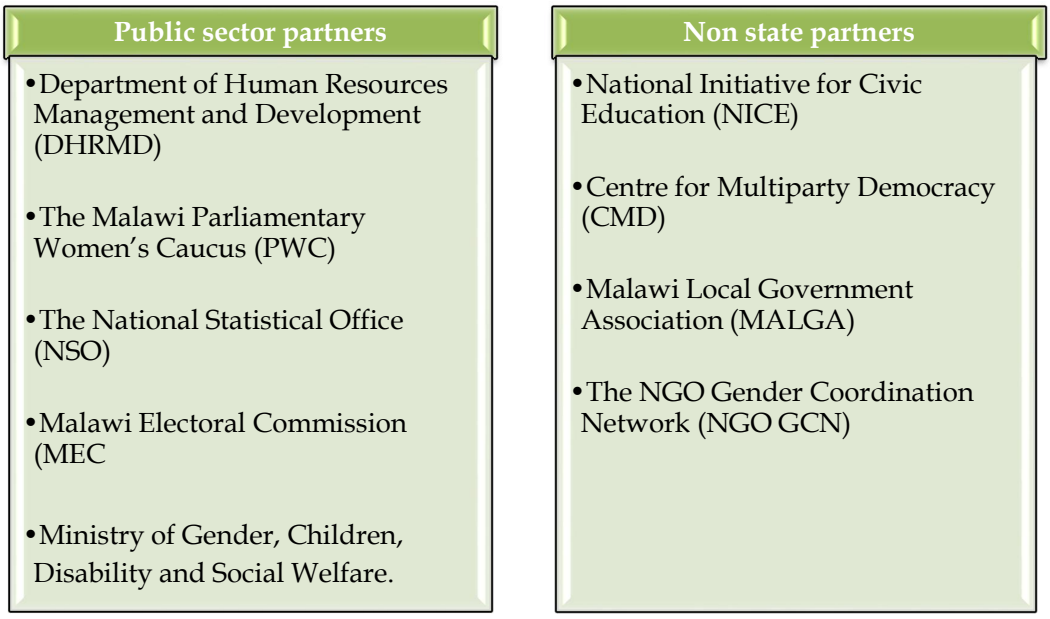
According to the consultant's budget, focus group and key informant interviews were undertaken in five sites namely: Blantyre, Chiradzulu, Zomba, Kasungu and Mzimba, as these were the places where a number of the components of the GBG Programme were taking place. UNW provided more details/guidance regarding the partners that are in these impact areas and the project beneficiaries that were to be interviewed. Consultations were also held in Lilongwe, where Central level institutions involved with the GBG Programme are housed. These include the Ministry of Gender, Children, Disabilities, and Social Welfare (MoGCDSW); Ministry of Finance, Economic Planning and Development (MoFEPD); and Department of Human Resource Management and Development (DHRMD).

This report represents the findings of the evaluation, which was conducted between March and April 2017.

1.4.3 UN Women's strategy for the Gender Based Governance Program in Malawi

The Gender Based Governance program is a three year (2015-2018) program that is being implemented by UN Women Malawi office through a mix of government and NGO partners (see Figure 3) that entered the program at different points. The program has a total estimated budget of US$2,076,089 being funded by the Royal Norwegian Embassy (RNE) and US$100,000 in-kind contribution from UN Women.

Figure 3: Implementing partners for the Gender Based Governance program



In Chapter 2, the report elaborates the type of activities that each institution is undertaking and the type of assistance UN Women is providing.

UN Women, in consultation with the UN Country Team (UNCT) and MGCDSW, conceptualized the Gender Based Governance program with the following aims:

a) Strengthening functional steering and coordination mechanisms of the national gender machinery, coordinated by MGCDSW. This would include the prioritization of gender equality training and integration in the public sector work procedures and processes;
b) Facilitating processes for institutionalizing Gender Responsive Budgeting (GRB) in current national and local frameworks with government and civil society partners;
c) Enhancing women's voice and participation through strengthening non-state actor's role such as NGOGCN;
d) Strengthening the popularisation and advocacy on the implementation of the Gender Equality Act; and improving the skills, knowledge and positioning of the Parliamentary Women Caucus and Standing Committees (social, legal and HIV AIDS as priority);
e) Supporting process for the gendering of the post MGDS II. The project would facilitate generation of key findings and recommendations emanating from the gender analysis of the MDGs and SDGs etc. to feed into the post MGDS II development strategy; and
f) Following up on the 50:50 campaigns with focus on public service and national as well as local decision making, especially on the efforts towards the implementation of the gender

quota for the public service and the revision of the electoral system with emphasis on effective affirmative action.

The goal of the program is to position gender equality as central to all development processes in Malawi. It intends to achieve the following three outcomes:

- **Outcome 1:** The gender equality dimension is mainstreamed in policies, strategies and budgets at all levels, with focus on the upcoming post-MGDS II process and gender responsive budgeting (GRB);
- **Outcome 2:** Enhanced capacity of the Parliamentary Women's Caucus (PWC) and Standing Committees for gender sensitive oversight, representation and legislative function; and
- **Outcome 3:** Non-state actors effectively influence the gender agenda in Malawi.

UN Women Malawi envisages that the GBG program will achieve two developmental impacts. First, that it will see '*women lead and participate in decision making at all levels';* and secondly that *'governance and national planning will fully reflect accountability for gender equality commitments and priorities.'*

1.4.4 General relevance of the program to national planning

The socio-economic characteristics of Malawi indicate that Malawi is one of the Least Developed Countries, ranking 173 out of 188 countries on the Human Development Index (2015), with slightly more than half the population living under the poverty line. The country is ranked 38 out of 86 in the 2012 Social Institutions and Gender Index and had a Human Development Index of 0.445 in 2014. For the Gender Inequality Index in 2014, Malawi received a score of 0.611, placing the country at 140 out of 155 countries with data. In 2011, the World Economic Forum ranked Malawi 65 out of 135 countries in its 2011 Global Gender Gap Report, with a score of 0.6850 where 0 represents inequality and 1 represents equality.

Furthermore, according to the MDG End line Report (2014), Malawi did not achieve four MDG targets that have very strong gender connotations. These are MDG 1: Poverty and Food Security, MDG 2: Basic Education, MDG 3: Gender Equality, and MDG 5: Maternal Mortality. Challenges that hindered real progress in the achievement of the gender-related MDG targets in Malawi included: a) policy and legislation; b) social and economic value of gender equality, equity and women empowerment; and c) cultural and religious barriers. This means that with the dawn of the Sustainable Development Goals (SDGs) era,[3] Malawi is likely to make progress if these root causes of these barriers are identified and addressed. A problem analysis of these hindrances reveals that the girl child (including the issue of child marriage) is at the very centre and should be the main entry point for any long-term interventions that aim to alleviate gender inequality in the country.

The implementation of the SDGs will have to fully take into account the unfinished business of the MDGs in Malawi from a gender equality perspective. More especially, the MGDS II successor bears the task of doing things differently and better in both design and implementation.

[3] Adopted in 2015

1.4.5 Opportunity

In 2015, UN Women supported a gender consultant on the team that was reviewing the implementation of MGDS II. This resulted in a report (submitted to the Department of Economic Planning) that robustly exposed gendered opportunities and gaps during the implementation period, as well as in sectoral approaches. The lessons learnt are vital to the formulation of an MGDS II successor that has a strong gender perspective.

1.4.6 Challenge

Since the gender equality agenda remains marginalized in mainstream government planning processes, the automatic application of the gender related findings and recommendations of the MGDS II review process cannot be assumed. Without deliberate steps to secure a consistent 'gender space' in the mainstream processes that are developing the MGDS II successor, there is a high likelihood of generating another key policy framework that fails to effectively use development planning to make a palpable impact on contemporary development challenges affecting women and girls in Malawi.

1.5 Project Specific Relevance to the National Context

As a country, Malawi has recognised the importance of gender equality and at the global level, it has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Malawi also subscribes to the Sustainable Development Goals (SDGs). At the regional level, Malawi ratified the Protocol on the African Charter on Human Rights and People's Rights on the Rights of Women in Africa (Maputo Protocol) as well as the Southern African Development Community Declaration on Gender and Development. At the national level, apart from having a Constitution that speaks very strongly for gender equality and women's rights, the Government adopted the National Gender Policy (NGP) in 2015.[4]

This review posits that to be relevant, the Gender Based Governance (GBG) programme has to be (at least) in line with the National Gender Policy[5] and Sustainable Development Goal (SDG) 5 (*achieve gender equality and empower all women and girls*). The dedicated implementation of these frameworks is a prerequisite for the domestic attainment of sustainable development.

1.6 Analysis of the Country Office Theory of Change (CO ToC) for the GBG

The overall goal of the 2017 CO ToC is to ensure that Gender Equality is achieved, women and girls are empowered, and they all live a life free from violence and discrimination. This is based on the premise that:

- An enabling legislative and policy environment in line with international and regional frameworks is in place and translated into action.
- Women and men have equal access to and control over productive resources, services and technologies.
- Women are perceived as equal legitimate leaders in the political, public and private sector as men in the society.

[4] This is the country's second National Gender Policy after the first policy expired around 2005.
[5] Which is inspired by ratified international and regional gender frameworks.

Development challenges that the AWP will respond to and in line with the ToC. The main challenges that are still facing women and girls in Malawi are:

1. Low levels of participation of women in decision making positions (16.5% women in parliament and 11% at the local council level).
2. Unprecedented changes in weather patterns and resilience related shocks disproportionately affecting women and girls, whose vulnerability to violence is exacerbated with increased levels of food insecurity.
3. The persistence of high levels of GBV in Malawi, rooted in an entrenched patriarchal system, including harmful cultural practices that continue to contribute to negative development indicators (40% women experience sexual violence, 30% physical violence. This also leads to high HIV/AIDS prevalence rates amongst women and girls in the country (12.9% for women, 8.1% for men). Harmful cultural practices have contributed to the low enrolment rates for girls in education (22.3% for girls and 24.3% for boys).
4. Insignificant budgetary allocation for the implementation of gender equality interventions by all sectors, negatively affecting the fulfilment of gender equality commitments by the nation.

Furthermore, the CO has also considered the emerging humanitarian crises, notably the persistent / cyclical drought and floods facing the country and the protracted refugee case load in the country.

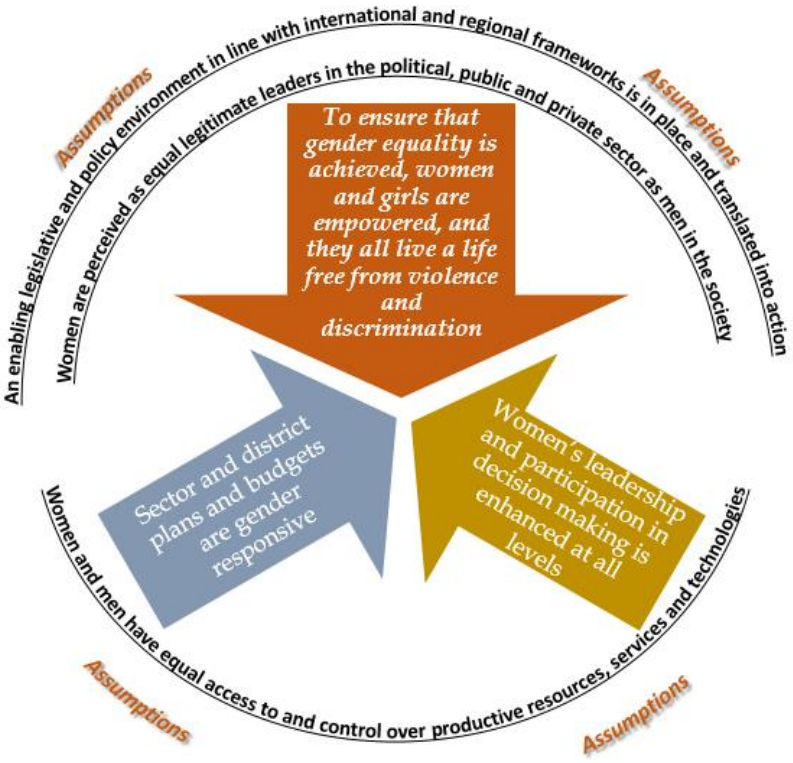
More importantly, at the core formulation of the country programme is evidence based programming and as such it is highly influenced by the Gender and Agriculture Mid-term evaluation and UNDAF Outcome 4.3 evaluation. Key to note are the following lessons learnt;

- That targeting grassroots farmers can create maximum impact
- Visibility of UN Women's work and achievements can happen if we effectively enhance the nexus between all thematic areas.

The evaluation set out to understand whether the goal of theory of change at the time when the program was launched had changed or not, and whether the GBG program is likely to achieve the predicted results under the theory of change. It was recognized that reviewing the implementation of the Gender based governance Program within the context of the theory of change required an earnest examination of the extent to which the program interventions are contributing to the practical attainment of the relevant **envisaged results** of the theory of change, see Figure 4 (UNW, 2017).

The findings established that UN Women's Strategic Note (2014 – 2017) that articulates the theory of change remains valid and the GBG program was designed with the theory of change in mind. However, some of the basic assumptions of the country office's ToC are valid. To start with, women and women do not have equal access to and control over productive resources, services and technologies, despite various efforts that have been made to eliminate these disparities, as most of them are based on tradition, culture, etc. Similarly Women are not perceived as equal legitimate leaders in the political, public and private sector as men in the society. The strategic note and its theory of change will be reviewed in 2017, the same year when the GBG program is expiring.

Figure 4: UN Women's Theory of Change



Envisaged results

The experience of implementing the GBG program has been useful in illuminating how UN Women's theory of change can be made more relevant to the country's priorities. For example, it is now clear that UN Women can sharpen its niche by focusing on engendering national processes; strengthening women in leadership; and enhancing the quality of coordination for the national gender agenda. This can motivate the development of a useful theory of change that is specific to the GBG program, unlike the current scenario whereby the programme leans on the overall organisational theory of change that is too broad, making the evaluation of the GBG program rather problematic.

Nevertheless, drawing from the information in the results matrix (Annexure 6), project reports and key informant interviews, Table 1 proposes a ToC for the GBG program for purposes of this evaluation (and the findings under Part A, as well as annexures 2 – 5 display how the respective outcomes and outputs in this proposed ToC have been achieved so far). The advantage of developing this proposed ToC for the program is that is helps to exposes gap in the overall program results matrix (Annexure 6). Such gaps exist because some components of the program (e.g. district level interventions), were only added after the program was conceptualised. Furthermore, reference to 'non-state actors' in the results matrix is limited to the NGO GCN, while the actual scope of non-state actors currently involved the program is broader.

Table 1: Proposed Theory of Change: Gender Based Governance Program

Goal	**Women in Malawi are Promoted and Empowered at Policy and Political Levels** *(1) If there is an increase in the number of sectors that are implementing GRB through laws, policies, strategies, budgets and programs. (2) If there is commitment and support to fully implement the 40:60 public service recruitment quota. (3) If processes related to the Malawi Growth and Development Strategy are adequately informed by gender equality perspectives. 4) If non state actors are strengthened to push for the integration of gender equality at all policy and political levels. 5) Then gender equality and women's empowerment will be positioned as central to all development processes and governance will become a critical pathway for accelerating gender equality and women's empowerment. Because (6) the root causes/structural drivers of gender inequalities in the Governance chain will be removed.*		
Outcomes	***1. Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.***	***2. Enhanced capacity of Parliamentarian Women Caucus, Committees and women Councillors for gender sensitive oversight, representation and legislation***	***3. Non-state actors effectively influence the gender agenda in Malawi.***
Outputs	**1.1.** Improved capacity of public service to implement the gender quota under the Gender Equality Act **1.2.** MDGs and other relevant analysis informs MDGS II review process **1.3.** Increased implementation of mechanism to institutionalize gender responsive budgeting in government.	**2.1** Improved capacity of PWC in gender analysis, consultations, presentation, leadership, and advocacy and lobbying. **2.2** Strengthened capacity of women Councillors as substantive politicians who can influence GRB in Municipal/District Council planning and community initiatives.	**3.1** Strengthened position of NGO GCN as a key coordinator of gender work in Malawi **3.2** Improved capacity of non-state actors that deal with political issues at national and local levels to implement gender equality in their institutional and operational mechanisms.
Assumptions	• Continued Government commitment to implement gender equality initiatives • Availability of financial and technical resources. • Availability of gender disaggregated data	• Open-minded politicians to apply new approaches • Availability of political will and resources to pursue and sustain GRB advocacy/initiatives.	• Support for gender equality by non-state actors that don't do 'conventional gender work.' • Presence of political will and resources to fully implement institutional gender policies/ strategies.
Risks	• Limited financial and technical capacity of the gender machinery to implement gender equality initiatives. • Blurred roles between UNW and UNDP. • Trained public servants not using the acquired skills.	• Resistance to change deeply entrenched gender stereotypes • Trained politicians not using the acquired skills. • Limited resources to consistently sustain gender approaches	• Institutional gender policies and strategies not implemented in practice. • Lack of resources to sustain the implementation of the gender equality agenda.

1.6.1 Opportunities

a) The evaluation established that the sum total of the interventions under the GBG Program have great potential to facilitate the practical attainment of the relevant envisaged results of the theory of change proposed in Table 1.[6] Several of the projects under the programme are directly targeted at strengthening women's leadership and participation in decision-making. The components of building the capacity of female politicians and civil servants, as well as enhancing the quality if gender mainstreaming in budgets and planning, could translate into gender responsive plans and budgets at both national and local levels.

b) Under the program, several partners (NICE, MEC, CMD, NGO GCN) have developed gender strategies/policies. These are important institutional frameworks that have great potential to contribute to the envisaged results under the proposed theory of change.

1.6.2 Challenges

a) In order to achieve envisioned results, a monitoring framework that is results-oriented should purposefully support a theory of change. However, the GBG program was structured around very low-level indicators (at output and activity levels), which makes it very problematic to collect appropriate data that measures results. It is necessary for the theory of change to be realized not only through UN Women's selection program interventions that have been proven effective in producing desired change, but by instituting suitable mechanisms to measure whether or not the desired change is happening. UN Women acknowledged that they were indeed faced with the challenge whereby the donor (RNE) as well as UN Women regional office were looking for results based reporting, and not simply output based reporting. ,

b) The lack of sufficient M&E tools in most of the projects (including articulated log frames and data collection tools),[7] made it difficult to learn how most of the interventions were concretely contributing to the both the country office theory of change, and the proposed GBG's theory of change. Consequently, this made it arduous to measure effectiveness, efficiency and ensure sustainability and relevance of interventions.

c) While it is accepted that it may have been unnecessary to inundate implementing partners with the technical aspects of UN Women's theory of change, the least that was expected was for implementing partners to be conversant with the logic of their own interventions and the concrete results that were anticipated. However, at the project level, interviewed staff often had difficulty articulating their own understandings of the assumptions and analysis underpinning the projects they were working on. In a number of cases, there were no explicit project documents to communicate the project objectives. . Hopefully, knowledge of the proposed GBG theory of change can begin to address some of these gaps.

d) There isn't enough funding to support the implementation of all the planned interventions of the gender strategies/policies that have been developed by partners. A holistic approach to implementation is essential if the proposed theory of change is to be realized.

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[6] a) Women's leadership and participation in decision making is enhanced at all levels;
b) Sector and district plans and budgets are gender responsive.

[7] The program envisaged joint monitoring with key stakeholders, with each partner being given milestones to track and report their role in the project. This would be supported with regular performance reports and quarterly review meetings with national and district stakeholders.

2 The Gender Based Governance Program Implementation

In respect of the National Gender Policy, the subsequent analysis demonstrates that while project interventions are relevant to many priority areas, the GBG programme is mainly contributing to Gender in Governance and Human Rights.

The programme was implemented in seven components led by seven key partners, under the guidance of the Ministry Gender, Children, Disabilities and Social Welfare, and the support of UN Women. Implementation in each component is given below.

2.1 Center for Multiparty Democracy (CMD).

CMD is implementing a project called 'Increased Women's Participation in Political Leadership and Decision Making Positions in Malawi'. The overall objective of this initiative is to ensure that there is an increase in women's leadership and political participation by ensuring a more robust legal framework that regulates operations of political parties and by increased awareness of the Gender Equality Act amongst party structures. Target 5 of SDG 5 seeks to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life. This is directly related to the project objective of increasing women's political participation and leadership.

2.1.1 Intended outcomes

The specific objectives of the project are to disseminate and popularize the Gender Equality Act; as well as to lobby for the Enactment of the Political Parties Bill.

The following activities are planned in relation to the dissemination and popularization of the Gender Equality Act:

- Dissemination and orientation on the GEA with National Political Party Leaders (CMD Board members)
- Dissemination and orientation on the GEA with women wings and youth wings at the regional level
- Production of IEC materials on GEA (Newspaper pull-outs, brochures and posters, documentary)
- Radio programs

As for activities related to the lobbying for the enactment of Political Parties Bill, planned activities are the following:

- Conducting an interface meeting with the Ministry of Justice, Solicitor General, members of the Technical working group on the Political Parties Bill.
- Conducting an interface meeting with Leaders of Political Parties in the House, Chief Whips and parliamentary committee on legal affairs to advocate for the passing of the Bill.

2.1.2 Implementation Results

As part of its key role in deepening democracy in Malawi, CMD uses its 2012 – 2015 Strategic Plan (currently under review) as a roadmap to address key issues including; strengthening of legal and administrative framework for political parties; enhancing the participation of women and youths;

promotion of inter and intra-party democracy; strengthening the capacity of political parties to participate in free, fair and peaceful election among others.

According to Annual CMD/UN Women Report, covering the period June 2016 to February 2017,[8] while the project met some of its aims and objectives, it also faced a number of challenges in meeting the expected outcomes. In the first place, the objectives and activities of CMD were found to be are very clear and fit in very well with the National Gender Policy's priority area of '*Gender in Governance and Human Rights*,' aimed at increasing women's participation in politics and decision-making positions. By disseminating the Gender Equality Act to political leaders, CMD is creating room for the application of the 40:60 quota in the political parties. It is only when people know what the law provides for that that they can begin to think about what it means for them in practice. Such dissemination has also been one way for CMD to pursue the National Gender Policy strategy to 'advocate for the enactment, popularization, enforcement and implementation of gender related legislation.'

CMD was part of the taskforce assigned to review the electoral reforms. In this regard, the organisation asserts that it was key in lobbying for the 4th ballot, which reserves a seat for a woman in every district. This resonates with the targeted intervention under the National Gender Policy to 'advocate for the electoral law review to include the 50:50 provision from international commitments of all political contesting parties.' CMD continues to spearhead the process of enacting a revised Political Parties Registration and Regulation Act (PPRRA) aimed at ensuring that political parties make a positive contribution in the promotion of democratic governance in the country. The proposed bill was not debated during the budget sitting of Parliament around June 2017 because legislators recommended that it be referred to the Legal Affairs Committee of Parliament for further scrutiny before it is passed into law. CMD plans to intensify lobbying activities so that the Bill is tabled, discussed and passed in the next sitting of Parliament.

Other positive results from CMD's engagement with political parties include the following:

- Political parties enhanced their knowledge and understanding of the Gender Equality Act (GEA).
- Political parties agreed to integrate GEA provisions such as 60:40 ratios in their party structures, gender principles in party policies. This would be done in the context of another project that is being supported by the Danish Institute of Parties and Democracy (DIPD). One activity under this project is to lobby and advocate for the inclusion of gender principles and women's rights in political party constitutions. A specific output was for political parties to develop gender responsive constitutions. At the time of this evaluation, only two parties had submitted completed work. The GBG program has therefore presented to the political parties an opportunity to further integrate relevant provisions of the GEA in their party constitutions and policy documents. '*Now that parties are more aware of the provision of the GEA, they have pledged to review their draft gender responsive political party constitutions*—CMD key informant.'
- Political parties made an assurance to take an active part in using the available spaces within their political parties to popularize the GEA.

[8] See, Annual CMD/UN Women Report, Feb. 2017.

- Political parties pledged their support towards gender initiatives, mainly in ensuring that women are taking part in political leadership and decision-making positions.
- The project further popularized the GEA to the general public through activities such as newspaper insert, radio programs, and live public discussion.

Some of CMD's interventions have also been relevant to the National Gender Policy strategy '*to promote the provision of information to stimulate women to effectively participate in decision making processes at all levels*.' CMD has implemented this through radio programs aimed at disseminating the Gender Equality Act to the general public, more specifically women so that they can have confidence in vying for political positions. CMD also cited the use of media such as newspaper and an internal newsletter article as information dissemination platforms that have been useful.

Notwithstanding the forgoing achievements, there were a number of challenges that impacted on implementation. On the political landscape, between 2015 and early 2016, the nation through the media channels, witnessed the State President of the Republic of Malawi, spearheading the He for She campaign. This was a positive development and was commended as a good gesture and a sign of good political will by the highest office of the land. However, this ambitious campaign has lost its momentum. Its challenges include that it has poor visibility; and the activities and results being achieved are not being audited and showcased to the society at large. Inconsistent political will to appoint women into political decision making positions has also been challenging, because:

> *We have seen the President appointing members of the Malawi Electoral Commission and 50% of the commissioners are women. Related to that, we have also seen the State President, according to the powers accorded to the highest office appointing and reshuffling the ministerial positions in government. Out of 20 Ministerial positions only 3 are women. The President could have demonstrated his desire to see to it that women are meaningfully taking part in decision making positions. The inclusion of only 3 women in cabinet does not reflect well the inclusion of women in decision making positions (Annual CMD/UN Women Report, February 2017).*

Similar retrogressive developments also took place in the appointment of Commissioners to Malawi Human Rights Commission in 2014, where two out of seven commissioners are women. Another challenge has been the increase of internal conflicts within political parties such as Malawi Congress Party (MCP) and Peoples Party in particular. This is detrimental to internal democracy within political parties. The infighting in the opposition does not inspire hope for the people that would want things to change. This trend has even affected the work of CMD, because at some points the political parties are too engaged in sorting out their issues to effectively participate in CMD's project activities.

2.2 Malawi Local Government Association

Malawi Local Government Association (MALGA) is an umbrella organization that brings together all local government authorities in Malawi. MALGA is implementing the "Capacity Building Program for Female Councillors'. The specific objective of this program is to enhance the capacity of women Councillors as effective advocates for gender equality and gender mainstreaming in national and local planning, implementation and budgeting processes.

2.2.1 Intended outcomes

The intended outcome of the project is: Enhanced Capacity of Local Councils in Gender Mainstreaming in local and national development.

The project is based on the fact that there are significant capacity and networking challenges among female councillors, most of whom are new to the local government scene. In addition they have challenges in articulating issues during council deliberations. At the same time they have limited understanding of how the local councils operate. More seriously, most councillors operate as individuals and in isolation.

Project activities include the following:

- ✓ Training workshop on Gender Responsive Budgeting (GRB) and the Gender Equality Act (GEA) targeting Women Councillors and Chairpersons of Finance Service Committees
- ✓ Lobbying and advocacy campaign for GRB in selected councils.
- ✓ Developing leadership capacity of the women Councillors Caucus
- ✓ Organising media events to publicise and market the Caucus
- ✓ Building partnerships and links between Women Councillors Caucus and Parliamentary Women Caucus and other Civil Society networks both at national and international levels
- ✓ Organising quarterly international study tours for selected women councillors
- ✓ Facilitating quarterly meetings of the Executive Committee of Women Councillors Caucus.

Case Study 1: Melia Douglas, Zomba City Mayor

From the time she was elected into office as a Counsellor and then mayor she did not receive any training from either the council or the Ministry of Local Government on her roles and how to execute her duties. However MALGA through various capacity building efforts has reached out to train female councillors and she is one of the beneficiaries. It was from these trainings that she learnt to write proposals, communicate effectively and engage communities in developmental initiatives. These skills immediately impacted positively on her work when among others she successfully wrote a proposal that secured funding for constructing what will be the first stadium for Zomba city.

According to the National Gender Policy, the representation of women in councils is at 11.6%. The policy asserts that women's *active participation* in politics and decision-making positions is a right *and ensures good go*vernance, transparency and accountability. The National Gender Policy aims to ensure that women and girls and boys fully and equally participate in politics and decision-making positions at all levels. In line with the policy, MALGA is implementing a capacity building program aimed at empowering the women Councillors with confidence and deliberation skills so that they can be positioned for re-election in 2019. One of the factors that determine retention is the ability to influence change and deliver according to what the voters expect, and this begins by effectively representing one's constituency.[9]

[9] MALGA's intervention has been a direct response to its observation that in addition to their low representation, women in the local councils lacked confidence in participating in council deliberations. This hindered their ability to articulately represent ward issues. Furthermore, the women lacked a proper understanding of how local councils operate, therefore making it difficult for them to even begin to permeate the system.

Case study 2: Kasungu Municipality Female Councillors

The UN Women interventions with this target group started in 2014 during the general elections campaign period. All aspiring women councillors were called to a function that was designed to strengthen the 50:50 campaign. In addition, the aspiring candidates were supported with campaign materials and finances. Since then, they have attended two other training sessions.

The initial and subsequent trainings were transformational. Some of the female councillors were timid before but are now able to address their communities with confidence. The women councillors have shifted the voting patterns in council elections from party based to gender based. During the tripartite elections, the female candidates campaigned for each other in the wards. They moved as a team from ward to ward and encouraged the voters to give women candidates a chance.

The Municipality has three women councillors in key decision making position of mayor (who retained her position after two years of service), deputy mayor (who replaced a male deputy mayor that lost his seat) and Chairperson of the finance and human resources committee. The deputy mayor is also a member of the Women Councillors Caucus executive (MALGA). The Municipality has 8 councillors 3 (37.5%) of whom are female; while the Kasungu District Council has 18 councillors, two (11.1%) of whom are

2.2.2 Results

According to the Results Framework for GBG, there are no specific Outputs and Outcomes that have been specified for the project. However, the project has a work plan, and some of the results that have been achieved are that:

- In Kasungu Municipal Council, the mayor, deputy mayor and chair of the finance and HR committee are all women.
- Only 2 women were chairpersons at the commencement of the project, but now up to 6 women are chairpersons at council level.
- MALGA has developed a strategic plan that will support the sustainability of the gender equality agenda.

Case studies 1 and 2 also provide more evidence of the tangible results that the program has achieved in promoting the aspirations of the National Gender Policy.

2.3 Department of Human Resource Management and Development (DHRMD)

In February 2015, the Government of Malawi launched the Public Service Reforms Program (PSRP) with the aim of creating professional, efficient and effective Civil Service which would result in providing dynamic and high quality services to the public at all times. UN Women (2015) observed that public sector reforms aim at effectiveness, efficiency and accountability of development activities while typically overlooking gender equality issues. As a result, opportunities were being lost for making progress in fulfilling national gender commitments and addressing gender gaps in the public service.

Overview of DHRMD's project

Project implementation started in 2015 and it is expected to end in 2017.Three types of capacity building trainings have occurred namely:

i. *The leadership development program;*
ii. *Senior women managers and young women professionals interface program; and*
iii. *Gender focal points capacity building program. The objective was to create a pool of competent, capable men and women who will be able to occupy senior positions.*

The overall goal of the leadership development sessions is to allow men and women in the public service to adopt an aggressive outward looking approach that is systematic and holistic in nature, aiming at challenging and transforming the structures that create and perpetuate gender inequalities thereby achieving women's empowerment and gender equality in the work place with the following specific objectives:

i. *To give men and women transformative forms of agency that do not simply address immediate inequalities but are used to initiate long-term processes of change in the structure of patriarchy;*
ii. *To enable participants to identify their strengths and weaknesses thereby enhancing their self-awareness and levels of confidence to achieve their professional goals;*
iii. *To learn critical skills such as problem solving and decision making; which will enable participants to lead through periods of transformation and growth;*
iv. *To enable participants, develop and master powerful negotiation tactics and build skills for forming strategic professional alliances;*
v. *Creating male champions on gender equality in the public service.*

Box 1: Overview of DHRMD's project

Under the GBG program (Box 1), DHRMD is implementing a phased Leadership Development Program that is delivered through training sessions for government officers at different levels and departments in the government. This is a step towards realising SDG 5 (Target 5), aimed at ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life. The National Gender Policy notes that the representation of women in the decision-making positions in the public service stands at 23%, and it recognizes DHRMD's role in ensuring that gender is mainstreamed in recruitment, selection, promotions and training across all the sectors.

2.3.1 Expected Outcomes

Specifically, the following are the expected outcomes to be achieved once the programme is implemented effectively:

- Strengthened the capacity of women and men in leading change in the ever changing environment to better manage and deliver services.
- Increased leadership and management skills among women and men.
- Increased self-awareness of leadership strengths among women in leadership positions.
- Improved social capital and networking opportunities among women and men in leadership positions.
- Improved quality of work environment that upholds ethical values and is free from harassment, sexual harassment and discrimination.

DHRMD's interventions are aimed at equipping men and women in the public service with a systematic and outward looking approach that can challenge and transform the structures that create and perpetuate gender inequalities in the work place.[10] This resonates with the National Gender Policy's commitment to guarantee full and equal participation of both men and women in decision making positions at all levels, which is also reflected in the policy priority area of 'Gender in Governance and Human Rights.'

2.3.2 Results

The Leadership Training sessions are in general meeting their intended Objectives according to the findings of a monitoring exercise carried out on the Development Training programme, Leadership development trainings**.** The results analysed from the data collected through a monitoring visit show that all of the Grade I-G officers who attended the leadership development training never attended any other leadership development training before or after the UN Women sponsored training. All participants stated that the leadership development training was important, as it had helped them to gain the following:

- Increased self esteem
- Improved leadership skills (ably understanding others and issues, empowering others)
- Increased self confidence
- Ability to reach out to others
- Embracing the gender equality concepts
- In depth knowledge of gender related issues at work place
- Ability to learn new ideas e.g. coming up with a good elevator speech
- Ability to apply the knowledge gained in an interview settings

About 80% of interviewed officers internalized the training contents in their departments. For example, some incorporated gender issues in their work plans and shared leadership development knowledge in management meetings, reports, as well as through social interactions with others. Additionally, most of the participants are able to plan and organise their work effectively following the trainings.

However, 13% of interviewed officers said that '*they did not have time to pass on the information they had gained; and they thought that there was no need to share this information as it was solely meant for them*.' About 7% of the interviewees (both male and females) passed on the information to women only as they thought that the gender equality information was only meant for women. This is a big misconception that needs to be corrected through on-going trainings with the target group so that efforts to institutionalise gender equality are not derailed.

2.4 National Initiative for Civic Education (NICE)

Malawi is making positive strides towards the attainment of gender equality, equity and women empowerment. Despite the overall representation of women in parliament and leadership positions

[10] Targeting the group of grade G based on the fact that promotions in the public service are from that grade to the higher decision making positions in grade F.

remaining below the target of 50%, Malawi has seen some significant growth of women's representation in in the last five years.[11]

However, since notable challenges remain, NICE partnered with the UN women from 2016 to implement a series of interventions aimed at contributing towards the empowerment of women in politics in Malawi.

2.4.1 Expected outcomes

The objective of the project is to create a conducive environment for equal participation of men and women in leadership positions at NICE as well as integrate and mainstream gender in Civic Education programs. It is expected that this will result in electoral processes that promote gender balance in elections. These objectives are in synch with the political part of SDG 5, Target 5. Furthermore, they closely relate to the aims of the National Gender Policy's priority area of '*Gender in Governance and Human Rights*,' specifically, to increase women's participation in politics and decision-making positions. NICE (see Box 2 for mandate) is implementing a project on 'gender in elections' through training sessions and other awareness activities. Activities being implemented under the project are as follows:

- Conducting a gender audit, which later aided the development of the gender strategy.
- Developing a gender strategy
- Training staff
- Training volunteers

NICE has also been training its volunteers on gender mainstreaming, stressing on the importance of fielding and supporting female candidates and dealing away with negative perceptions that people have of female political leaders and aspirants. The training provided by NICE has a number of components, namely: (i) women in development – rationale for political empowerment of women in Malawi (ii) gender equality, equity and mainstreaming gender, (iii) gender mainstreaming into NICE civic education work, (iv) key issues in women political empowerment – political party leadership and elections and (v) audience analysis and key messages for dissemination and mobilization towards political empowerment of women in Malawi. These sessions are aimed at providing participants with an appreciation of the rationale for empowering women in politics as one way to promote participation of women in development. All this is contributing to the implementation of the National Gender Policy strategy[12] '*to promote the provision of information to stimulate women to effectively participate in decision making processes at all levels*.' NICE will also produce information, education and communication (IEC) materials for gender mainstreaming as part of its gender strategy.

[11] Key achievements in gender equality include the rise of a long-serving female politician to the Presidency; 30.3 percent female cabinet representation; 50.79 percent Central Government Commission membership; 40 percent University of Malawi enrolment, 100 percent scholarship for female medical students; parity in girls and boys enrolment in primary education; parity in literacy rates for the 15 to 19 year age group; and development and review of legislations from a gender perspective, and participating of women in non-traditional sectors such as mining among others (NICE Trust Report, May 2017).

[12] Under the 'Gender in Governance and Human Rights' key priority area.

NICE's mandate

- *The National Initiative for Civic Education (NICE) is an independent and autonomous organization registered under the Trustees Incorporation Act 5:03 of the Laws of Malawi as a Public Trust on 14th March 2012. Originally, NICE was established in 1999 as a project of the Malawi Government.*
- *The custodian of the organization is a 11-member Board of Directors, eight of whom are appointed through an open, participatory and transparent process in accordance with its Constitution, while three are ex-officials from the Ministry of Information and Tourism, Ministry of Local Government and Rural Development and the Malawi Human Rights Commission (NICE Gender Audit Report, 2016)*
- *NICE has a mandate to contribute towards deepening democracy and good governance through civic and voter education. (NICE Gender Audit Report 2016). The overall objective of NICE is to contribute towards strengthening of democratic process and improved governance in Malawi for accelerated economic growth and poverty reduction. NICE has a strategic plan (2015-2019). This strategic plan has a strategic pillar of cross cutting issues such as gender equality, gender mainstreaming and integration. Additionally, NICE has a gender policy (2016).*

Box 2: NICE's mandate

2.4.2 Results

In addition to the number of staff and volunteers that were trained in gender mainstreaming and women's political empowerment, the training helped to specifically achieve the following:

a) Volunteers that were engaged in these workshops are leaders who have various zone level and small community level civic educators working under them. The trained leaders will help to reach further down, as the Area Civic Education Coordinators (ACECs) are expected to brief, coach and mentor lower level volunteers that they work with on gender mainstreaming and women's political empowerment. '*The continued interaction between the ACECs and community level civic educators will increase the pool of NICE civic educators that have gender mainstreaming knowledge and appreciate the significance of women's political empowerment*'—Key informant, NICE.

b) The volunteers also developed their own individual quarterly work plans for activities which will be implemented using locally available resources

c) The enthusiasm with which volunteers took the training was encouraging. It shows that some of the volunteers have gone through basic gender training before while others (majority) were undergoing gender training for the first time. Although the content of this present training was rather basic, it was designed to be practical. It referred participants to their current practice to assess how much women's political empowerment they are doing, what more could they do in order to incorporate women's political empowerment in their activities. Specific activities that would easily be incorporated in their operational plans were developed. It is these activities that would need to be followed up at a later stage in order to verify that volunteers and officers are undertaking the women's political empowerment promotion activities as well as delivering their services in a gender sensitive manner beyond ensuring equal numbers of men and women, boys and girls in their activities.

d) The workshops also helped NICE to mobilise its own internal resources for facilitating and mobilizing for gender training and mainstreaming. Through the training workshops, NICE

identified some of its own officers that are trained and competent gender trainers. While the first officers training workshop was facilitated by an external consultant, the subsequent volunteers training were facilitated by NICE officers. Quality assurance was provided by the project officer who is also a trained and experienced gender trainer. This shows that the capacity of NICE to mainstream and scale up coverage of women's political empowerment has been enhanced.

e) These training facilitators have created a network that will continue to take advantage of any future meetings and convergences of NICE staff and volunteers to continue to mentor and coach fellow staff in facilitating gender training as well as conducting gender analyses whenever planning or executing NICE activities. This network needs to be strengthened in order that it should be a sustainable intervention for building and sustaining NICE capacity in promotion of gender and women' political empowerment.

f) Key messages for dissemination on the promotion of women in politics were developed. The messages could already start to be disseminated to the communities within which these volunteers work. However, whenever NICE secures resources for development of IEC materials, these messages will easily be improved upon in order to get them published and disseminated more widely.

2.5 NGO Gender Coordinating Network (NGO GCN)

The GBG program is intended to provide technical assistance on organisational development to NGO GCN (see **Error! Reference source not found.** for the mandate of NGO GCN). The programme has supported the NGO GCN to develop a comprehensive five year work plan that corresponds with the organization's mandate in Box 3. The implementation of this strategic plan would provide the scope for accelerating women's full and effective participation and equal opportunities for leadership at all levels of decision making as aspired for by SDG 5 (Target 5); as well as for strengthening sound policies for the promotion of gender equality and the empowerment of all women and girls at all levels (Target 9).

About NGO GCN

- *The NGO Gender Coordinating Network (NGO GCN) was formed in 1998 with the objective of coordinating activities of NGOs dealing with gender related and women's rights issues. The organisation works in five thematic areas (Gender Based Violence, Women in Politics and Decision Making, Gender Related Laws, Child Rights and Agriculture and Economic Empowerment of Women). Member organisations are split into five clusters based on the thematic areas.*
- *NGO GCN's mandate is the promotion of gender equality and women empowerment. Their Strategies include; coordination, networking, capacity building, information sharing and knowledge management, advocacy and lobbying, etc.*
- *The work of NGO GCN is based on various instruments and global guiding frameworks. Some of these are Universal Declaration on Human Rights, CEDAW, AU Protocol on Women's Rights in Africa, SADC Protocol on Gender and Development, SDGs, Agenda 2063, and National Gender Policy.*
- *The cooperation with UN Women is based on a Memorandum of Understanding.*

Box 3: About NGO GCN

The National Gender Policy affirms that advocacy of different gender quotas in political parties, public offices and decision making positions is a strategy for achieving increased women's participation in politics and decision making positions. Thus technically, NGO GCN's project is consistent with the intents of both SDG 5 and the National Gender Policy. However, the project can only practically contribute to the implementation of the frameworks if the strategic plan and/or their planned activities are actually executed. The concern is that implementation so far has been minimal.

2.5.1 Intended outcomes

The project seeks to ensure gender sensitive and responsive elections (where women are able to participate freely with quality and meaning); as well as the increased representation of women in political life so that they can substantively contribute to equitable and sustainable development. Additionally, it is expected that CSOs will gain increased institutional capacity of CSOs to advocate for the implementation of the gender equality quotas.

The following activities were planned to achieve these aims:

- Training the NGO GCN in agenda setting partnership, report writing, M&E; resource mobilization and proposal writing.
- Organising learning activities for NGO GCN project staff.
- Providing technical support to NGO GCN to engage with non-traditional actors (private sector) as part of resource mobilization
- Supporting NGOGCN to publish products for the advancement of gender equality and create platforms to showcase practices (festivals, best practices workshop etc.)
- Training the NGO GCN board, permanent members and secretariat on program management.

2.5.2 Results

a) The project provided for placement of a technical advisor to support the programming team. While this has been done, there has been a high turnover of the technical experts (so far there have been three different experts since the project started).

b) Technical support has successfully been provided to develop a new strategic plan for NGO GCN.

c) However, the following agreed areas of cooperation had not materialized at the time of the evaluation:

- Support towards the development of a work plan, the production of IEC materials on importance of women in leadership and political positions, and for promoting women's political participation and retention.
- Capacity enhancement for NGO GCN membership to spearhead advocacy on gender equality at policy level.
- Assistance for increased cooperation with the Ministry of Gender, Children Disability and Social Welfare in relation to the institutionalisation of the SADC Barometer by linking it to the Ministry and National Statistics Office.

- Assistance in arranging consultations and dialogue on thematic areas with development partners and other stakeholders, especially the private sector.
- The development of relevant work plan, support production of IEC materials on importance of women in leadership and political positions and support women's political participation and retention.

2.6 The Parliamentary Women Caucus (PWC)

The project being implemented by PWC (see Box 4 for PWC's mandate) is towards supporting the implementation of women's rights as human rights through technical assistance, cooperation, consultation and effective communication between PWC and UN Women. By aiming to ensure the equal participation of men and women in Parliament and political parties, the project is consistent with SDG 5 (Target 5) towards achieving women's full and effective in political life, amongst others. The project is contributing to National Gender Policy's 'Gender in Governance and Human Rights' key priority area in several ways.

About the PWC

- *PWC is a cross-party grouping comprising thirty-two female Members of Parliament. It includes Cabinet Ministers, Deputy Ministers and First Deputy Speaker (who is a woman).*
- *The PWC is mandated to champion the gender equality, equity and empowerment of women agenda through facilitation of policy and legislative interventions on issues affecting women in the social, cultural, economic and political arena.*
- *Under the project, PWC has developed a strategic plan focusing on advocating for and representing women's issues.*

Box 4: About the PWC

2.6.1 Intended outcomes

It is expected that the project will result in the increased capacity of women in leadership roles in political and public spheres.

PWC intends to achieve this through the following planned activities during the course of the project:

- Implementing the five strategic pillars on legislation and policy; retention and capacity building; visibility and publicity; representation and participation; and networking and collaboration.
- Supporting the capacity building of female Councillors through transformational leadership trainings.
- Participating in preparatory meetings for the Commission of the Status of Women (CSW) and other international meetings promoting gender equality.
- Participating in side events on CSW and other international meetings for promoting gender equality.
- Lobbying for increased female representation in politics.
- Supporting the development of an implementation plan of CSW recommendations.

2.6.2 Results

a) PWC has developed its Strategic Plan, which will operate between 2016 and 2019.

b) Three exchange visits were made to South Africa, Swaziland and Rwanda. These were intended to equip members on GRB and how to lobby for legislation that will ensure a minimum 30% quota for women representation in Parliament and political party hierarchies. From the visits, action points were identified and recommendations were made.

c) A Land bill workshop for PWC members was organized by Landnet, Action Aid, OXFAM and FAO on 14th March 2016. From this workshop, PWC members were oriented/consulted on the Land Bills (with special focus on gender related implications of the Bill).

d) The Electoral Reform Taskforce held an engagement Meeting with the PWC on 12 October, 2015 in order to discuss pertinent issues on electoral reforms. PWC was encouraged to start lobbying for their strongest recommendations. Consequently, PWC has successfully lobbied for interventions related to 50:50 representation of electoral commissioners and the 4th ballot.[13]

e) The PWC is championing gender equality by networking with the Ministry of Gender, Children, Disability and Social Welfare, civil society and development partners. It is envisaged that this will enhance the PWC horizontal and vertical relationships as it focuses on gender parity in both public and private sphere.

f) PWC members participated in the presentation of the gender budget analysis of the 2016/17 financial year national budget commissioned by UN Women.

g) As a way of advocating for the implementation of the gender equality quotas, PWC has appealed to the Business Committee, Chief Whips, and party leadership through a lobbying document, to increase women in key positions in Parliamentary Committees as well as in hierarchies in political parties.

The measures that PWC has undertaken to lobby for increased women's political participation are directly related to the National Gender Policy's aspiration for political parties to implement affirmative action towards 50:50 representation of women at all levels. The building of capacity of PWC members through gender related legal awareness and exchange visits is also seen as a mechanism for promoting the provision of information to stimulate women to effectively participate in decision making processes at all levels in line with the National Gender Policy.

While the above strides are commendable, the project has made slow progress in several areas. For example, the planned activities that are yet to be done are: supporting capacity building of women Councillors; participating in preparatory meetings and side events for the Commission on the Status of Women (CSW) as well as other international meetings promoting gender equality; and supporting the development of an implementation plan of CSW recommendations. More particularly, the challenges are as follows:

- The wider objective of strengthening the institutionalisation of PWC is being hindered by the absence of technical staff who can offer supportive research services on gender related issues that the PWC should push for; and who can mobilise funding for the activities and capacity building of the PWC.

[13] Reserved seat for a woman in every district.

- The envisaged collaboration between the PWC and women Councillors has not taken off due to tension that exists between the two parties, especially because MPs generally view Councillors with suspicion (as a threat).
- Low capacity in GRB analysis by the PWC is an obstacle to effective advocacy for the implementation of gender related laws and policies. The fact that gender disaggregated data has not been consistently available to support advocacy processes has not helped.
- The aspiration to strengthen the influence of PWC in CSW processes has in practice been frustrated by the low prioritization that government places on the participation of PWC in key forums such as CSW. This is despite the fact that such forums can help to enhance the capacity building of women politicians.
- The desire to increase women's participation in politics, including through retention, has not been actualized because both donors and government maintain the attitude that women empowerment is an event, and not necessarily a process. As such, the project lacks a 'holistic retention program.'

2.7 The National Statistical Office (NSO)

NSO is the main government department responsible for the collection and dissemination of official statistics. Gender differences and gender inequalities have often been overlooked in statistical production even though it is now widely acknowledged that access and control over resources, as well as the various dimensions of wellbeing, is gendered and that women and men have different needs and interests. It follows that national statistics that do not reflect these differences do not adequately reflect social reality in a way that supports sound development policy-making and planning. Gender-responsive survey and census preparation, implementation and analysis can therefore contribute to making the national statistics base more relevant and comprehensive, and improve decision-making for development planning and programmes.

2.7.1 Expected outcome

The expected outcome of the project is "***the inclusion of a gender perspective in the Malawi Demographic Health Survey (MDHS) Analysis reports***." The project started in January 2016 and was expected to end in December 2016. The overall objective of the project is to enhance the capacity of NSO to achieve gender-responsive survey and census preparation, implementation and analysis which can therefore contribute to making the national statistics base more relevant and comprehensive, and improve decision-making for development planning and programmes.

Project activities include the following:

- Continued Trainings on Integrating Gender in Statistics.
- Training on Analysis of Gender Disaggregated Data.
- Preparation of Demographic and Health Survey Data for Main Report Writing.

Through the project, NSO conducted capacity building sessions on data validation and review of tabulation plan, report tabulation and finalization, gender statistics, analysis of gender disaggregated data and project reporting. It is expected that in turn, the country will enjoy strengthened evidence based policy planning, formulation and implementation for the advancement of gender equality. The deliberate application of this knowledge is essential, since gender disaggregated data is the

centrepiece for accounting for gender results on all the gender targets and SDG 5, as well as the key priority areas under the National Gender Policy.

2.7.2 Results

Interviews with key informants and analysis of project documents revealed the following key results of the project:

a) Three training sessions were held between November and December 2016.[14] Different officers were targeted to ensure that there is a wide spread understanding among the officers on how to incorporate a gender perspective into their regular work, from designing data collection tools and field work.

b) Overall, the training sessions enabled the NSO staff to be conversant with gender statistics, and enabled them to integrate gender attributes in statistics, an aspect that was very useful in the preparation of 2015/16 MDHS Report. One key informant echoed that:

> *'Knowledge on how to identify and measure desired changes in the status and roles of women and men has empowered staff to analyse whether or not their programme outcomes are contributing to gender equality. This has in turn raises the need to mainstream a gender perspective in data collection and presentation so that it is part of the overall process of improving the quality of data produced by national statistical systems.'*

c) Three cohorts of NSO staff were trained in integrating gender in statistics. These trainings were found to be very useful and provided skills that NSO felt should be adopted by officers at all levels to ensure that that gender issues are adequately mainstreamed throughout all the stages of the statistical system.

d) The trainings gave an introduction to the concept of gender and how this should be incorporated into statistics considering that sex disaggregated statistics is different to gender-related statistics. The trainings further gave an insight into the generation of gender statistics by pointing out how gender-sensitive indicators would measure gender-related changes in society over time.

e) A better appreciation of gender-sensitive indicators enhanced the understanding of staff about how changes in gender relations happen, and this would enable more effective planning and delivery of future services.

f) The project resulted in the expansion of the scope of the Malawi Demographic Health Survey (MDHS 2015 – 16) to include chapters on violence against women and women's empowerment. This information will likely be captured in future reports beyond the project in order to assess trends. The MDHS collects a wealth of data on a wide range of areas on population and health related issues. These cover topics ranging from education, family planning, child health, maternal health, domestic violence and HIV and AIDS. Moving forward, NSO intends to conduct an analysis of pertinent gender issues as published in the key indicator report for the 2015-2016 MDHS.

[14] The expected outcomes were:

i. Enhanced knowledge and skills in gender statistics among NSO staffs,
ii. Enhanced knowledge and skills in data validation and tabulation for further analysis in selected indicators for MDHS.

Generally, NSO is now more skilled to provide gender disaggregated data and engender data collection tools and processes. This skill and knowledge can be applied to the wealth of already existing data that NSO already has in order to strengthen the national gender statistics base. At the same time, it was admitted that the low knowledge of GRB by planners in various sectors means that the relevance of gender statistics in sectoral planning is undermined, and M&E teams across sectors need to be equally trained.

2.8 Malawi Electoral Commission (MEC)

MEC is the national electoral body (*see Box 5 for mandate*). MEC developed a Strategic Plan in 2013 – 2017. One of the Strategic Pillars is cross cutting issues, which includes mainstreaming gender in all policies and activities of the Electoral Commission. Gendered electoral laws and structures are a key positive step to realizing the expectation of SDG 5 for countries to adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

The mandate of MEC

- *MEC was established under Section 75 of the Constitution of Malawi.*
- *It is mandated to exercise the general direction and supervision over the conduct of every election in Malawi (UN Women Presentation).*
- *MEC developed a Strategic Plan in 2013 – 2017. One of the Strategic Pillars is cross cutting issues, which includes mainstreaming gender in all policies and activities of the electoral Commission.*
- *A Memorandum of Understanding was signed between UN Women and MEC in 2015 to foster the cooperation between the two institutions.*

Box 5: The mandate of MEC

2.8.1 Expected outcome

The main objective of the project is to ensure that gender issues are mainstreamed in electoral processes. The expected outcome is that "gender equality and balance will be mainstreamed in all electoral processes." Planned activities are as follows:

- Conducting a Gender Audit
- Developing a Gender Strategy
- Building the capacity of 6 senior staff in gender responsive budgeting
- Strengthening capacity building initiatives for MEC staff and stakeholders
- Exposing MEC to institutions and systems that have progressed in gender mainstreaming both locally and internationally
- Promoting civic and voter education (strategy, materials, and other activities)
- Producing gender responsive electoral materials.

Overall, the MEC project is signalling serious intentions to institutionalize and support the implementation of the National Gender Policy's aspirations to attain 50:50 participation of women and men in politics.

2.8.2 Results

a) Between 31 August and 4 September 2015, MEC staff were trained on gender and elections as well networking with strategic partners (such as CSOs and Political parties), on Electoral Reform, and Political Empowerment of Women. However, the training report indicated that the content of the training itself was relatively weak.[15] However, the networking aspect proved successful, and one key informant remarked that:

> *'The networks will be important for advancing the gender agenda by lead of CSOs and through MEC. Also, they provide an opportunity for all players to engage in unofficial exchanges to encourage the development of Gender Polices in our respective institutions (MEC, CSOs and Political Parties)'—MEC Key Informant.*

b) UN Women collaborated with UNDP to support MEC in conducting a Gender Audit in 2016 (first quarter) to assess and discern the current state of gender mainstreaming in the MEC. The audit revealed a number of gender gaps in MEC as an institution and in its programmes.

c) In the second quarter of 2016, MEC adopted the audit report, which provided proposals for strategic indicators relating to gender equality at MEC that will inform the main Planning, Monitoring and Evaluation framework developed by MEC. The report also provided actionable short- and medium-term recommendations to make gender equality actions more responsive to MECs plans and programs as articulated in their Strategic Plan (2013-2017).

d) Still in 2016, UN Women supported the Malawi Electoral Commission in developing a Gender strategy as a key document to guide further support in the electoral processes.[16] This strategy was officially launched around June 2017.

e) UN Women conducted an orientation meeting for new Electoral Commission Commissioners in December 2016. For the first time, the commissioners were a 50:50 representation of men and women.

f) MEC has since promoted women to senior positions (in the departments of Human Resources, Administration, Transport and Training).

g) MEC has been working on ensuring the gender responsiveness of its institutional policies and guidelines (recruitment, disciplinary, conditions of service, etc.). The intention is to create a gender sensitive working environment where both men and women are given equal opportunities in training, assigned duties and exposure).

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[15] While the handbook and training manual developed by BRIDGE has thorough and relevant content (notwithstanding the need for it to be revised to incorporate current data and information), the facilitators failed to utilize the content of the handbook as the backbone of the content of their presentations and as a focus for the activities. A large part of the training was organized around brainstorming activities in groups, without sufficient evidence based follow-up to educate the participants on the *actual* challenges to women's political participation in Malawi (see , BRIDGE Training on Gender and Elections, Mission Report, * September, 2015.

[16] UN women Country Representative speech for new Electoral Commissioners Orientation 2016

h) A policy of reduced nomination fees for women candidates in the role of Councillors and MPs is being pursued.

i) MEC is encouraging political parties to field and put women into key positions within the party hierarchy. A sensitization was conducted for the core members of political parties and their Directors of Elections on the need for gender quotas. The general consensus is that a transition from the First Past the Post (FPTP) system to Proportional representation (PR) is urgently needed in Malawi in order to increase women's representation.

j) MEC has been supportive of the initiatives to ensure that electoral laws have mainstreamed gender equality.

k) Deliberate action has been taken to accredit women organisations to conduct civic and voter education

l) Active efforts are being pursued to mainstream gender equality documents, reports, civic and voter education materials, meetings, committees.

m) MEC has a male gender focal person.

The evaluation findings demonstrate that MEC has admirably applied the recommendations of the gender audit in order to make its project work. Further evidence of these efforts includes that MEC at the time of the evaluation, MEC was finalizing a new Strategic Plan that would incorporate the new gender strategy in order to cement institutionalisation.

In general, the current electoral reforms create vital space where the UN Women can collaborate with strategic players such as MEC to propose changes in legislation. The new gender responsive Commission is a critical platform for new thinking and new strategies.

Amidst these positive developments, challenges such as the inadequate representation of women at grassroots structures such as Multiparty Liaison Committees (MPLCs), shortage of resources, and the stereotyping of gender issues are some of the main challenges facing the project.

2.9 Ministry of Gender, Children, Disability and Social Welfare

The MoGCDSW is the arm of government that is responsible for spearheading the coordination of all gender equality and women's empowerment interventions, including those related to the National Gender Policy and SGD 5. In this task, MoGCDSW works with government ministries and departments, development partners, donors, civil society and NGOs.

The involvement of the MoGCDSW under the GBG programme is different from the other partners in that the Ministry does not have a specific project. As a key informant observed, "*the Ministry is implementing several interventions funded by UN Women, and some are not exclusively related to gender based governance. We just put all UN Women supported programs under 'one basket,' and this makes it difficult to isolate specific activities that are only being supported by the GBG program."*

2.9.1 Expected outcomes

The GBG program is facilitating the direct implementation of government priorities towards gender equality and women empowerment, and is complementing other relevant donor funded programs within the Ministry. The GBG results framework suggests that MoGCDSW straddles the

implementation of the following interventions that are also being implemented by other partners under the GBG program:

i. The Ministry is to collaborate with the Ministry of Finance, Economic Planning and Development in supporting GRB efforts in 6 sectors by 2017.
ii. The Ministry is support DHRMD's efforts to increase the representation of women in the public sector.
iii. The Ministry is expected to ensure that relevant gender analysis informs the MGDS II review process.
iv. The Ministry is to be involved in efforts related to enhanced capacity of PWC for gender sensitive oversight, representation and legislation.

These interventions correspond with the overarching mandate of the Ministry as policy-holder and coordinator of all gender related commitments that both state and non-state actors in Malawi are supposed to discharge under the National Gender Policy.

2.9.2 Results

While the following results have been recorded, and most of these are related to national processes:

i. The National Gender Policy (2015) was reviewed, approved and launched.
ii. In January 2015, a consultant was commissioned by UN Women facilitate country consultations and to generate a Beijing+20 Country Report on the implementation of the Beijing Platform for Action. This report is a key reference document for progress that has been made in the 12 critical areas of concern under the Beijing Platform for Action, some of which have a direct correlation with governance (e.g. the economy and political and decision making priority areas).
iii. In April 2015, UN Women commissioned a consultant to support the Ministry to respond to a list of questions issued by the CEDAW Committee after Malawi submitted its CEDAW 7th periodic report.
iv. Between October 2015 and February 2015, UN Women supported a gender consultant to join a team of UNDP funded consultants that were conducting a review and sectoral analysis of the implementation of the MGDS II. This ensured that the MGDS II review report had a strong gender perspective, and provided a good basis for advocating for the MGDS II successor to address noted gender gaps.
v. Between May and August 2017, UN Women engaged a gender consultant to ensure that the MGDS III, whose development is being facilitated by the Department of Economic Planning and Development (DEPD), has gender inclusive content. In this regard, the GBG program went an extra mile to ensure that the findings of the MGDS II review were relevant, and were applied in the development of MGDS III. However, one challenge faced in this process has been that the gender input into the first draft was dramatically watered down. The UN has since taken steps to make further submissions to DEPD pushing for more gender inclusive language to be adopted in the final MGDS III.
vi. In order to better inform GRB advocacy initiatives, gender budget analyses of the Ministries budgets between 2010 and 2015 were conducted. Further gender analyses of budgets in 2015/16 and 2016/17 financial years have also been performed, and results have been disseminated to PWC and other parliamentarians. From the findings of the budget analyses

in the 2015/16 FYs, UN Women and UNFPA collaborated to produce a GRB checklist for use by central and local government sectors.

It was observed that except for processes related to the adoption of the National Gender Policy and the Beijing +20 consultations, it has usually been UN Women (in the spirit of supporting the Ministry) that has been taking the lead in many initiatives, and not the Ministry itself. MoGCDSW's leadership in the other GBG projects that are being implemented by other partners as outlined in (a) above has not been strong as envisaged.

2.10 Analysis of Implementation

2.10.1 Overall Opportunities

The foregoing displays that:

a) To a large extent, the interventions under the Gender Based Governance Program are well attuned to the spirit of the National Gender Policy, as well as the SDGs (in this case SDG 5 particularly). The program is therefore a great platform for contributing to the implementation of key frameworks that matter to the gender sector.

b) The fact that 'non-conventional' institutions such as MEC, DHRMD and political parties have, for the first time, embraced projects that can directly advance national gender equality objectives is an important indicator that UN Women is breaking new frontiers towards ensuring that the gender agenda truly becomes a national agenda.

c) Several interventions are seeking to ensure that female political leaders become accomplished in articulating policy from a gender perspective, including through budgeting. If successful, this would strategically position the women to defend and push for the application of gender related policy in both political and policy spaces.

2.10.2 Overall Challenges

Beyond 'policy compliance,' the interventions can only have tangible impact if they:

a) Are matched by consistent results. For many projects, it is either too early to gauge impact or the results are obscure due to low-level indicators and lack of reporting/documentation. A few partners even lack basic technical knowledge about their projects, thereby raising the argument that "*one can't effectively implement policy that he/she hardly knows*."

b) Actually influence multi-sectoral gender mainstreaming in recruitment, selection, promotions and training, including facilitating the attainment of the 40:60 recruitment targets under the Gender Equality Act (i.e. in the case of DHRMD's project targeting the public service).

The next sections of the report proceed to submit the findings about how key informants perceived issues of program **relevance, efficiency, effectiveness and sustainability**.

3 FINDINGS

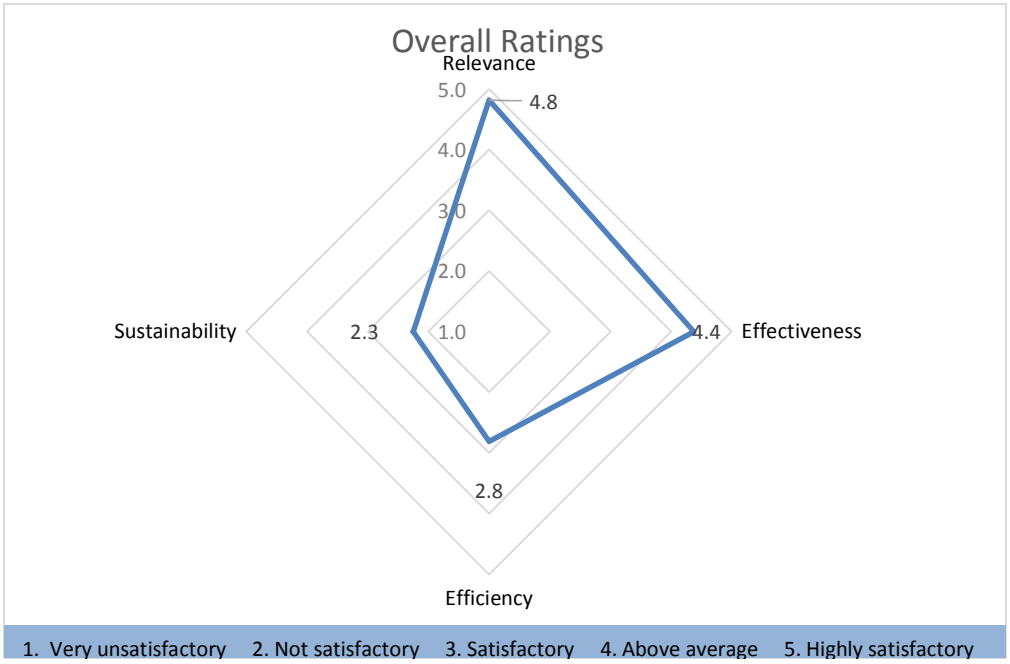
3.1 Assessment of Evaluation Questions

The findings under this part expose the opinion of key informants about the **relevance, efficiency, effectiveness and sustainability** of the GBG Program. Key informants were asked to give each assessment area a score ranging from **1** (lowest) to **5** (highest). Annexes 2to 5 gives summary of the results of the interviews in terms of the perceptions of Opportunities and Challenges per implementation area. The rating was as follows: **relevance** (almost highly satisfactory); **effectiveness** (above average); **efficiency** (almost satisfactory); and **sustainability** (not satisfactory). The subsequent analysis highlights the *key issues / lessons* that are behind the respective ratings.

1	2	3	4	5
Not Satisfactory	Below Average	Satisfactory	Above Average	Highly Satisfactory

The four assessment areas are discussed in turn while drawing on the scoring reflected above.

Figure 5: Overall Relevance, Effectiveness, Efficiency and Sustainability Ratings



In summary, Figure 5 demonstrates that according to the key informants, the rating of the program is as follows: **relevance** (almost highly satisfactory); **effectiveness** (above average); **efficiency** (almost satisfactory); and **sustainability** (not satisfactory). The subsequent analysis highlights the *key issues / lessons* that are behind the respective ratings.

3.1.1 Relevance

Under this evaluation criteria, the following questions were raised:

- ✓ Are the programme objectives addressing the needs of the target groups?
- ✓ Are the program objectives addressing the needs of the target group(s)?

- ✓ Are the outcomes aligned and part of strategies/plans of implementing partners?
- ✓ Do programme objectives meet the needs and aspirations of stakeholders?
- ✓ Are the objectives owned by the stakeholders of the programme?
- ✓ What rights does the program advance under CEDAW, the Millennium Development Goals and Sustainable Development Goals (SDGs) and other normative frameworks?

According to the findings from the responses of the respondents from the variance projects, it was said that the GBG objectives were clear and that they met the needs of the target groups (DHRHD-Annexure 2). CMD was of the view that GBG introduced a progressive and holistic approach to addressing challenges faced by political parties. NICE, MALGA and NSO saw a direct link between GBG and their own mandates. As for MOGCSW, the project was supporting Government in the implementation of priorities towards gender equality and women empowerment, while at the same time complementing other relevant programmes by other donors (Annexure 2).

Apart from its alignment with UN Women's theory of change and national gender equality priorities and policies,[17] the **relevance** of the program was measured in the context of the implementing partners' objectives, plans, and the significance of the project to the beneficiaries (ownership, alignment). As indicated in Figure 5, the relevance of Gender Based Governance program had an overall score of **4.8** out of the maximum score of 5. This means that the implementing partners regard the program as very relevant. The findings intimate that the relevance of the program is associated with certain project specific opportunities and challenges that are presented in Annexure 2: Perceptions of the relevance of the program per implementing partner. Broadly, it is recognized that the program lifespan (2015-2017) is rather short for program that is about processes, shifts in attitude and practices. In a nutshell, the findings reveal several key lessons/issues, discussed next.

The high relevance of the GBG program is underlined by the fact that for most projects:

i. The design and the objectives are clear, and they meet the needs of the target groups; and the activities meet the project objectives.
ii. The aspect of promoting women's political and leadership empowerment complemented institutional core objectives/mandates. Apart from the obvious 'gender sector partners,' this link was even noticed by institutions such as NICE and DHRMD.
iii. The targeting of policy interventions is key in making an impact on the national gender agenda. Issues such as 50:50 (for women in politics) or the 40:60 (public service gender equality quota) cannot be achieved without direct targeting.
iv. There is demand for more activities from some target groups. For example, MALGA illustrated how women councillors are pressing for more Interventions.

Partners such as MEC, CMD, NICE, PWC and NGO GCN have formulated gender strategies/strategic plans under their respective projects. These frameworks have helped most of the institutions to vividly connect how gender mainstreaming is inseparable from their core mandate. Because the plans that are articulated in the frameworks are viewed as 'added-value' internally, most key informants did not hesitate to rank the program's relevance very highly. Under outcomes 2 (Enhanced capacity of Parliamentary Women Caucus, Committees for gender sensitive oversight,

[17] discussed in Parts 3 and 4 respectively

representation and legislation) and 3 (Non-state actors effectively influence gender agenda in Malawi) the results achieved had exceeded the planned targets by end of 2016. Under outcome 1 (Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels) the target of mainstreaming gender in policies, strategies and budgets at all levels in 4 sectors by 2016 had not been achieved, except in some sectors in 4 district councils (Mzimba, Machinga, Chikwawa and Chiradzulu) where GRB had been integrated in their current work plans. Of course, this is without delving into the question of how the plans would be implemented in practice, given high senior staff turnover experienced in district councils.

While the interventions are at different levels of implementation, at a minimum, each partner has witnessed the implementation of relevant 'background work' to position the institution to promote the gender agenda in the context of governance. This means that while concrete results are generally uncertain, at least there is consensus that the program is relevant because it has created an enabling environment that can potentially support the attainment substantive equality if more was done under the respective projects. Examples in point are DHRMDs leadership trainings for public servants; gender responsive budgeting efforts; and the (need for) implementation of the strategic plans by PWC and NGO GCN.

Key lessons/issues

a) When there is common clarity about the whole scope of the project, it is easy for the relevance of the project to be appreciated

Most partners are clear about the objectives of their projects, and how these meet the needs of their respective target group. The activities also meet the objectives. However, one of the noted gaps was that some partners, especially those that are being directly supported by UN Women (e.g. DHRMD, NGO GCN) did not have work plans to guide them of the full scope of their projects.

b) Reporting is a key aspect of ensuring that projects are relevant to implementing partners

Partners such as DHRMD, NGO GCN reported that while appreciating the general relevance of the project, they were concerned that they were not obligated to generate reports for their projects. The lack of reporting gave the impression that the project was simply a 'donor' exercise and not paramount to the overall mandate of the institutions.

c) Direct connection between the project and institutional objectives is necessary for unquestionable relevance

Partners such as NICE are directly linking the project to internal efforts. For example, the project is are enhancing the relevance of NICE's core activities by training volunteers in skills of mainstreaming gender in their broader civic education work. DHRMD's core mandate of dealing with human resources is also directly connected to the need to achieve the 40:60 recruitment quota in the public service. Similarly, NSO's mandate to generate national statistics is being enhanced by the project objectives of strengthening the availability of sex and gender disaggregated data. Furthermore, CMD testified that the project has introduced them to a more progressive approach of addressing gender related challenges faced by political parties. MEC was able to point at how the gender mainstreaming aspirations of its strategic plan are being operationalized by the project.

3.1.2 Effectiveness

The focus of this assessment category was the **results and progress** of the program in terms of **effectiveness.**

The following questions were raised:

- ✓ What progress has been made towards achievement of expected outcomes and expected results?
- ✓ What results have been achieved?
- ✓ What are the reasons for the achievement and non-achievement?
- ✓ To what extent have the beneficiaries been satisfied with the results?
- ✓ Is the program cost effective, i.e. could the outcomes and expected results have been achieved at lower cost through adopting a different approach and or using different delivery mechanisms?
- ✓ Does the programme have effective monitoring mechanisms; are the indicators appropriate, relevant and measurable?
- ✓ Please at least one case study on each output mostly documenting successes

This was examined from the viewpoint of achieved outputs and outcomes versus planned outputs and outcomes. According to Figure 5, the program had an overall effectiveness rating of **4.4** out of a maximum score of 5, which signifies a high rating. However, this rating should not mask that for one partner, the rating on effectiveness was below average (2). The findings suggest that the key informants noted some project specific opportunities and challenges that are affecting the program's effectiveness positively or negatively. These are listed in Annexure 3: Perceptions on the effectiveness of the program per implementing partner. In summary, the subsequent key lessons/issues reflect the respondents' views on effectiveness.

Key lessons/issues

a) Gender transformative interventions are more likely to have high impact

Although it is too early to establish how most of the interventions have contributed to the realisation of the envisaged program outcome/results, it is evident that several interventions were deemed to be very useful to project beneficiaries and transformative. For example, with respect to the DHRMD project, the Leadership Development Training was perceived to be transformational to the public servants, most of whom were introduced to gender equality for the first time. NICE also quoted one male politician who remarked that the training he received was '*an eye-opener*' as he was previously not conversant with the gender equality side of politics. Interventions by CMD have revealed the significance of training politicians in gender related legislation. A key informant commented, "*It should not be taken for granted that when laws have been enacted, then that is the end. A lot of civic education and sensitization is needed because even senior political party members are not aware of provisions in many laws. With such ignorance, they cannot be effective agents for change."*

On the other hand, the findings show that the interventions for MALGA were effective because even the beneficiaries that were reached reported that their confidence levels have gone up and are no longer afraid to stand at the podium. Not only that but that their mind-set has changed so much so that when it comes to council voting, they have moved from 'party-based' to 'gender-equality based'

voting. Female councillors in Kasungu Municipality cited the success story of the re-election of the Municipal Mayor and the election of her deputy, both female. It is also claimed that male councillors that have been targeted are warming up to the idea of strengthening support for women. Additionally, the interventions have really enhanced the bond among female councillors. This was also witnessed in the case of PWC, who have embarked on missions to visit each other's constituencies regardless of party lines.

b) On-going technical backstopping is essential for success

The assignment of consultants to support the development of gender strategies (for NICE, CMD and MEC) and a strategic plan for PWC AND NGO GCN was lauded as an important measure towards ensuring that the implementing partners have high quality frameworks to guide them in systematically pursuing gender objectives/targets. PWC acknowledged that UN Women has a UN Women staff member who supports its project (administratively). However, they noted that they lack a dedicated technical expert who can help to generate research on gender related issues, prepare talking points, and even identify sources of funds for enhancing PWC activities and institutional capacity building. While there have been some efforts to build PWC's skills in gender responsive budgeting advocacy and oversight, such support has been disjointed to substantially impact on policy—signalling a need for on-going technical support. NGO GCN was supported with an in-house technical expert, who spearheaded the development of the organization's strategic plan. However, the technical expert long left, leaving a gap in strengthening other areas that require institutional capacity building.

c) Direct versus indirect support matters in motivating or slackening results

The technical benefits that partners who are receiving direct funding are gaining from the project differ materially from those that are not receiving direct funding. For example, CMD explained that it has captured and documented lessons through implementation status reports. However, because the project was only for six months, it did not have the opportunity to incorporate the lessons into future programming. NICE also asserted that that every activity/training has a report that contains lessons. One lesson (the identification of NICE officers as trainer of trainers) has already been applied as to make the project effective and efficient. According to MALGA, which generates activity reports and quarterly reports all contain lessons. These lessons have been applied to an EU program that MALGA is also implementing. All three partners are getting direct support from UN Women.

d) On the other hand, partners such as DHRMD and NGO GCN are not receiving direct support and this hasn't quite helped on the effectiveness front. The partners feel they have a marginal role in planning and implementation, and therefore lessons are not being captured or integrated as implementation is on-going. Because UN Women implements all the work, [18] there has been no obligation for partners to produce any kind of reports for the project. This is both a missed opportunity for using lessons to improve the program, as well as to build institutional capacity, especially for such partners who have a high influence on gender equality results and yet are not conversant with gender programming (e.g. DHRMD). One partner expressed the concern as follows "*lessons have not been applied because we have no bargaining power as UN Women controls the planning and finances."* As a result, project sustainability is put at risk. **The quality of**

[18] Including developing activity based concept notes

design of the results framework matters in tracking the right results, and in meeting appropriate information needs of consumers

The GBG program has an inherent challenge with its M&E framework. The fact that there are no 'official' reporting tools and indicators are low-level (based on activity/output reporting has been received with mixed thoughts. For some partners, the character of the indicators is problematic because they do not support results based reporting. For some, the indicators are 'simple, clear, and not burdensome.' In the words of one partner '*the indicators mean less work, so it's good for us*.' However, this sentiment, as well as the whole design of the results framework, misses the point that the achievement of intended outcome that can only be ascertained through the meticulous tracking of project interventions.

UN Women concedes that the weak results framework mirrors a conceptual gap in the design of the GBG program. The program does not have a monitoring budget, nor is it informed by baseline findings. Nor do the indicators have reference to information needs of both the donor and UN Women regional office. According to UN Women, "*monitoring has been a challenge because the program doesn't have clear benchmarks that can only be derived from a baseline survey. The low level indicators did not take into account the information needs of both the donor and UN Women regional office (who demand results reporting). Because of lack of a dedicated budget, monitoring by UN Women to document case studies/results has not been done unlike in other programs."* Fortunately, some partners, especially those receiving direct support have documented some successes, and these have been used to substantiate the output reporting.

For UN Women, another challenge with the defective results framework has been that lessons and best practices have not been routinely documented for purposes of strengthening the program during implementation. With the program expiring in December 2017, l*earning* may be too late, but documentation is nevertheless needed to demonstrate results and inform future programming. To this extent, some shift is needed from activity and output monitoring to outcome monitoring which will be achieved by revising some of the indicators in line with what will be included in the MGDS III M&E results framework.

e) While GRB interventions have mostly played out at the national level, weaknesses in district-oriented approaches can impact on overall results

Both UN Women and MoGCDSW acknowledge that the level of engagement at district level under the program has not been thorough. This is because the program was not designed with a district perspective, as this was an innovation that emerged from implementation. The importance of GRB programs to adopt a district focused orientation was emphasised by MALGA, which noted that '*most policies are implemented at local level. If councils and planners at district level do not have sound knowledge for GRB, not much advance can be made in promoting substantive equality through sectoral programming.*' For MALGA, it is therefore important that future programming should steadily incorporate district level planners too.

f) It is not just about GRB skills, but the resources in the operating environment also affect results

While the need for GRB skills amongst female (and male) politicians cannot be overemphasised, the findings show that the availability of resources in the operating environment matters in achieving results. For example, while MALGA has been working with local councils to advocate for GRB implementation, severe budget cuts have meant that councils have had no choice but to opt to survivalist activities that have little impact at district level. Since UN Women does not provide funding for the implementation of work plans that can be generated at council level, the plans hardly get implemented because of reliance on government resources.

This gives food for thought about the need for implementing partners such as NGO GCN and PWC to also pay increased attention to advocacy for also increased resources at local government level. The gender analysis of the 2015/16 budget that was commissioned by UN Women found that although the Ministry of Local Government & Rural Development (MoLGRD) is involved in the management of all the 28 district councils and 7 city and municipal assemblies in Malawi,[19] its budget decreased by 58% from the approved estimate in 2014/15 financial year. This represents only a 0.59% share of the total national budget for the 2015/16 budget estimate.

g) For results to be attained, it is important to understand 'softer areas' where gains can be consolidated

The program has made several policy strides at national level. For example, the Malawi Demographic Health Survey (2016) by NSO has resulted in the generation of robust gender disaggregated data, including the addition of specific chapters of violence against women and women empowerment. Electoral law reforms have also been influenced, including by proposing the 4th ballot. The program has also been part of multi-stakeholder efforts that have influenced the enactment of the Marriage, Divorce and Family Relations Act No. 5 of 2015, as well as the newly approved constitutional amendment to standardise the marriage age at 18. UN Women also supported the integration of a solid gender analysis into the review report of MGDS II and its corresponding sectoral situation analysis. All these offer existing 'soft spots' for guiding the planning of future gender equality interventions that can have high impact at central and sectoral levels.

Furthermore, opportunities for consolidating gender equality gains exist in from the receptive culture within public and political institutions that can prompt change; executive support through He for She championship by the President; existence of structures to advance the agenda; the development of the new development strategy; a vibrant women's caucus; and the rising interest by donor community to have gender responsive programs. The task at hand is to devise workable approaches for harnessing these opportunities. According to one key informant, this can best be achieved '*if UN Women retreats from unilateral approaches to planning and implementation.'*

h) Interventions towards promoting female politicians cannot register envisaged results if key issues remain loosely addressed

PWC and CMD have helped to push for a proposal to reserve a seat for a female MP in each district (4th ballot), and it can be a game changer if the proposal were adopted. The formulation of the Women Councillors Caucus is recognised as a milestone towards consolidating the political agenda

[19] Further, it manages the operations of traditional leaders, as well as administration of decentralised services for the Malawian population

of women, but if only the caucus can be fully functional. While appreciating the general relevance of interventions focusing on PWC and women councillors, concerns have been raised that talking about increased women participation in politics and decision is not a mere debate, but it is something that has to be realized by taking firm steps to support the substantive representation of women.

An increase in women representation should be followed up with an examination of issues that matter in the women's areas of influence. For example, retention of women politicians is a key issue and yet inroads have not been made for UN Women to timely support this agenda because this cannot wait as it is already 2017. PWC appeals that '*UN Women needs to understand that when the women are talking about retention, it is not about retaining any party but retaining the women MPs. UN can help link the caucus with other donors to help them on retention. Even though there is a lot of politics on the ground, UN should find ways of bypassing that and empower women starting with those that are already in positions.'*

Another issue is to secure the representation of high quality female politicians. However, one cannot help to wonder that while well meaning, advocacy efforts by CMD to press for the minimum qualification for the MPs to be an MSCE certificate[20] is not self-defeating. This is because there is the risk of compromising the quality of MPs in the quest to bring in more women, and would raise doubts about the capacity of such a calibre of MPs to effectively understand and articulate policy. Furthermore, although networking between PWC and women councillors was planned, this has not happened. PWC attributes this to the fact that MPs and councillors eye each other with suspicion (with MPs mainly feeling threatened that councillors may usurp their seats). This networking/collaboration challenge between those who are supposed to be 'like-minded' female politicians challenge cannot go unaddressed in the program objectives are to be fully met.

i) Interventions can be relevant, but if they are mistimed, they become futile.

Timely implementation is critical to gaining results. For instance, at Chiradzulu District Assembly, the project provided training to budget and planning staff so that they could implement GRB and GRP. It was felt that the training was highly relevant and it was highly appreciated. However the training was provided after the planning and budgetary process had just been completed and the skills gained were not applied for the preparation of the current budget (2016/2017 FY). At the time of the evaluation, preparations for the 2017/2018 budget were about to commence. However, 75% of those trained have been transferred, meaning that the Assembly is still inundated with planners and budget personnel who lack necessary skills to apply GRB.

3.1.3 Efficiency

This component of the assessment concentrated on the **efficiency** of implementation (output results achieved against inputs and budgets used). The following key questions were considered:

- ✓ What measures have been taken during planning and implementation to ensure that resources are efficiently used?
- ✓ Have the outputs been delivered in a timely manner?
- ✓ Have UN Women's organizational structure, managerial support and coordination mechanisms effectively supported delivery of the programme?

[20] To give more women a chance of contesting

- ✓ To what extent are the inputs and outputs equally distributed between different groups of women, and have the potentials of disadvantaged women been fully utilized to realize the outcomes?
- ✓ How does the program utilize existing local capacities of the right-bearers and duty holders to achieve its outcomes?

At **2.8** out of the maximum score of 5, respondents' opinion about the overall efficiency rating for this program is relatively low. However, the findings demonstrate that MALGA's project is by far one of the most efficient projects in this program, because planning was done well and both partners seem to closely collaborate in order to achieve success. This approach already offers some lessons for UN Women for future programming.

Annexure 4: Perceptions of the efficiency of the program per implementing partner reveals some project specific opportunities and challenges that are affecting the program's efficiency, either positively or negatively. There are some key lessons/issues worth noting, and these are discussed subsequently.

Key lessons / issues

a) 'Blind implementation' by some partners' creates a blurred picture on efficiency

This mainly applies to partners who are not receiving direct support. They claim that almost all implementation of the program is undertaken by UNW, and this leaves them clueless about the budget implications of their projects. Therefore they lack the capacity to give substantive feedback on the utilisation of resources. MOGCDSW also cited the tendency by UN Women to re-allocate resources for planned activities to other programs without consultation. The general sentiment is that the transparency and accountability deficiencies in the program affect the confidence that is needed between 'genuine partners.' These perceptions have not only negatively affected ownership of the program but also implementation, and curtailed innovation on the part of implementing partners. UN Women realizes that this is a deep problem, and it has to do more to build a true sense of 'partnership,' including with the partners who currently feel that '*they are implementing what they don't really know*.'

b) Delays in disbursements unsettle implementation

Another aspect affecting efficiency and raised by a number of implementing partners had to do with untimely disbursement of funds, which made planning and implementation difficult. For example, NICE informed the evaluation team that while implementation of some activity was scheduled for October –November 2016, funds were disbursed only in February 2017, pushing implementation to March 2017. CMD stated that because of funding delays, they had to implement a one year program in 6 months, and UN Women have not provided feedback on their request for a 'no cost extension.' DHRMD decried that delays mean that activities are implemented 'last minute,' and at inopportune times. UN Women's disbursements from RNE have suffered delays, resulting into a ripple effect on the respective projects under the GBG program.

c) Efficiency is impacted by the capacity of partners to manage projects

Efficiency has also been affected by the fact that the program has not supported institutional capacity building. For example, MALGA noted the need for capacity building in proposal

development and project management if they are to institutionalise their GBG effectively. It has also been noted that PWC's identified the need for on-going technical support for research to support policy advocacy. The lack of institutional support has also meant that there is no-one to coordinate the projects on a full time basis, especially for NGO partners. For institutions such as NICE, reliance has strenuously been placed on a person who is not a gender expert and who is already coordinating another project.

d) Quality delivery of outputs is key if the program is to claim success

While some outputs have been delivered on time, others have taken longer than planned. Examples have already been given of NICE and DHRMD. However, UN Women feels that it is on course to deliver on most of the outputs. At the end of the day, it is the quality of delivery (achieving results) that will matter and perhaps not necessarily the quantity. Several partners have observed that when activities are done last minute and under pressure, the chances of compromising quality increase. Rectifying this challenge demands that both UN Women and the implementing partners should introspectively assess their role in delaying the delivery of outputs. For now, both sides seem to point the finger at each other.

e) The use of internal resources can be efficient

Use of internal resources can be efficient. A number of partners feel that the project cost was effective because some interventions were done through the use of partners and staff who do not charge facilitation fees. By using internal facilitators, the number of beneficiaries for volunteer trainings has increased from 50 (number planned), to 150 (actual number to be trained). Fifty of these have already been trained.

f) Output delivery modalities have impact on cost, but this may not always guarantee optimal results

Some partners were of the view that if they were directly involved in planning, implementation and reporting, the program could have been implemented at a lower cost. Reference was made to full board meetings that cost a lot of funds, and reduces attendance due to 'lack of motivation by participants. For example, a case was made that if full board was scrapped, a meeting budgeted at K4 million could be implemented at K1.5 million, meaning the rest of the resources can be channelled to other activities.

UN Women appreciates these sentiments, but says it is guided by current agreed donor modalities of funding within the country. Perhaps this is one factor that is beyond UN Women's control that could affect the program intended results to an extent. UN Women was also quick to note that cost effectiveness does not just mean that activities should be done cheaply, but also that funding for the activities should indeed be dedicated towards such activities. UN Women seeks to achieve such efficiency by controlling the purse for partners that are perceived as having low capacity to effectively manage funds. For the future, UN Women could consider building the capacity of such partners in financial management, along with its other project interventions, so that local capacity is enhanced sustainably.

3.1.4 Sustainability

Overview

In terms of the overall sustainability of the GBG programme, the questions considered were the following:

- ✓ What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the program were to cease?
- ✓ Is the program supported by national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue work with the program to replicate it?
- ✓ Are requirements of national ownership satisfied?
- ✓ What operational capacity of national partners, also known as capacity resources such as technology finance and staffing has been strengthened?
- ✓ What adaptive or management capacities of national partners such as learning, program and process management, networking and linkages have been supported?

The project specific challenges captured in Annexure 5: Perceptions of the sustainability of the program per implementing partner demonstrate that while the relevance of the projects is not in question, the question of relevance overlaps with the one of sustainability. In other words, there is high potential that the relevance of the projects (and thus the GBG program) may be overshadowed by sustainability (*ranked lowest*) concerns. For example, *inclusive planning* of activities and finances is viewed as essential to cement relevance. This sentiment mainly emerged from NGO GCN and DHRMD. In particular, DHRMD shared that the lack of joint planning deprives them of an in-depth understanding of the project. While this means less work for DHRMD, the disadvantage is that the project target group works directly with DHRMD, and they expect DHRMD to respond to project related questions, which is not usually the case. If planning is not inclusive, it means the capacity of partners is not being enhanced, contrary to the main role of UN Women. Even UN Women could similarly benefit from inclusive planning because the institution currently carries the burden of developing activity based concept notes and all associated paperwork in order for an activity to be implemented.

In general, beyond the 'background work,' the question of relevance attracts the questions: how are institutional processes going to be substantively institutionalised beyond trainings or paper frameworks? Are the project targets in the public sector guaranteed to facilitate the change that is being sought?[21] Who else is missing?[22] Further, the partner specific challenges in Annexure 5: Perceptions of the sustainability of the program per implementing partner expose that for some partners, UN Women still needs to work on clarifying the nature of project interventions/objectives; the implementing role of the partners (due to the widespread perception that UN Women is the implementer) and the relevance of such role; and the strategies that can be most effective in achieving policy shifts or implementing policy/legal requirements.

[21] For example, are planners routinely targeted? What about recruiting authorities?

[22] For example, a program that targets policy change is likely to have strong relevance if OPC (which is in charge of directing the formulation of policies and scrutinizing policies) is well conversant in gender based governance.

The issue was to assess programme **sustainability** in terms of design, scope, implementation, partnerships, management and steering. As can be observed from the foregoing, there is a close relationship between issues of sustainability to issues of relevance, effectiveness and efficiency. At **2.3** out of a maximum score of 5, the sustainability rating was the lowest score for the whole program. In other words, this suggests that the programme is generally considered unsustainable. Among the Projects, the one by CMD was one of the best organized, with clear goals, work plan and a budget. This is one of the projects that exhibited full ownership.

Annexure 5: Perceptions of the sustainability of the program per implementing partner demonstrates that some project specific opportunities and challenges that are affecting the program's sustainability, either positively or negatively. Key lessons/issues are discussed next.

Key lessons / issues

a) Management support and institutional gender frameworks can promote sustainability

This is especially true for institutions that have not traditionally applied a gender perspective to their programming. For example, NICE shared that there is keenness on the part of NICE management to promote women empowerment, as evidenced by the fact that this is a specific area of focus in the organization's new strategic plan. As a consequence of this, the organisation is convinced that the program has full national ownership. Similarly, CMD explained that their full ownership of the project is grounded on the fact that projects are approved by the board only if the proposed project is in line with their goals. This alignment makes it easier to integrate lessons across projects.

MALGA, who are working with women councillors, feel that if the project was to close, MALGA would still continue gender mainstreaming in all councils because that is where they work, and gender mainstreaming is a key priority area their strategic plan. But they still confessed that "*while the organization has ownership and commitment, we would still need finances to reach out to the planners who need to be targeted for effective integration of GRB in council budgets*." Similarly, MEC and NGO GCN are confident about continued implementation of their gender strategy and strategic plan respectively since these are now in-house documents. In this case, institutional gender frameworks become good 'marketing' tools for attracting wider donor support.

b) Adequate resources are key to sustainability

DHRMD, for example, indicated that while it is committed to the program, it required more technical capacity and financial resources to be able to sustain the efforts introduced by the program. In addition, the Gender Mainstreaming Unit, within the department was understaffed and grossly underfunded and could not sustain the interventions without external funding. The program has not managed to strengthen operational capacity and management capacity.

c) GRB efforts may fail not because of lack of implementation, but because of missing the right opportunity during implementation

Part 5.2.2 has demonstrated how despite training 20+ planners in GRB at Chiradzulu District Assembly, the training arrived too late to be applied during the 2016/2017 FY. Although the Assembly was preparing for the 2017/2018 at the time of the evaluation, only three of the trained planners were in place at the District Assembly, the rest having been transferred elsewhere, etc. The general sentiment was that Chiradzulu District Assembly was not going to undertake GRB and GRP

during the 2017/2018 budget unless technical support is deployed to coach the planners in GRB and GRP during the actual budget and Plan formulation. This means the efforts provided through the GBG project were not sustainable.

d) Sustainability depends on the strength of capacity that is being developed

The work that has been implemented shows a strong possibility that some interventions will outlive the program. For example, the strengthening of gender disaggregated statics through NSO means that high quality data will be available for consumption by both state and non-state actors in different areas of national planning. The introduction of new chapters on violence against women and women's empowerment in MDHS (2016) is likely to be replicated in future similar surveys. There's full government support

e) The implementation modality can affect sustainability positively or negatively

The preceding findings under this part have demonstrated mixed feelings about the role of the partners in their projects, mostly dependant on whether or not an organisation is a direct recipient of funding. For example, CMD and NICE claim full ownership of the project, which contributes to greater satisfaction with the results and enhances sustainability potential. However, partners such as DHRMD, NGO GCN and PWC are not certain about ownership since implementation is mostly 'top down' that is not too consultative. According to one partner "*one feels like you are merely implementing a donor driven project*." Unless efforts are taken to explore opportunities for (e.g. for joint planning, monitoring etc.) some partners will continue to feel left out, which is a sustainability gap.

3.2 Gender and Human Rights Considerations

The analysis in the literature review has also indicated the gender and human rights situation in which the GBG is operation is not that conducive for the full attendance of the GBG intended outcomes.

The majority of population in Malawi are women, as they constitute over 52 % (NSO, 2008) of the population. Despite, being the majority they have not enjoyed the same benefits as most of their efforts are unrecognised or go uncounted for. In Malawi, like in many developing countries, Governance is one area where gender analysis has shown the lack of presence of women all over the world. This is very critical because it is through participation in governance that any group of people can seek to influence decisions for their overall good. Participation of all groups in governance and decision-making is one of the principles of good governance. The 2014 tripartite elections have seen the reduction of women in decision-making positions both at local and national levels. Parliament has seen the reduction from 22% to 17 % and the second local elections have only produced 11% representation (NGOGCN, 2014). [23]

Similarly, the gender profile in the three arms of government shows men dominate that decision-making. Out of 20 ministers, only 4 are women; and only 5 out of 27 high court judges are women. Similarly, at District level men still dominate (only 7 women District Commissioners out of 35).

[23] Advancing and Sustaining Gender Based Governance in Malawi 2015-2018 ; See UN Women – Malawi, a Programme Document ; November 2014

Gender Representation in key Council and sub-district structures such as Development Executive Committees (DEC), the Council, and Village Development Committees is predominantly male. Cammack and Wesselink (2003:10) argue that Malawi's culture of silence championed during the one party rule (1964-1994) has accelerated rights abuse and unfortunately the legacy continues despite enjoying a 20 years of multiparty rule and Malawi being party to international conventions/agreements.

Culture has also been attributed to be one of the causative agents that the girl child and women are not enjoying human rights benefits as guaranteed by legislation. Most of the institutional structures that were created in response to the Beijing platform of action are slowly disintegrating (UNDP, 2011). Furthermore, the lack of coordination at national level by government institutions and non-governmental organization also limits the important role that non state actors (refer to Annex 3) can play in promoting gender equality in development planning, budget tracking, information flow, capacity development, and policy implementation. The MGDS II comes to an end in mid-2016 and there is need to strategize on how the successor strategy can be gendered. Additionally, Malawi has not adopted GRB and GRP and as a result there is no integration of gender issues in the overall government and sectoral policy documents upon which the national budget processes are anchored. And on the electoral front, the results of the 2014 elections revealed that voters rejected the women candidates (UNW, 2014).

The 2013 Gender Equality Act offers an opportune opportunity (offences/penalties) for the country to move from rhetoric to action. It shields against retrogression from gains made by women from threats. However its publicity is limited and mostly urban based. Equally, the level of awareness on international ratified instruments and their contents remains very low.

Studies have also shown that some gender shortfalls in the current documents. The Joint Gender Equality Strategy for UN Malawi (2009-2011) and SADC Gender Barometer (2013) have cited a number of reasons including the notion that though the development strategy has gender provisions, gender equality is not adequately addressed. The report faults the strong emphasis on sustainable economic growth and infrastructure development, which has overshadowed social consumption issues concerning women and other marginalised groups, as well as issues relating to unequal and counter-productive gender roles and relations. "In the strategy, gender dimensions are silent and addressed as cross-cutting issues, which are not clearly articulated and there are no specific strategies for their achievement" (ibid). The report further notes that that the MGDSII does not capture the centrality of gender issues in attaining national economic growth and poverty reduction. Also, it mentions that there are deficits when it comes to roles and responsibilities for gender mainstreaming. The MGDS II is coming to an end and it is for this reason that United Nations Women (UNW) wants to support the gendering of the forthcoming development strategy (after MGDS II).

Another important shortfall of the national gender machinery is the little budgetary resources allocated in order to protect the gains of CEDAW, BPFA, MDGs, Constitution, MGDS II and Gender Equality Act. The Malawi national budget does not reflect the cross cutting nature of gender. Furthermore, Malawi as opposed to Zambia, Mozambique, Zimbabwe, Rwanda, planning and budgeting frameworks do not effectively take gender into account.

According to an analysis of the financial allocations to the Ministry of Gender aimed at assessing the Government's financial commitment towards the national gender machinery, the allocations to the Ministry have been fluctuating over the past four years both at central level as well as district councils. For instance, in 2011/12 national budget, the Ministry was allocated Malawi Kwacha (MK) 1.7 billion representing 0.6% of the national budget of MK303.7 billion. The allocation to the Ministry however increased to MK10 billion which represents 2.5% of MK408.4 billion in 2012/2013 financial year. In the 2013/14 budget, the allocation to the Ministry has however been reduced to MK4.8 billion against a further increase in national budget to MK630.5 billion. Thus, there is a further reduction in resource availability to the Ministry despite an increase in overall national budget as presented in Table 1 below

And yet, another is the insufficient coordination between MoGCDSW and non-state actors that has resulted in uncoordinated efforts on women participation in politics and Governance structures at national and local levels. Insufficient capacity and staffing at MoGCDSW and NGO GCN have a negative influence on sustaining and institutionalising the gender machinery.

3.5 Progress in Achievement of GBG Results

The GBG project results framework contains outcomes or changes in conditions, behaviour or attitudes that indicate progress toward the project's goal of positioning gender equality at the centre of all development processes in Malawi (see Annexure 10: GBG Results Framework). The outcomes are specific, measurable, and meaningful results of what the project wants to maximize, in this case as evidenced by:

a) increased mainstreaming of gender equality dimensions in policies, strategies and budgets at all levels;
b) enhanced capacity of Parliamentarian Women Caucus, Committees for gender sensitive oversight, representation and legislation in order to take the lead in passing gender sensitive legislation required to create a conducive legal framework for promoting gender equality; and
c) increased number of non-state actors effectively influencing gender agenda throughout Malawi[24]

While all the three outcomes of the project have clear indicators, baselines and targets to be achieved within specified timeframe and responsible institutions to track progress in achievement of results, none of the institutions assigned with the responsibility of verifying the achievement of the outcomes and outputs appear to have readily available and documented evidence. We have not been given project progress reports and minutes of steering committee of the project. We have noted that none of the project outcomes and outputs were incorporated in the MGDS II M&E framework since the project was developed after the formulation of the MGDS II M&E framework and we have not seen any evidence of efforts to revise and incorporate the GBG outcomes and outputs indicators into the MGDS II M&E framework.

[24] GOM 2016, Malawi Growth and Development Strategy (MGDS) II; Report, Review and Country Situation Analysis Report, Ministry Of Finance, Economic Planning and Development. (MOFEPD)

During the evaluation we requested and looked for achieved targets of the indicators for the outcomes and outputs from the responsible institutions and none of the responsible institutions, including UN Women provided the requested progress reports on achievement of outcomes and outputs. In order to ensure the continuous tracking of GBG results (outcomes and outputs) we recommend that the GBG outcome and output indicator targets should be incorporated into the forthcoming MGDS III M&E Framework. We also recommend that there should be continuous capacity building of national institutions responsible for the tracking of GBG results.

4 Concluding Remarks and Recommendations

4.1 Concluding Remarks

Our discussion and analysis above has indicated that the UN Malawi Country Office, has through the GBG, added value to the issues of gender equity, gender empowerment, and human rights through its strategic and catalytic role. UN Women has a critical role in Malawi to work with Government, partners and stake holders to improve the role of women and girls and give them a voice through capacity building and lobbying to articulate their development needs and improve their livelihoods along with that of their male counterparts.

UN Women, together with the rest of the UN Family must continue their longer-term investment from the UN System as a whole, more analytical and holistic approaches to empower women and stronger direct public and/or private advocacy with key stakeholders to enable women to voice their concerns on these issues will be required. More specifically, increased investment to better understand how to strategically embed support for women's participation and leadership, particularly in government, in the poverty reduction and human rights agenda.

UN Women and the UN System has to strengthen its context analysis and theories of change to focus more critically and productively on examining which approaches and interventions actually yield or support greater sustainable empowerment of women in political, poverty reduction and humans rights improvement processes.

UN Women, through its coordination role, within the parameters of its country-level mandate, should promote and track implementation of resolution 1325 by the government and the United Nations. Increased effort and investment need to be made to develop sustainable programmes, based on national ownership. Better evidence and analysis and critical examinations of assumptions are required to ensure that UN Women's programmes are both effective and appropriate.

Linked to this, increased input from key stakeholders (i.e. donors, CSOs and the government) could support UN Women's theories of change and the transition from a project- to a programme-based approach. The Civil Society Advisory Group, for example, could be useful in guiding programme development, and providing a mechanism for consultation and buy-in among the diverse actors with whom UN Women works. The advisory board could also help to improve oversight and accountability, and strengthen existing partnerships.

Organizational capacity. UN Women Malawi Country Office could substantially benefit from additional resources and support, not only for planning change but also for effective implementation. UN Women Malawi is overstretched both financially and in terms of workload, and requires significant support throughout this process, either from headquarter or the Nairobi regional office. Our evaluation has also indicated that there is a perception among partners that the GBG is donor driven. As such there is need for a shift from a donor-driven project-based approach to a truly programme-based approach UN Women is pursuing. This requires that funding is both predictable and more secure.

4.2 Key Recommendations for UN Women

From the interviews and the documents that were reviewed during this evaluation, a number of broad recommendations emerge. In summary, the recommendations suggest re-orientations and changes in the program design, scope and implementation approach. It also provides recommendations on management and methodologies with the aim of enhancing the performance and delivery of the program. The specific recommendations are as follows:

1. Adopting a GBG Theory of Change: The proposed Theory of Change for the GBG programme should be examined closely by UN Women in collaboration with implementing partners in order to decide whether it should be adapted wholesale or with some adaptations.
2. Strengthening the GBG Results Framework: The framework should be matched with the proposed ToC for the GBG program and aligned accordingly. This also entails adopting results based indicators across all projects so that there is more focus on results based reporting, and not simply output based reporting.
3. Focus on a few activities: Given the large number of interventions, UNW seems to be spread too thinly and therefore compromises the impact of its interventions, as well as introducing some element of duplication and overlap since a number of UN Agencies and other cooperating partners are working in the same areas. There is therefore need to focus on a few intervention areas and increase complementarity with interventions of other cooperating partners.
4. Reorientation of activities: Since poverty has a gender face, UNW should put more emphasis on poverty analysis in the conceptualization of programs such as the GBG in order to explore the link between gender inequalities and poverty in Malawi. This would mean reorienting its interventions towards activities that address gender issues that inhibit poverty reduction, such as focusing on engendering national processes; strengthening women in leadership; equal access to means of production and enhancing the quality of coordination for the national gender agenda.
5. Oversight of implementation of the GBG program: There should be a technical working group, constituted by project partners and other key stakeholders, for the entire project to track progress and allow all implementing partners to learn from each other. In addition, there is need to assess the financial management and accountability capacities of all partners and offer direct financial support from UN Women and would be very accountable for the funds.

4.3 Key Recommendations per assessment area

4.3.1 Strengthen relevance

The relevance of the project could be enhanced by joint action by UN Women, implementing partners and relevant stakeholders in the following areas:

1. Ensure the existence of work plans, monitoring frameworks and regular reports in all projects. Partners should also be aware of UN women's work plan for their respective projects
2. Ensure that all implementing partners have full knowledge of the different pieces of their respective projects.
3. Consider expanding the duration of the project so that the objectives of impacting on national policy and influencing gender responsive budgeting can be meaningfully pursued.

4. Beyond mere sex disaggregated data at output level (e.g. numbers trained), strengthen the monitoring of the relevance/quality of gender related interventions that are happening on the ground.
5. Ensure that the newly developed gender strategies/strategic plans are relevant by securing adequate resources for their implementation.
6. Strengthen efforts to implement institutional capacity building so that project implementers have the required technical competence to appreciate the relevance of their project and how to achieve desired results.
7. Strengthen the motivation and participation of such partners that have little ownership of their projects by ensuring the involvement of the partners at all stages of planning for activities so the perception that the partners are only advancing the donors agenda should be removed.
8. Strengthen the routine visibilisation and dissemination of gender statistics so that these are regularly used in sectoral and national planning.
9. Ensure the presence of technical backstopping services to projects that require research based advocacy materials, such as PWC and DHRMD.

4.3.2 Improve Effectiveness

1. Improve the joint planning of activities and finances by UN Women and partners so that delays are avoided, and that activities are not done at the very last minute. Such joint planning can also be a way of strengthening the partnership between UN Women and all implementing partners in order to improve the ownership and results of the respective projects.
2. Develop results based indicators so that the systematic monitoring of results is not neglected.
3. Ensure that all projects have strong mechanisms for systematically tracking their project goals.
4. Ensure the availability of support for capacity building interventions for project staff/implementers.
5. Ensure that there is a wide base of donors who are collaborating to support GRB interventions, especially at district council level so that the knowledge gained from the project can practically be applied on the ground.
6. Ensure that that the sex and gender disaggregated data being generated by various partners is routinely availability and disseminated to support advocacy processes.
7. Expand the efforts to strengthen the collection of sex and gender disaggregated data to district council levels so that the project is able to influence the centrality of such data in local level planning.
8. Ensure that there is coordination among project partners in order to achieve consolidated voices and strategies in policy engagement.
9. Complement efforts to advocate and lobby for the enactment of legislation with the availability of resources to disseminate such legislation once passed because the effectiveness will materialise when the law is actually in use.
10. Strengthen efforts to influence the integration of GRB in Program Based Budgeting (PBB).
11. Ensure that the results of GRB interventions are closely monitored so that there is an understanding of the extent to which the GRB guidelines/checklists/strategies are being adhered to in sectoral implementation.

4.3.3 Improve Efficiency

1. Enhance transparency and accountability in the planning and use of resources by ensuring regular dialogue between UN Women and implementing partners on project budgets. This includes ensuring that all decisions by UN Women not to implement some planned activities or to re-allocate funds to other activities are made in consultation with partners.
2. Pressure to implement activities within a shorter period due to late fund disbursement.[25]
3. Improve the quality and effectiveness of planned activities by eliminating disbursement delays as such delays have so far drastically reduced implementation time. Timely disbursements will also mean that outputs will be delivered according to planned time.
4. Strengthen institutional capacity building in the areas of proposal development, project management and project coordination.
5. Ensure that time sensitivity interventions (such as the retention of women in the 2019 elections) are given the priority that they deserve as they require a lot of prior investments.
6. Engage in dialogue on how best the partners and UN Women can cooperate without the usurpation of the role of implementer by UN Women, instead of remaining a donor.
7. Promote joint monitoring of activities between UN Women and partners in order to optimise the use of resources, and increase the efficiency of monitoring processes.
8. Create more information sharing sessions among partners to ensure that they were all knowledgeable as to what was going on the project and thereby improve on implementation.

4.3.4 Improve Sustainability

1. Strengthen technical capacity and financial resources for the replication of the respective projects.
2. Ensure that all projects have strengthened operational and management capacity.
3. For state sponsored institutions such as PWC, DHRMD and MEC, ensure that the gender equality objectives that are being pursued by the GBG program are routinely budgeted for in the mainstream budget.
4. Solidify linkages between state and non-state actors that are advocating for the fulfilment of the gender equality recruitment quota under the Gender Equality Act.
5. Ensure the availability of funds for continued implementation and monitoring so that lessons are well documented to feed into overall organisational planning initiatives
6. Devise strong mechanisms to achieve the orientation of planners and those who are doing financial planning in GRB so that knowledge and skills about effective integration of GRB in council budgets can be established at both central and local government levels.
7. Ensure that all partners have clarity about what sustainability exactly entails in the context of their projects, and how each partner can contribute to the sustainability.

[25] The project had a work plan and budget for an entire year but funds were disbursed five months into the year. This made CMD to plan the activities again and deliver all the outputs in that period which was strenuous.

Annexes

Annexure 1: References

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Annexure 2: Perceptions of the relevance of the program per implementing partner

Partner	Opportunities	Challenges
DHRMD	– The objectives are clear, and meet the needs of the target group. The activities also meet the objectives.	– Lack of clarity about whether or not the project was continuing in 2017. – Short life span of the project to influence national policy.
CMD	– Project has introduced CMD to a progressive approach holistically addressing challenges faced by political parties. – There is a clear work plan and budget for activities.	– Short project duration to effectively influence gender responsive budgeting. – Slow appreciation of gender equality by political parties
NICE	– Direct connection between the project and NICE's institutional objectives. – Beyond the development of a gender strategy, the project is increasing internal capacity.[26] These efforts are enhancing the relevance of NICE's core activities. – Although the project has not impacted on electoral law reforms, NICE is a member of the taskforce reviewing the electoral law. NICE can potentially use the knowledge gained in the project to support advocacy efforts for the adoption of the gender aspects of the law reform.	– Although sex disaggregated data is collected at output level (number of people trained) this falls short of measuring how gender is being mainstreamed in civic education on the ground. – The monitoring of the relevance/quality of gender related interventions that are happening on the ground is loose. – The implementation of the gender strategy will require adequate resources that may not be fully available.
MALGA	– Direct linkage between identified challenges and project objectives since most government policies and programs are implemented at local level. – The focus on women councillors has created room for targeted interventions on confidence building, including equipping them with skills on leadership and the presentation of ward issues in councils. – The formation of the Women Councillors Caucus has the potential to organise women councillors to champion key issues that affect women.	– No trainings have been targeted at MALGA staff for institutional capacity building so that they too can technically appreciate the relevance of the project in a meaningful way.
NGO GCN	– A strategic plan for the organisation is now finalised under the project. – NGO GCN is already involved in work promoting the participation of women in decision-making positions, especially targeting policy and decision makers such as the taskforce on electoral reforms and Political Party representatives.	– Lack of knowledge of what the project is all about beyond the development of a strategic plan. – Lack of an annual wok plan or awareness of UN women's annual work plan for the project – Without disputing the relevance of the project, the fact that UN Women is taking the lead limits participation as stakeholders feel that they are only advancing the donors agenda and not their own.
MEC	– Development of gender strategy.	– Low appreciation of the gender equality

[26] through the training of officers and volunteers to mainstream gender in civic education

Partner	Opportunities	Challenges
	– On-going electoral reforms, which provide an entry point for gender mainstreaming. – Presence of many female commissioners, which increases the likelihood of support for gender responsive electoral reforms.	by MPs, who may resist electoral reforms aimed at promoting women's participation.
NSO	– Direct relationship between project objectives (engendering statistics) and the core mandate of NSO (statistics). – Willingness of NSO to expand the scope of the MDHS (2016) and include chapters on violence against women and women's empowerment.	– Low application of gender statistics in sectoral and national planning. – Low knowledge of GRB by planners in various sectors (and hence slow appreciation of the relevance of gender statistics in planning).
PWC	– The project's component of capacity building in gender related policy advocacy and oversight is relevant for female MPs.	– Absence of technical staff who can help to generate research on gender related issues, prepare talking points for PWC, identify sources of funds for enhancing PWC activities and institutional capacity building, etc. – Mixed interest by PWC in the project, with some members not appreciating its value on technical capacity building.
MOGCSW	The project is facilitating the direct implementation of government priorities towards gender equality and women empowerment, and is complementing other relevant programs by other donors.	The Ministry is implementing various programs funded by UN Women (beyond the GBG program) and all these are simply regarded as 'UN Women supported programs.' This makes it challenging to pin point specific areas that the GBG program is supporting.

Annexure 3: Perceptions on the effectiveness of the program per implementing partner

Partner	Opportunities	Challenges
DHRMD	– By targeting public servants grades E, F, G, H and I, the project is a relevant step towards building an institutional culture of promoting gender equality in the public service.	– Failure to adequately enforce existing policies (e.g. the gender equality quota). Routine delays in implementing planned activities; and activities are usually demanded 'last minute' at the inconvenience of the department. – Weak collaboration in planning has meant a weak relationship between DHRMD and UNW, and this can negatively impact on results.
CMD	– Project is likely to create an environment that increase chances of female political aspirants in 2019 because of lobbying initiatives towards: o Influencing the inclusion of 4th ballot[27] in electoral reforms. o Pressing for the minimum qualification for the MPs to be MSCE to give more women a chance of contesting. – Sex disaggregated data is now being collected in interventions. – The development of a gender strategy is an important step for mainstreaming gender in the organizations core interventions, and this may have a 'life-long' impact. – Other potential partners are becoming interested in the gender approach to CMD's work and this brings the potential for scaling up activities. – The project has addressed real gender issues affecting political parties.[28] – The usage of monitoring opportunities in another project mitigated the gap that arose due to a lack of a specific budget line for monitoring.	– Target group was very small compared to the wide constituency that forms political parties. – The indicators were low level, meaning that the systematic monitoring of results could be easily neglected. – There was no support for capacity building interventions for staff. – The risk of compromising the quality of MPs in the quest to bring in more women by proposing the reduction of the education qualification levels of MPs to MSCE. This raises doubts about the capacity of such a calibre of MPs to understand and articulate policy. – Uncertainty as to whether proposed electoral reforms will be passed by Parliament.
NICE	– There has been quality assurance in the project through the availability of a consultant for the development of the organisation's gender strategy. – NICE has internal gender experts that are being deployed in the project. – NICE has an effective monitoring mechanism and this project is included in the overall monitoring process. – The training conducted so far have suggest the transformational potential of	The project implementation only started in March 2017, and therefore too early to talk about the project's impact on policy engagement. *Implementation delayed as a result of a delay in fund disbursement.*

[27] Whereby one parliamentary seat in a district is to be reserved for a woman

[28] There was a testimony about the transformative nature of the intervention from a male political leader who stated that this was his first gender training, and was an eye opener.

Partner	Opportunities	Challenges
	the project. For example, those that have been trained are planning to form 'male model groups' in communities to motivate female aspirants and their families. – Planned radio debates and the impact of volunteer activities in communities will be monitored as they can make good case studies.	
MALGA	– The Women Councillors Caucus can be an effective platform for raising the profile of women councillors. – All short-term results have been achieved. – While the project did not incorporate monitoring mechanisms and no indicators were set, MALGA may be able to incorporate the project in its overall monitoring framework using funds from another donor. – Tangible results have been witnessed, e.g.: o In Kasungu Municipal Council, where the mayor, deputy mayor and chair of the finance and HR committee are all women. o When the program was starting only 2 women were chairpersons but now up to 6 women are chairpersons of councils and 2 are deputy mayors.	– A lot still needs to be done to allow women penetrate the MALGA Executive, and to be 'naturally' values as assets in the councils. – Lack proper implementation strategies weakens the possibility of retention of female councillors. – The building of capacity on GRB depends on the application of the concept in developing council budgets. However, the dwindling of resources at council level has meant that priority is given to 'survival' interventions and GRB has been left out. – The success of GRB depends on the availability of multi sectoral skilled personnel during planning, implementation and monitoring, and this is not usually available at council level. Apart from women councillors, the extent to which planners as well as male councillors (who are in the majority) at district level have been coached in GRB is unclear. – The program has not yet influenced the collection of gender disaggregated data at council level, and yet such data is critical to the success of GRB efforts. – The Women Councillors Caucus has not met as often as planned.
NGO GCN	UN Women helped NGO GCN in the development of the strategic plan with the support of a technical expert paid for.	– The limited knowledge that NGO GCN has concerning the project itself suggests that not much is happening under the project. – Little joint planning, and no reporting is done under the project. – There is no coordination among project partners, making it difficult to consolidated voices and strategies in policy engagement. – The capacity of NGO GCN to run a project seems to be undermined by UN Women's control of the project. This has

Partner	Opportunities	Challenges
		– frustrated a sense of ownership; and has contributed to logistical challenges.[29]
MOGCDSW	– There is also need for harmonization of different provisions from different laws. – Tangible documentation that can be used at policy level has emanated out of the project (e.g. gender analyses of budgets; Beijing+20 country review report; CEDAW country response). – The program has supported national processes such as: o Beijing+20 consultations and country report formulation o Country response to the CEDAW Committee's questions on Malawi's 7th periodic report (2015). o The National Gender Policy (2015) was reviewed, approved and launched. – Synergy between UN Women and UNFPA in promoting GRB. – Performance of gender analyses of the Ministry's budget (2010-2015) and the national budget (2015/2016). – There is joint planning, and this makes it easy to see the areas where various UN agencies are supporting the Ministry, and the synergies that can be created.	– Inadequate resources have impacted on the effectiveness of the project. For example, although a lot has been done on legislation, dissemination efforts fall short, as they require a lot of resources. – While the project has been great in its policy engagement at national level, it has not really managed to influence the local level. Preparations are underway for councillors' capacity building on proposal development and linkages strengthening with wards. – The indicators are on activity and output level. – Lack of clarity by the Ministry between the contribution of other donors and UN Women's contribution.[30] – Efforts to influence the integration of GRB in Program Based Budgeting (PBB) have been weak since to a large extent, the two processes have run in parallel (with Ministry of Finance spearheading PBB without due regard to GRB principles). – The results of GRB interventions haven't been closely monitored, e.g. to assess the extent to which the GRB guidelines/checklists are being adhered to by planners.
PWC	– Development of strategic plan, which is about advocating for and representing women's issues. – Improved capacity to advocate for gender related laws (such as Trafficking in Persons Act and the Marriages, Divorce and Family Relations Act. – Support to attend the CSW, although with some challenges. – Increased awareness of GRB through Gender Responsive Budgeting. – Interest by PWC to build its own technical and institutional capacity. – Presence of concrete ideas on how the PWC membership can be supported in	– Lack of linkage between PWC and women councillors, who are also being targeted by the program. PWC and women councillors remain at loggerheads because some women MPs feel threatened. – Absence of technical staff who can help to generate research on gender related issues, prepare talking points for PWC, identify sources of funds for enhancing PWC activities and institutional capacity building, etc. – Ad hoc support to help in annual GRB analyses during budgeting period, since PWC lacks internal capacity to

[29] It takes a long time for UN Women to put together interventions, something that would be easily managed if left to NGO GCN as a partner.

[30] For example:

- The development of gender policies in public universities may also be attributed to the GEWE project (2012-2016) that was previously coordinated by UNFPA.
- GRB guidelines/checklists (2015) that were formulated to guide planners at council and national levels can also be attributed to GEWE (*UN Women contributed to printing costs*).
- Initiatives in the sectors such as transport, health, youth, agriculture and education were done under GEWE.
- TA Mwanza's interventions have been widely reported under the GEWE program

Partner	Opportunities	Challenges
	order to improve retention of female MPs.[31]	undertake GRB analysis. – Consistent gaps in the availability of gender disaggregated data to support advocacy processes. – Widespread attitude that women empowerment is an event, and not necessarily a process as evidenced by the lack of a 'holistic retention program' in the project. – Low prioritization of PWC in key forums such as CSW, which are critical for the exposure and capacity building of women politicians. – Mixed interest by PWC in the project, with some members not appreciating its value on technical capacity building. – Some planned activities, e.g. exchange visits, remain outstanding.
MEC	– The review of the electoral law and engendering electoral civic education documents have laid a legal platform that will increase the chances of gender equality and women empowerment efforts to produce results. – Improved capacity to design and implement GRB. – Support of observatory trips and to attended international gender conferences.	– The desired results are greatly influenced by policies and management effectiveness of political parties of which MEC has no control. – There are no enough female candidates.
NSO	– Project goals are in line with NSO strategy therefore effective implementation is mostly not hindered – NSO is now more skilled to provide gender desegregated data and engender data collection tools and processes.	– Limited financial support and rigid procedures and processes on the side of supporting partners.

[31] Some of the interventions to be considered are; provision of boreholes for every female MP constituency to be opened together as a group with a lot of publicity. Secondly, they could consider buying 30 minutes airtime on the radio/TV (Zodiak) for the female MPs and have them articulate what it is they have accomplished so far, the legislation they have helped pass and have the listeners call into to the program with their views/questions.

Annexure 4: Perceptions of the efficiency of the program per implementing partner

Partner	Opportunities	Challenges
DHRMD	Some interventions have been implemented	– Lack of involvement by DHRMD in the use of resources, leading to lack of knowledge about the cost of the project. – Weak transparency and accountability in the planning and use of resources by UN Women.
CMD	– Presence of one year budget. – Direct disbursement of budget to CMD	– Pressure to implement activities within a shorter period due to late fund disbursement.[32] – The risk of poorly planned and ineffective activities when activities time for implementing planned activities in drastically reduced due to disbursement delays.
NICE	– Planning and budgeting was done based on NICE's rules and regulations, which have multiple controls. – The training will reach more volunteers (150) compared to the number initially planned (50). – Use of internal expertise has been very cost and time effective and produced more results than planned.	– Very late disbursement of funding,[33] which means that outputs will be delivered according to disbursement, not planned time.
MALGA	– Existence of a project work plan budget that were applied during implementation. – Use of MALGA's internal accounting package. – Constant follow-ups on the project by UN Women. – Regular submission of financial reports to UN Women.	– Occasional funding disbursement, with resultant delay in the delivery of outputs. – Lack of institutional capacity building (e.g. on proposal development, project management) to strengthen project coordination.
NGO GCN	– Initial placement of a technical expert at NGO GCN who was a useful resource, but she long left. – One newsletter was produced with the support of the technical expert.	– Project resources are directly managed by UN Women. – Technical expert mainly focused on the development of the strategic plan due to timelines, at the expense of other areas of where support is also required. – Departure of technical expert, and the delay to recruit a replacement has had a negative impact on sustaining the newsletter and finalisation of the strategic plan, which is a key output.
PWC	Placement of UN Women technical staff at Parliament to support PWC.	– Program needs better coordination, timing and frequency. – The slow pace in the UN system is

[32] The project had a work plan and budget for an entire year but funds were disbursed five months into the year. This made CMD to plan the activities again and deliver all the outputs in that period which was strenuous.

[33] Implementation was scheduled for October - November 2016, but funds came in February 2017 and implementation only started March.

Partner	Opportunities	Challenges
		inefficient for time bound interventions such as the retention of women in the 2019 elections, which need a lot of prior investments.
MOGCDSW	Joint planning. Frequent reviews.	– UN Women unilaterally makes decisions not to implement some planned activities or to re-allocate funds without providing any justification. – Since resources are managed directly by UN Women, activity budgets are unknown. – Delays in approving funding for activities. – Usurpation of the role of implementer by UN Women, instead of remaining a donor.
MEC	UNW is more listening which helps to improve how support is aligned to the needs of MEC	The indirect relationship between MEC and UNW prevents efficient flow of processes such as monitoring
NSO	Close follow up and frequent updates	– Untimely release of project funds – Poor appreciation of NSO processes and failure to realise that some results are already being achieved through a different channel

Annexure 5: Perceptions of the sustainability of the program per implementing partner

Partner	Opportunities	Challenges
DHRMD	– Knowledge of the beneficiaries will remain after the project. – Room for UN Women and DHRMD to sit down to identify mechanisms for replicating or sustaining the project. – Presence of leadership commitment.	– Lack of technical capacity and financial resources to be able to replicate the project. – Failure by the project to strengthen operational and management capacity. – Heavy reliance on external funding by the Gender Mainstreaming Unit of DHRMD. – Invisibility of DHRMD in the project, and poor linkage with non-state actors that are advocating for the gender equality quota. – Fragmented focus on the project goal (to increase the number on women in leadership and decision making positions in the public sector) as evidenced by weak mechanisms for tracking this impact.
CMD	– Creation of a mass of women who will be able to push for their rights and those of other women towards increasing women's participation in politics. – Male inclusiveness is likely to produce gender champions that stand up for women's rights. – Presence of leadership commitment and technical capacity.	Inadequate financial resources.
NICE	– Acquired skills and attitudinal change are likely to be permanent beyond the project. – Keenness on the part of NICE management to promote women empowerment, which is a focus area in the new strategic plan. – Creation of a platform for regional staff to meet volunteers, which has enhanced internal linkages and networking. – Ability of volunteers to work and report on non-funded activities.	– Lack of core project support means that the current project coordinator is also managing another project, which spreads her too thinly to do a high quality job. – Unavailability of funds for continued implementation and monitoring.
MALGA	– MALGA is already contributing its own resources to the program through personnel, office equipment and vehicles. – Presence of strategic plan. – Institutional ownership and commitment.	– Lack of orientation in GRB for those who are doing financial planning. – Lack of funding to reach out to the planners who need to be targeted for effective integration of GRB in council budgets.
NGO GCN	– Presence of a five-year strategic plan through the support of a technical expert. The plan will have to be implemented one	– Communication gaps that exist between NGO GCN and UN Women, resulting in lack of reporting, lack of clarity about what the project is all about etc.

Partner	Opportunities	Challenges
	way or the other by NGO GCN.	– No ownership of the program by NGO GCN due weak cooperation modalities. – Lack of clarity about what sustainability exactly entails in the project, and how NGO GCN, being a 'passive implementer' can contribute to the sustainability.
MEC	– Developed capacity is likely to remain beyond the end of the program – Presence of gender strategy – There is room for more and improved collaboration between MEC and UNW	– Inadequate sensitisation of electoral reforms that concern gender blocks the trickling effects of MEC's efforts into the political parties and other stakeholders – There is lack of a separate project document to help with implementation and monitoring.
NSO	– Acquired dissemination skills are already being incorporated into other assignments such as preparation of national census and are likely to remain beyond the program	– The mandate of NSO does not go as far as the high level analysis required by the program

Annexure 6: Survey Questionnaire

(For individual interviews and Focus Group Discussions involving Project implementers, collaborating partners, stakeholders and beneficiaries)

SECTION A:

GENERAL QUESTIONS

a) What interventions are you implementing?
b) When did implementation start?
c) What objectives are you trying to achieve?
d) What rights does the programme advance under CEDAW, the Millennium Development Goals and Sustainable Development Goals (SDGs) and other normative frameworks?
e) Who is involved as a target group?
f) Who are your stakeholders
g) Do you have Annual Work Plans, Budgets etc., (please provide).
h) How has the use of UN Systems in the Delivery of the project Objectives facilitated the strengthening of national systems for delivery of project objectives

SECTION B:

RELEVANCE

a) Has the project impacted on gender policy influence, programming and operations in the national context, needs and realities?
b) Has the project impacted on recent elections (Presidential/Parliamentary/Local Government)?
c) Did the project influence electoral process and law (particularly the Malawi Electoral Commission) and electoral law reforms?
d) What impact has the project resulted in gender based budgeting and generation of gender disaggregated data?
e) How relevant is your programme to national development Priorities, SDGs, UNDAF, etc.
f) Are the objectives you are trying to achieve clear?
g) Do you think the objectives and plans/strategies of the project meet the needs of your target groups/beneficiaries?
h) Are your activities meeting your objectives?
i) Do you and your stakeholders have ownership of the programme?
j) How Do you rate the relevance of your programme on a scale of 1-5

1	2	3	4	5
Not Relevant	Fairly Relevant	Relevant	Above Average	Very Relevant

SECTION C:

EFFECTIVENESS OF THE PROGRAM

a) What progress has been made towards:
   - Supporting you to implement the strategic pillars on Legislation and Policy, Retention and Capacity building, Visibility and publicity, Representation and participation and Networking and collaboration?

- Support capacity building for female Operatives through transformational leadership trainings? What types of trainings have been conducted?
- Do you think the trainings are transformational – why and why not? What results have been achieved?

b) How effective has the project been in its policy engagement at different levels, including district and national?
c) How effective have project interventions been in identifying and using key opportunities and partnerships in Malawi? Has the project influenced/assisted your specific gender interventions?
d) To what extent has the project achieved expected results? / Why have there been variations in achievement of results among different components of the project?
e) Has the project impacted on level of financial and/or technical resources earmarked to the gender empowerment subsector?
f) Do you think the project goals are being achieved/not achieved? What are the reasons for the achievement and non-achievement?
g) Are you satisfied with the results?
h) Is the project cost effective, i.e. could the outcomes and expected results have been achieved at lower cost through adopting a different approach and or using different delivery mechanisms?
i) Does the project have effective monitoring mechanisms?
j) Are the indicators appropriate, relevant and measurable? Are they helping you to collect both qualitative and quantitative data?
k) What is an example that can be documented as a case study of the impact of the project?
l) How Do you rate the *effectiveness* of your programme on a scale of 1-5

1	2	3	4	5
Not Effective	Fairly Effective	Effective	Above Average	Very Effective

SECTION D:

EFFICIENCY

a) What measures have been taken during planning and implementation to ensure that resources are efficiently used?
b) Has UN Women Disbursed project funds according to planned schedules?
c) Have the project outputs been delivered in a timely manner?
d) Have UN Women's organizational structure, managerial support and coordination mechanisms effectively supported delivery of the project?
e) How does the project utilize existing local capacities within its target group as well as duty holders to achieve its outcomes?
f) How Do you rate the ***Efficiency*** of your programme on a scale of 1-5

1	2	3	4	5
Not Efficient	Fairly Efficient	Efficient	Above Average	Very Efficient

SECTION E

SUSTAINABILITY

a) What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time if the program were to cease?
b) How is Parliament as an institution supporting the project? Does the institution demonstrate leadership commitment and technical capacity to continue work with the project to replicate it?
c) To what extent can you say the project has full national ownership?
d) What operational capacity (e.g. technology, finance, and staffing) has been strengthened through the project? How would this be sustained after the project?
e) What adaptive or management capacities (e.g. learning, program and process management, networking and linkages) have been supported? If some/all, what impact can such capacity have on sustainability? If none, is there any impact on sustainability?
f) Are there any other capacity gaps that would make project sustainability a challenge?
g) Provide list of key non-state actors advocating gender policy.
h) How Do you rate the relevance of your programme on a scale of 1-5

1	2	3	4	5
Not Sustainable	Fairly Sustainable	Sustainable	Above Average	Very Sustainable

SECTION F

I. Lessons Learned

a) What Lessons can we draw from the implementation of the project?
b) How are lessons captured and documented? Are there any gaps?
c) To what extent have lessons been applied in ongoing implementation and if not, why?
d) How can UN Women programme do things better in the future? Which initiatives have relevance for future programming?
e) What are the future recommendations to improve project effectiveness, impact, efficiency and sustainability?

II. Underlying factors

a) Are there any underlying factors beyond the control of the project that have influenced the outcome?
b) What were the key assumptions made?

Name	Institution	Designation	Gender

Annexure 7: List of Respondents

ORGANISATION	PERSON	GENDER	DESIGNATION
IMPLEMENTING PARTNERS			
MEC	1. Thandi Nkovole	F	Acting CEO
NGO-GCN	2. Victor Maulidi	M	Network Coordinator
NICE	3. Stella Kalinga Maliro	F	Project Officer
MALGA	4. Charles Chunga 5. Lusako Mwenechanya 6. Mr. Amidu	M F M	Executive Director Accountant
DHRMD	7. Martha Mtenje 8. Tumbikani Kadokera Chiume 9. Grace Chatha Gama	F F F	Head of Gender Unit Principal Human Resource Officer Principal Human Resource Officer
NSO	10. Maggie Kaleke 11. Glory Mshali	F F	Senior Statistician Statistician
CMD	12. Betty Liwimbi 13. Tamiwe Kayuni 14. Boniface Chibwana	F F M	Programs Officer Programs Officer Programs Officer
MoGCDSW	15. Mr. Kazima 16. Peter Yelesani	M M	Programs Officer
MoFEPD	17. Levi Chirwa 18. Chisomo Tsonga 19. Lawrence Ngwalangwa	M F M	Deputy Director, Budget Budget Officer Gender Expert
PWC	20. Jesse Kabwila	F	Chairperson
COOPORATING PARTNERS			
UNDP	21. Agnes Chimbiri	F	Portfolio Manager, RICE
UNFPA	22. Beatrice Kumwenda	F	Gender Programme Officer
BENEFICIARIES			
Zomba City Council	23. Melia Douglas	F	City Mayor
Chiradzulu District Office	24. Yamikani Makwinja 25. Blessings Kayira 26. Idah Chirwa Mphangwe	M M F	District Forest Officer Districts Community Dev Officer Assistant Director of Finance
Kasungu Town Council	27. Ireen Katola 28. Hlupikire Chavundikira 29. Anne Kafoteka	F F F	Town Mayor Deputy Mayor Councillor
NICE	30. Gerald Chirwa	M	District Civic Education Officer

Annexure 8: Terms of Reference for a Consultant to Conduct Mid-Term Evaluation for Gender and Governance Programme – UN Women

1.0. INTRODUCTION

1.1. UN Women Malawi

The United Nations Entity for Gender Equality and the Empowerment of Women was created in 2010 by unanimous decision of the UN general Assembly. It was established to accelerate progress on the elimination of discrimination against women and girls, empowerment of women and the achievement of equality between women and men as partners and beneficiaries of development. UN Women Malawi Country Office was established in October 2012 and is committed to enhancing the integration of gender equality across all aspects of development and humanitarian processes in Malawi. It is currently supporting interventions under four main thematic areas;

- Women's leadership and decision making
- Women's economic empowerment
- Elimination of violence against women and girls
- National budgeting and planning

UN Women Malawi works with a variety of stakeholders in the government (lead by the Ministry of Gender, Children, Disability and Social Welfare), Constitutional bodies, Parliament, Civil society organizations, international development partners and private sector. Since its establishment, it has formed strategic alliances and supported innovative coalitions, actions and advocacy to advance women's rights and gender equality.

1.2. UN Women- Gender and Governance Programme Overview

The Gender and Governance Programme is a four year (2015-2018) programme being implemented by UN Women with funding from the Royal Norwegian Embassy (RNE). The total budget for the project is Norwegian Kroner 9,780,012. The goal of the programme is to position gender equality as central to all development processes in Malawi. The programme has following three outcomes;

- Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels, with focus on the upcoming post-MGDSII process and GRB
- Enhanced capacity of Parliamentarian Women Caucus and Standing Committees for gender sensitive oversight, representation and legislative function
- Non-state actors effectively influence gender agenda in Malawi.

Central to the programme are efforts to institute gender responsive planning processes, including gender responsive budgeting at national and local level while at the same time supporting processes towards gendering the post MGDS II. The programme uses a series of approaches to achieve its goal including capacity strengthening and developing guidelines for the public sector on gender equality, popularizing the implementation of gender legislation, lobbying for more funding and strengthening the non-state actors' voice.

The programme is being implemented in partnership with different partners under its different components. These partners include, Ministry of Gender, Children, Disability, and Social Welfare

(MoGCDSW), Ministry of Finance, Economic Planning and Development (MoFEPD) Civil society and women's organizations, notably NGO Gender Coordinating Network, Malawi Local Government Association (MALGA), and Centre for Multiparty Democracy, National Statistical Office, National Statistics Office and The National Local Government Finance Committee.

2.0. MID-TERM EVALUATION OBJECTIVES AND INTENED USE

The overall goal of the midterm evaluation is to review progress made by the Gender and Governance Programme towards achieving the expected outcomes and goals. Specific recommendations on the future direction of the programme will be proposed through the evaluation. The recommendations will suggest if deemed necessary – re-orientations and changes in the programme design, scope and implementation approach and also provide recommendations on management and methodologies to improve performance and delivery of the programme. The evaluation will be used by UN Women and different stakeholders to strategize the Gender and Governance programme for maximum impact.

The evaluation will focus on assessing the progress on achievement of the planned results, cost effectiveness of the programme, and on the review of structures, processes and systems established during the implementation period. More specifically, the evaluation will:

- Assess the **relevance** of the programme in terms of the priorities, policy, objectives and plans of the implementing partners and the beneficiaries' i.e. CSOs, women and girls etc. needs as defined by the implementing partners (ownership, alignment)
- Assess the results and *progress* of the programme in terms of **effectiveness** (achieved outputs and outcomes versus planned outputs and outcomes)
- Assess the **efficiency** of implementation (output results achieved against inputs and budgets used) and
- Assess the **feasibility** and **sustainability** in terms of design, scope, implementation, partnerships, management and steering.
- Identify and validate lessons learned, good practices and examples and innovations of work supported by UN Women in the Gender and Governance programme

Aligned with United Nations Evaluation Group (UNEG) Norms and Standards, this evaluation will have an explicit focus on utility. The evaluation will be shared with key stakeholders, donors and partners. In line with UN Women Evaluation Policy a management response will be prepared for this evaluation as practical means to enhance the use of evaluation findings and follow-up to the evaluation recommendations. The management response will identify who is responsible, what are the action points and the deadlines. It will be posted on the online UN Women 'Global Accountability and Tracking of Evaluation Use (GATE) System' at http://gate.unwomen.org/.

2.1. Key Evaluation Questions

Relevance of programme objectives:

- Are the program objectives addressing the needs of the target group(s)?
- Are the outcomes aligned and part of strategies/plans of implementing partners?
- Do programme objectives meet the needs and aspirations of stakeholders?

- Are the objectives owned by the stakeholders of the programme?
- What rights does the program advance under CEDAW, the Millennium Development Goals and Sustainable Development Goals (SDGs) and other normative frameworks?

Effectiveness of the program

- What progress has been made towards achievement of expected outcomes and expected results?
- What results have been achieved?
- What are the reasons for the achievement and non-achievement?
- To what extent have the beneficiaries been satisfied with the results?
- Is the program cost effective, i.e. could the outcomes and expected results have been achieved at lower cost through adopting a different approach and or using different delivery mechanisms?
- Does the programme have effective monitoring mechanisms; are the indicators appropriate, relevant and measurable?
- Please at least one case study on each output mostly documenting successes

Efficiency of the programme

- What measures have been taken during planning and implementation to ensure that resources are efficiently used?
- Have the outputs been delivered in a timely manner?
- Have UN Women's organizational structure, managerial support and coordination mechanisms effectively supported delivery of the programme?
- To what extent are the inputs and outputs equally distributed between different groups of women, and have the potentials of disadvantaged women been fully utilized to realize the outcomes?
- How does the program utilize existing local capacities of the right-bearers and duty holders to achieve its outcomes?

Sustainability of the programme

- What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the program were to cease?
- Is the program supported by national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue work with the program to replicate it?
- Are requirements of national ownership satisfied?
- What operational capacity of national partners, also known as capacity resources such as technology finance and staffing has been strengthened?
- What adaptive or management capacities of national partners such as learning, program and process management, networking and linkages have been supported?

Lessons Learned from the programme

- What Lessons can we draw from the implementation of the programme?

- To what extent have recommendations from the previous GGP evaluation been applied in ongoing implementation and if not, why?
- How can GGP do things better in the future? Which initiatives have relevance for future programming?
- What are the future recommendations to improve project effectiveness, impact, efficiency and sustainability?

Underlying factors

- Are there any underlying factors beyond the control of the programme that have influenced the outcome? What were the key assumptions made?
- Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partner's involvement in the completion of outputs, and how processes were managed or carried out.

3.0. EVALUATION METHODOLOGY

The evaluation will adopt a mixed method approach. This will include:

- Literature review of various project documents and progress reports at UN Women, and partner's offices. The project documents to be reviewed will include GGP documents, strategic plan, partner review meeting reports and progress reports to donors
- Review of materials produced by GGP partners- including Information Education and communication (IEC) materials, manuals, website content etc.
- Focus group and key informant interviews and discussions with organizations supported by the project, women groups and individual women who have benefited directly and indirectly from the programme as well as UN Women Staff, development partners and UN agencies.
- Direct observation by visiting supported partners

The evaluation will cover the entire range of partners within the Gender and Governance Programme. Sampling will be applied in selection of sites to be visited for meetings and beneficiaries.

4.0. EXPECTED DELIVERABLES

The key deliverables by the consulting team are:

- An Evaluation inception report outlining:
  - Interpretation of the TOR
  - Design of the Evaluation
  - Detailed work plan- work breakdown structure for evaluation team
  - Data collection tools/instruments including evaluation matrix
  - Sampling frames
- Field visit to program sites- The final report should include an annex of persons interviewed during the field visits, and findings from the discussions included in the evaluation report
- Presentation of preliminary findings and final results to UN Women and key stakeholders

- Evaluation Report: First draft for discussion during the debriefing meeting followed by a final report that incorporates comments from the debriefing meeting, UN Women and from the Evaluation Reference Group. The reports will be provided in both hard and soft copy.
- A soft and hard copies of all data sets used in the evaluation.

5.0. EVALUATION CONSULTANT

The lead evaluation consultant should possess the following combination of skills and expertise:

- At least 7 years of advanced experience in conducting evaluations,
- A post graduate degree in Social sciences, Development Studies and any related field with formal research skills
- Knowledge of issues concerning governance, women's rights and gender equality specifically in the area of democratic governance
- Excellent facilitation and communication skills and the ability to conduct and document focus group discussions and key informant interviews
- Ability to deal with multi-stakeholder groups
- Ability to write focused evaluation reports
- Wide experience in quantitative and qualitative data collection methods
- Willingness and ability to travel to the different project's sites in the country
- Ability to work in a team
- High proficiency in English, knowledge of local language is essential and
- Ability to manage and supervise the evaluation team and timely submission of the expected deliverables

6.0. ROLES AND RESPONSIBILITIES

The role of the evaluation consultant(s) is to develop the evaluation design outlining the key evaluation questions, identify appropriate evaluation tools, develop the data collection instruments, carry out data collection, data analysis and writing the evaluation report. The evaluators MUST adhere to the key principles of gender analysis and participatory approaches when working with communities and project partners.

The evaluation will be carried following UN Evaluation Group (UNEG) Norms and Standards (see http://www.unwomen.org/about-us/accountability/evaluation/), UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN system, see Annex to this TOR. Once finalized the evaluation report will be quality-assessed based on the UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS). GERAAS standards and GERAAS rating matrix are available at http://www.unwomen.org/en/about-us/evaluation/decentralizedevaluations

The evaluation consultant MUST also adhere to UN Evaluation Group Norms and Standards and the UN Evaluation Group Ethical Code of Conduct. According to the UN Women Evaluation Policy, evaluation in UN Women will abide to the following evaluation standards: Participation and Inclusiveness, Utilization-Focused and Intentionality, Transparency, Independence and Impartiality, Quality and Credibility as well as Ethical Standards. The team leader will be in-charge of delivering the key deliverables of the evaluation as stipulated above.

7.0. MANAGEMENT ARRANGEMENTS AND FOLLOW-UP

The Evaluation Task Manager with input from UN Women colleagues and the Evaluation Reference Group will provide overall supervision and management of the evaluation. UN Women colleagues will provide administrative and logistical support.

In line with UN Evaluation Group Norms and Standards, an Evaluation Reference Group (ERG) will be constituted to serve as a sounding board and consultative body to ensure the active involvement of UN Women staff and key partners involved in the CD initiatives. The ERG will contribute to shaping the evaluation scope and focus and ultimately help build ownership of the evaluation findings. More specifically the role of the ERG members will as follows:

- Act as source of knowledge and as informant of the evaluation process
- Assist in the collection of pertinent information and documentation and in identifying key stakeholders to be interviewed
- Provide input and quality assurance on the key evaluation products: ToR, inception report and draft evaluation report
- Participate in the validation meeting of the evaluation report
- Participate in learning activities related to the evaluation report
- Play a key role in disseminating the evaluation findings and implementation of the management response

8.0. WORK PLAN AND SCHEDULE

The Evaluation is expected to take place within a period of 20 days, commencing October 2016.

9.0. PROPOSED FORMAT OF THE EVALUATION REPORT

The report is expected to explicitly outline findings of the evaluation in relation to the set evaluation objectives. Recommendations are expected to draw attention to programme components that have demonstrated appreciable results and whose lessons could be important for replication in other programmes and districts, and lead to sustainability. Below is the proposed report format.

SECTION CONTENTS

Title Page

Title page to include name of programme being evaluated, geographical location of programme, dates of evaluation and name(s) of evaluators Acronyms and definition of terms to be provided on separate page, which follows the title page.

Executive Summary

A summary of the report which highlights key findings pertaining to outcomes and recommendation

Introduction Overview

- Introduction to document
- Rationale for evaluation

- Scope and focus of evaluation

Evaluation Methodology:

Overview of design methodology with rationale for gender sensitivity, participation, results orientation and rights based.

- Key questions
- Sources of data
- Methods analysis

Evaluation findings

Findings with regards to results as per the TORs and the key evaluation questions. Voices of women should come out strongly in the presentation of findings

Analysis and Conclusions

- Special attention should be paid to changes in the lives of women and progress towards gender equality
- Conclusions and recommendations. List these with emphasis on results that are rights based, Constraints, challenges and opportunities
- Lessons learnt with regard to bringing about change in the lives of women, to relations and equality between men and women. Include any boxes with real life stories

Appendices

- References
- Statistical results (if any)
- Stories – case studies
- Samples of instruments
- List of categories of meetings held
- List of respondents
- Samples of media coverage of the programme
- Terms of Reference and evaluation matrix.

10.0. SUBMISSION OF PROPOSALS

Interested consultants to submit capability statement and curriculum vitae addressed to: malawi.hr@unwomen.org

The deadline for submission of proposals is 28 September 2016.

Note: Acknowledgment will be made to the successful individual only.

11.0 Evaluation Ethics and Code of Conduct

To ensure the credibility and integrity of the evaluation process and following United Nations Evaluation Group (UNEG) Ethical Guidelines, the Consultants will be required to commit to the Code

of Conduct for Evaluation (see http://www.unevaluation.org/papersandpubs/), specifically to the following obligations:

- **Independence**: Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Cultural Sensitivity/Valuing diversity**: Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity
- **Impartiality**: Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.
- **Conflict of Interest**: Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity**: Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence**: Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability**: Evaluators are accountable for the completion of the agreed evaluation deliverables within the 20 days timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants**: Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality**: Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm**: Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability**: Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency**: Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing**: Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

The evaluator will have the final judgment on the findings, conclusions and recommendations of the evaluation report, and the evaluator must be protected from pressures to change information in the

report. If the evaluator identifies issues of wrongdoing, fraud or other unethical conduct, UN Women procedures must be followed and confidentiality be maintained. The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct defines misconduct and the mechanisms within UN Women for reporting and investigating it.

Annexure 9: Evaluator Profile

For the specific task, DEVCAS assigned a team of **four experts,** , who on top of having evaluation experience, have extensive experience in the design of national, sub-national and sectoral policy and programme documents using UN and other programming tools and frameworks (including Global, National and Sub-regional Human Development Reports, Poverty Reduction Strategy Papers (PRSPs) Country Development Frameworks (CDFs), Sector Wide Programmes (SWAPs), United Nations Development Assistance Frameworks (UNDAFs), etc.), having worked on the same in a number of sub-Saharan African countries as senior policy planners and practitioners, senior UN and UNDP staff as well as independent consultants. The team of experts is very conversant with the development terrain in the SADC region and beyond. Their individual competencies include gender mainstreaming, statistical analysis, project design, policy analysis as well as financial analysis.

The Core Team for the proposed assignment will be composed of the following four experts:

1. Graham H. R. Chipande (PhD), Development and Poverty Analysis Specialist - Senior Consultant and Team Leader
2. Augustine Bobe, Development and Human Development Index (HDI) Expert-Consultant
3. Tinyade Kachika, Legal and Gender Expert - Consultant
4. Ian Simbota, Associate Consultant

The project was managed by Graham Chipande, Team Leader and Senior Consultant, who worked consistently on the project during the assignment period. The Team Leader was responsible for the overall quality of the final product of the proposed consultancy services.

Management Profile

The skills sets and experience of each Consultant of the Core Team are as follows:

Graham Chipande is an Economist with over 35 years' experience in a wide range of development areas including banking; policy design; project design, appraisal, monitoring and evaluation; micro finance and SME development; and economic and financial management. His professional career spans through banking, academia, senior civil service and the international civil service. He served as a Senior Research Officer in the Reserve Bank of Malawi, with responsibilities for data collection, analysing and reporting. Lectured to undergraduates and postgraduates in development theory, money and banking, international trade and agricultural economics, at the University of Malawi, where he rose to the rank of Associate Professor of Economics, prior to being seconded to the Malawi civil service.

In the Malawi civil service, he held the ranks of Secretary for Economic Planning and Development in the Office of the President and Cabinet, and Secretary to the Treasury in the Ministry of Finance; in addition to serving as Board Member in a number of key national institutions including the Reserve Bank of Malawi, the Malawi Rural Finance Company, the Press Corporation Limited, the National Bank of Malawi and the Electricity Supply Commission of Malawi. He also served as Malawi's Alternate Director on the IMF, World Bank and African Development Bank Boards. He led the design and preparation of Malawi's Economic and Financial Management programmes and participated in numerous delegations to negotiate donor financing for the Malawi development agenda.

Between 1994 and 2008, he served as Economic Advisor for UNDP in a number of countries including Ethiopia, The Gambia and Sierra Leone, where his main duties included advising UNDP, the United Nations Country Team (UNCT) and the host countries in the design and implementation of Poverty Reduction Strategies and the operationalization of long and medium term development perspectives, gender mainstreaming and environmental concerns, in addition to participating in the development of UN and UNDP programming tools, such as the United Nations Development Assistance Framework, the UNDP Country Programmes and the Country Programme Action Plan (CPAP), as well as preparation of National and Regional Human Development Reports and other flagship products of UNDP. He retired from UNDP at the rank of D1.

He holds a PhD in Economics from the University of Glasgow.

Augustine Bobe is a Development economist with more than 40 years' experience in development management, strategic planning, designing and advising on macro-economic and development programmes and projects, including experience in the restructuring of public and private enterprises in Malawi. He is conversant and familiar with the use of UNDP/UN programming and evaluation tools.

His technical and analytical skills include

- Macro and micro-economic policy design
- Strategic design of UNDP/UN development programmes and projects
- Management of UNDP programme portfolio
- Training/coaching in programme design, management and evaluation
- Design and conduct of socio-economic research

Mr. Bobe's interpersonal and computer skills include networking and consensus building in collaborative policy/programme/project design and competent in use of: MS Word, MS Excel, MS PowerPoint, and the internet. Mr. Bobe has experience on the HDI, MDGs and donor assistance as applicable to Malawi. He was also a member of the DEVCAS team which prepared the Malawi Post 2015 MDG Consultation Report as well as the 2016 National Human Development Report.

Tinyade Kachika is a very experienced and multi-skilled socio-legal researcher who has led a number of gender related consultancies. She has nineteen years of professional experience covering the provision of legal and policy analysis and advice to a varied set of clients, carrying out socio-legal research on a number of areas of interest to women's movement and gender equality and equity; project design, implementation and evaluation. She has accumulated impeccable expertise on transformative approaches to gender analysis and gender mainstreaming in initiatives aimed at achieving women's political and socio-economic empowerment, both at national and international levels. Her expertise has included designing, evaluating and technically backstopping gender transformative programmes for the Malawi Government, donors and NGOs. She is an excellent writer, who has produced high profile publications at national and continental levels, including Malawi Government documents to the Commission on the Status of Women (Beijing+20, 2015) and the CEDAW Committee (Responses to list of critical issues, 2015). Generally, her publications have traversed diverse areas of women's land rights, gender and extractive industry (mining), land grabs, women's sexual and reproductive health rights, gender responsive budgeting and gender based violence. At national level, she has contributed to key publications such as the 2016 National Human

Development Report, Report on the Review of the Malawi Growth and Development Strategy II and Comprehensive Sectoral Analysis (2016), the National Human Development Report on Gender and Development (2010), Gender Assessment of the National HIV and AIDS Response (2014), the State of Democratic Governance in Malawi (2013), Census Thematic Report on Youth and Children (2011), and the National Strategic Assessment on Laws, Policies and Programmes on Sexual and Reproductive Health (2012). She has also supported the Ministry responsible for Gender and UNFPA to develop guidelines, resource books, and training manuals, legal and gender responsive budgeting booklets and research reports in order to support sectoral gender mainstreaming under a multi-million euro Gender and Women's Empowerment Programme funded by the European Union.

Overall, Tinyade has provided technical support to gender related programmes for clients like the Royal Norwegian Embassy, UN Women, UNDP, UNAIDS, UNFPA, UNECA, Food and Agricultural Organisation, European Union, GIZ (formerly GTZ), Action Aid International, Oxfam GB, International Alliance for Natural Resources, Ipas, Trocaire, among others. Tinyade has experience spanning several countries, including Ethiopia, Ghana, Mozambique, South Africa, Senegal, Tanzania, Zambia, Zimbabwe, India, Sierra Leone and Guatemala. She holds a Master's Degree in Law (LLM) with distinction from Georgetown University Law Centre (USA) and a Bachelor's Degree in Law (LLB-Hons) from the University of Malawi. She is currently enrolled for a PhD programme (Public Law) at the University of Cape Town.

Ian Simbota – has a wide base of experience and competencies in various fields. His career started-off with Financial Accounting performing duties in ledger management, stock control and later financial reporting. His exposure in the banking industry through Standard Bank added to his experience base mainly in service delivery, sales, relationship management and credit risk management. He is also involved in business development consultations focusing much in business planning, market analysis and financial planning for small to medium enterprises. Ian Simbota has been very much involved with DEVCAS in programme evaluations where he has become familiar with the use of UNDP/UN programming and evaluation tools. He was part of the DEVCAS team that conducted the mid-term evaluation of the Malawi Public Sector Capacity Development Programme, prepared the Millennium Goals Development Report for Eastern and Southern Africa, conducted the National Consultations on the Post-2015 Development Agenda for Malawi, and prepared the 2016 National Human Development Report among others.

Annexure 10: GBG Results Framework

Condensed Framework with Results

				2015				2016			
Objective	**Objective statement**	**Indicator**	**Baseline**	**Targets**	**Achievements (number only)**	**Remarks/ status**	**List of supporting documents (please provide all documents together with the report)**	**Targets**	**Achievements (number only)**	**Remarks/ status**	**List of supporting documents (please provide all documents together with the report)**
Outcome 1.1.	Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.	Number of sectors implementing GRB and GRP	3 sectors (2014)	2	2	MoGCDSW and MoF oriented on GRB and GRP. 2 Policy Briefs on Gender Analysis of the 2015/16 National Budget prepared.	2 Policy Briefs	4	0	Data at sector ministry level is yet to be collected. However some Sectors in 4 district councils (Mzimba, Machinga, Chikhwawa and Chiradzulu) have integrated GRB in their current work plans. District councils are yet to incorporate GRB consolidated district work plans	UN Women GRB monitoring report

				2015				2016			
Objective	**Objective statement**	**Indicator**	**Baseline**	**Targets**	**Achievements (number only)**	**Remarks/ status**	**List of supporting documents (please provide all documents together with the report)**	**Targets**	**Achievements (number only)**	**Remarks/ status**	**List of supporting documents (please provide all documents together with the report)**
Outcome 2.1.	Enhanced capacity of Parliamentarian Women Caucus, Committees for gender sensitive oversight, representation and legislation	Number of gender sensitive legislation passed	0	2	2	UN Women supported the advocacy efforts by MoGCDSW, PWC, Social Committee of Parliament and NGO-GCN.	Marriage, Divorce and Family Relations Act and Trafficking in Persons Act.	5	4	The Marriage, Divorce and Family Relations Act and Trafficking in Persons Act were passed in 2015. The Anatomy Act and the Land Bill were passed in 2016	Parliament reports
Outcome 3.0	Non-state actors effectively influence gender agenda in Malawi	Number of key organizations advocating policy making	0	10	10	NGOs under the umbrella of NGO-GCN supported in their gender work	NGO-GCN Concept Note	10	51	All members of NGOGCN. A strategic plan is currently being drafted to guide the process	NGO GCN

Full Framework without Results

Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institution
GOAL Position gender equality central to all development processes in Malawi.					
Assumptions • Continued Government, Parliament and CSO commitment to implement GE initiatives					
Risks • Limited financial and technical capacity of gender machineries to implement GE initiatives • Delays in implementation of project agreements by ministry and NGO GCN • Blurred roles between UNW and UNDP **Mitigating Factors** • Involvement in the steering committee of the project. • Financial and technical support in human resources Orientation of the stakeholders clears out their roles and brings them closer to the project. This will enable them appreciate the benefits the project brings to their communities and improvement of service delivery.					
Outcome 1: Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.	Number of sectors implementing GRB and GRP	3 sectors as of 2014	6 sectors by 2017	MGDS II and post MGDSII reports	MoFEPD and MoGCDSW
Output 1.1 Improved capacity of public service to implement the gender quota as for the Gender Equality Act	Percentage of women in public sector	23% as of 2013	30% by 2016	Strategic plan document Annual Reports, Project reports	
Assumption • Availability of financial and technical resources					
Risk Effects of cash gates eroding government capacity to fund gender initiatives **Mitigating factor**					

Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institution
• Using UN systems as alternative mechanism to delivering same objective. Advocacy through national actors on importance of government to quickly restore donor confidence by strengthening existing					
Activities Activity1.1.1: Orient Cabinet and Civil Service Reform Committee on Gender Equality Activity1.1.2: Train OPC, DHRMD, Public Service Commissions, Human Resource Directors, and all sectoral officers at all levels in gender analysis, audit and monitoring. Activity1.1.3: Disseminate gender-mainstreaming guidelines on Human Resource Management, Policies and programs and GRB/GRP to all relevant officers at all levels. Activity1.1.4: Strengthen HRMIS collection, analysis, utilization and dissemination of gender disaggregated statistics Activity 1.1.5 Conduct Participatory Gender Audits in selected key sectors Activity 1.1.6 Disseminate and implement the available gender related policies and legislation such as GEA					
Output 1.2: MDGs and other relevant analysis informs MDGS II review process	Number of gender recommendations integrated	0	10 recommendations integrated out of 20 by 2016	Reports by UNW and partners	MoGCDSW and women's organizations
Assumptions Availability of gender analysis of data					
Mitigating factors Advance planning and coordination Resource mobilization					
Output 1.3. Increased implementation of mechanism to institutionalize gender responsive budgeting across government	Number of recommendation made to MDGSII informed by MDGs analysis	0	1 national GRB draft guidelines	Annual Reports Relevant position paper reports/ recommendations	MoGCDSW and MoFEPD

Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institution
Assumptions • Continued Government commitment to gender post MGDSII • A strengthened institutional gender mechanism/framework					
Risks Limited capacity for communication and coordination Limited capacity in human resources **Mitigating Factor** Capacity building of the Implementing partners					
Activities Activity 2.1.1 Develop a post MGDSII gender Strategy Activity 2.1.2 Set up a team of experts to support the drafting team Activity 2.1.3 Organize national, regional and district events on gender and post MGDSII Activity 2.1.4 Facilitate team of experts Representation and active participation in meetings on post MGDSII Activity 2.1.5 Facilitate post MGDSII planning and evaluation meetings Activity 2.1.6 Integrate advisory services for enhancing institutional gender sensitive capacities of post MGDSII drafters Activity 2.1.7: Organize consensus building meetings on strategic issues to be addressed in the post MGDSII strategy Activity 2.1.8: Support initiatives leading to the full realization of the implementation of the post MGDSII strategy Activity 2.1. 9 Support develop and popularization of GRB/GRP guidelines and template Activity 2.1. 10 Disseminate GRB/GRP related guidelines and templates Activity 2.1.11 Support initiatives leading to the full realization of the implementation GRB/GRP					
Outcome 2: Enhanced capacity of Parliamentarian Women Caucus, Committees for gender sensitive oversight, representation and legislation	Number of gender sensitive legislation passed	0	5	Parliament gazette	Parliament Women Caucus and MoGCDSW

Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institution
Output 2.1: Improved capacity in gender, consultations, presentation, leadership, advocacy and lobbying	No and Quality of reports produced	0	2 workshops x year	Annual Reports Parliament	Parliament and MoGCDSW
Assumption The Project achieve expected results					
Risk Trained parliamentarians not using the acquired skills **Mitigating Factors** • Regular monitoring of annual and quarterly work plans • Capacity development of implementing agencies Timely Fund disbursement					
Activities Activity 2.2.1 Organize capacity building courses for PWC, Committees (gender, GRB, GRP consultations, presentation, leadership, advocacy and lobbying and reporting etc.) Activity 2.2.2 Conduct joint field/monitoring visits Activity 2.2.3 Organize orientations for public accounts committee and public appointments committee, Activity 2.2.4 Conduct the baseline, mid-term, annual review and end of project evaluation					
Outcome 3: Non-state actors effectively influence gender agenda in Malawi	Number of key organizations advocating policy making	**0**	**10 organizations**	Mapping of NGOs Advocacy networks	NGO GCN and MoGCDSW
Output 3.1: Strengthen the positioning of NGO GCN as a key coordinator of gender work in Malawi	# of own initiatives taken by NGOGCN to strengthen the national/district gender machinery	0	5 major initiatives	Project Report, Evaluation reports	NGO GCN

Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institution
Assumption Development partners continue support to gender equality -initiatives					
Risk Resistance by NGOGCN as they perceive the project to subsume their work **Mitigating Factor** • Strengthening gender machinery • Capacity building training to support role clarification of implementers (national institutions) vs technical backstopping (UNW)					
<u>Activities</u> Activity 3.1.1 Train NGO GCN in agenda setting, partnership, report writing, M&E; resource mobilization and proposal writing Activity 3.1.2 Provide technical support NGO GCN to engage with non-traditional actors (private sector) as part of resource mobilization Activity 3.1.3. Support NGOGCN to create platforms to showcase practices (festivals, best practices workshop etc.) Activity 3.1.4. Strengthen capacity of NGO GCN board, permanent members and secretariat on program management quality (results based management, visibility, partnership) Activity 3.1.5 Conduct NGO GCN individual members profiling exercise using pre-determined criteria such as profile of CSO, geographic coverage, areas of expertise (e.g. girl child education, maternal health, GBV etc.), willingness to collaborate, etc. Activity 3.1.6 Support NGO GCN secretariat capacity in documentation Activity 3.1.7 Facilitate usage of monitoring results					

Annexure 11: List of Reviewed Documents

Documents Reviewed Prior to Data Collection Exercise

UN Women Documents

1. Gender Analysis of Budgets for Selected National Line Ministries & Departments: A Case of 17 Votes in the 2015/16 Financial Year
2. UN Women Strategic Note 2014-2017
3. Evaluation GERAAS Methodology
4. Gender Analysis of the Ministry of Gender, Children, Disability and Social Welfare Budget (June 2015)
5. Methodology & work plan to support UN Women's GRB programme
6. Advancing and Sustaining Gender-Based Governance in Malawi 2015 – 2018: First Progress Report to the Government of Norway January – April 2015
7. Advancing and Sustaining Gender-Based Governance in Malawi 2015 – 2018: A Programme Document
8. How to Manage Gender-Responsive Evaluation: Evaluation Handbook

Other Documents

1. Malawi Growth and Development Strategy (MGDS) II Review and Country Situation Analysis Report
2. Gender Equality Act
3. National Gender Policy 2015

Partner Documents

	CMD	NSO	NICE	NGOGCN	MALGA	DHRMD	MEC	PWC
1. Gender Strategy	X		X				X	
2. Strategic Plans				X				X
3. Resource Mobilization Strategy				X				
4. Concept Note	X				X			
5. Various Reports	X	X				X		X
6. MoA	X	X						
7. Minutes	X							
8. Proposal		X						
9. Gender Audit Report			X					
10. Budget					X	X		
11. Work plan								X

Documents Reviewed Post Data Collection Exercise

UN Women Documents

1. Advancing and Sustaining Gender-Based Governance in Malawi 2015 – 2018: First Progress Report to the Government of Norway January – April 2015
2. Advancing and Sustaining Gender-Based Governance in Malawi 2015 – 2018: 2016 Annual Report
3. Gender Responsive Budget District Monitoring Report September 2016
4. Report on Field Monitoring Visit of the Leadership Development Trainings under Gender Based Governance Programme - 21ST to 30TH November, 2016
5. Key Ministries GRB Training Workshops Report - Sept 2016
6. BRIDGE Training on Gender and Elections - 8th September

7. Engagement Meeting with NGO-GCN Minutes – 24 September, 2015
8. Annual CMD/UN Women Report June 2016– Feb 2017
9. Monitoring GRB Trainings for Chiradzulu District Council Secretariat – 9 June 2016
10. Progress Report: Gender Based Governance Programme - January-April 2015
11. Progress Report: Gender Based Governance Programme - January- September 2015
12. Progress Report: Gender Based Governance Programme - December 2015 – June 2016
13. Highlights from the Training on Gender Responsive Budgeting in Liwonde - 4th – 6th February 2015
14. Results Framework for the GBG Project 2015-2017
15. Strengthening Gender Responsive Budgeting in Malawi: A Roadmap for UN Women Malawi - Revised June 2015
16. UNW - Risk Factor Factors Monitoring RNE 05 2015

Other Documents

1. Gender Mainstreaming and Women's Political Empowerment Training for Nice Staff and Volunteers Report – May 2017
2. The Global Gender Gap Report (Hausmann R., Tyson L. D. and Zahidi S.)
3. "Delivering as One" Report of the Secretary-General's High-Level Panel (United Nations)