

Women Empowerment Programme

END OF PROGRAMME EVALUATION (2017-2021)

MALAWI COUNTRY OFFICE

October 2021

Report Details

Report Title

'End of Programme Evaluation for the Women Empowerment Programme (2017-2021)'

Contracting Authority

UN Women Malawi Country Office

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Recommended Citation

UN Women Malawi, 2021, 'End of Programme Evaluation for the Women Empowerment Programme (2017-2021)', Malawi Country Office, Lilongwe.

Acknowledgements

The evaluator is grateful to all the stakeholders who participated in developing the evaluation methodology, participated in discussions, and provided feedback on evaluation issues that have been addressed in this report. Special thanks to the Country Representative; Evaluation Manager; staff at UN Women Malawi Country Office; UN Women Regional Office Evaluation team; the evaluation reference group, as well as participants in the evaluation for providing the needed guidance and responses throughout the assignment. They were actively engaged throughout the process, and provided key insights to help focus the questions and analysis to make it contextually grounded and useful.

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Acronyms

AU	African Union
ADC	Area Development Committee
CBO	Community Based Organisation
CCJP	Catholic Commission for Justice and Peace
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSDO	Civil Society Organisation
DAC	Development Assistance Committee
DHRMD	Department of Human Resource Management and Development
EU	European Union
FAO	Food and Agriculture Organization
FGD	Focus Group Discussions
FIDP	Farm Input Diversification Program
FISP	Farm Input Subsidy Programme
GBG	Gender-based Governance
GEWE	Gender Equality and Women Empowerment
GERAAS	Global Evaluation Report Assessment and Analysis System
GRB	Gender Responsive Budgeting
GTWG	Gender Technical Working Groups
MACOHA	Malawi Council for the Handicapped
MANASO	Malawi Network of Aids Organizations
MDGs	Millennium Development Goals
MEJN	Malawi Economic Justice Network
MFI	Micro-Finance Institutions
MGDS	Malawi Growth and Development Strategy
MHEN	Malawi Health Equity Network
NAPWEE	National Action Plan on Women Economic Empowerment
NGO GCN	NGO Gender Coordinating Network
NGO	Non-governmental organization
NOK	Norwegian Krone
NSO	National Statistics Office
OSISA	Open Society Initiative for Southern Africa
RNE	Royal Norwegian Embassy
SADC	Southern Africa Development Community
SAPP	Sustainable Agriculture Production Programme
SDGs	Sustainable Development Goals
SWG	Sector Working Group
TOR	Terms of Reference
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN	United Nations
UNICEF	United Nations Children's Fund
UNDAF	United Nations Development Assistance Framework



UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
USAID	United State Agency for International Development
VSU	Victim Support Unit
WEE	Women Economic Empowerment
WEP	Women Empowerment Programme
WILSA	Women in Law in Southern Africa

Executive Summary

Introduction

This report presents evaluation findings of the Women Empowerment Programme (WEP). The programme was implemented from 2017 to 2021 by UN Women Malawi Country Office with funding from the Royal Norwegian Embassy (RNE) at a cost of 27 million Norwegian Kroner (NOK) (or USD 2,749,938.69). The programme aimed at ensuring that women and girls enjoy their full rights and positively contribute and benefit from social, economic, and political developments by the year 2021. It targeted to reach over 25,000 women, men, boys and girls in Malawi. It consisted of three thematic components namely, gender and governance; women and youth empowerment through enterprise development; and elimination of violence against women and girls.

The evaluation was undertaken as part of accountability, learning and decision-making on the design of future similar programmes. The specific objective of the evaluation was to assess programmatic progress towards the achievement of project outputs and outcomes; and generate recommendations that support future programming. It is meant to support programme monitoring reports in generating substantial evidence on results achieved, as well as to identifying lessons learned which will support future programmes.

The evaluation was commissioned and managed by the UN Women Malawi Country Office and was conducted by an external independent evaluator between September 2021 and October 2021. The targeted users of the report are UN Women Malawi Country Office, RNE, key programme implementing partners; Government of Malawi; UN Women Regional Office, as well as other key stakeholders in Malawi's national gender machinery.

Evaluation approach and methodology

The evaluation largely applied a theory-based approach; guided by the programmes theory of change. Further, the evaluation adopted a gender responsive and human rights based approach in its design, tools and execution and ensured principles of empowerment, participation of stakeholders, and inclusiveness are mainstreamed. The evaluation was mainly qualitative in nature, building on the design developed during the midterm review of the programme. In total the evaluation reached out to 182 stakeholders and beneficiaries (93 females and 89 males). The evaluation conducted 18 focus group discussions; 51 Key informant interviews; 21 individual case study interviews. The stakeholders and beneficiaries interviewed were both at national level and in all the six districts where the programme was implemented. Limitations included unavailability of staff due to turnovers and transfers in organizations, institutions which were programme stakeholders and the COVID-19 pandemic. Additionally, the evaluation was unable to decipher unintended results due to limitations in data programme monitoring reports.

Major evaluation findings

- a) On relevance, the evaluation finds that the WEP programme was strongly aligned to the needs and priorities of the target beneficiaries; national policy priorities as well as international policy frameworks. These include the Constitution of the Republic of Malawi, especially Sections 13 and 24; Gender Equality Act of 2013; MGDS III; National Gender Policy; CEDAW Article 5 and Goal 5.2 of the SDGs. However, the evaluation

also notes that the programme would have aligned much more to the needs of beneficiaries if an objective needs analysis was undertaken, especially for the women economic empowerment component.

- b) Regarding effectiveness, the evaluation finds that the WEP programme achieved most of the planned outputs and outcomes under each of the thematic areas. Under the gender and governance component, the programme managed to work with government to monitor implementation of treaty body (i.e. CEDAW, SADC Protocol) recommendations; the programme also worked with the National Statistical Office to produce a gender thematic area from the 2018 Malawi Population and Housing Census; strengthened the capacity of local structures such Village Development Committees to monitor district level plans and budgets from a gender lens.
- c) Under the economic empowerment component, the programme managed to engage the Reserve Bank of Malawi and private banking institutions on inclusive banking policies; trained over 42 cooperatives (comprising mostly of women) in business management, entrepreneurship, marketing and branding; provided vocational skills training to 181 marginalized women and youths (36% being those with varying disabilities). All the beneficiaries interviewed during the evaluation expressed satisfaction of the support received – most noting that the knowledge and skills obtained will be useful in improving their livelihoods.
- d) Under the elimination of violence against women and girls, the programme contributed to addressing and challenging social norms which perpetuate violence; especially through the use of 'male champions', HeforShe champions, local structures such as community bases organizations; as well as school authorities and students. The programme managed to undertake a national perception study on prevailing social norms around violence against women and girls. The study has been useful in informing policy debates and programmes on eliminating violence against women and girls.
- e) On efficiency, the programme structure enabled close working relationship between UN Women Country Office, government, implementing partners leading to better technical and financial accountability of programme results. Overall the relationship between inputs and outputs was timely and met expected standards. Further, programme resources were managed well. Overall expenditures was within what was approved and agreed. Allocation of resources was done most strategically and with sustainability in mind. The programme responded to emerging risks – close five percent of the last tranche of funding was allocated towards COVID-19 response as part of mitigating risks.
- f) On coherence, the programme was compatible with the UN Women global strategic plan; directly contributed to achievement outcomes two, three and four of the global strategic plan. The programme also supported implementation of programmes and projects implemented under the United Nations Development Assistance Framework (UNDAF) and those implemented by other stakeholders within the gender sector.
- g) In terms of impact, the evaluation finds that the programme has made an important contribution towards its ultimate goal of ensuring that women and girls enjoy their full rights and positively contribute to, and benefit from social, economic, and political developments. The evaluation also finds that the programme contributed to strengthening accountability mechanisms on gender equality and human rights by supporting government (duty bearers) to follow-up on commitments as well as building the capacity of citizens (rights holders). In view of the same, the evaluation finds that the benefits are likely to continue owing to the fact that it was strongly

implemented and aligning to existing national structures (at national and local levels) as well as non-governmental partners and the evaluation finds that these are potential accountability and oversight safeguards.

- h) Lastly, the evaluation finds that there is evidence that gender and human rights were integrated into the programme. Further, the evaluation finds limited evidence to demonstrate that programme beneficiaries i.e. women and other vulnerable groups such as people with disabilities were fully consulted when coming up with the programme; let alone fully engaging them to inform programme implementation as active participants. In addition, the programme contributed to addressing the root causes of gender inequality and changing the dynamics of power relations; albeit, challenging social norms require more sustained interventions for meaningful results.

Major evaluation conclusions

- a) The programme was aligned to the needs of beneficiaries across all the three thematic areas as well as key normative frameworks such as CEDAW, SDGs, MGDS III as well as the national gender policy. This demonstrates commitment by UN Women Malawi to ensure that country programmes directly tackle challenges women face in the country. It is also a demonstration of commitment to ensure key gender commitments are implemented to uplift the lives of women in Malawi. While this is the case, more stakeholder and beneficiary consultations would have strengthened programme interventions in meeting the needs of women and girls.
- b) Overall, all the three thematic areas achieved output and outcomes targets that were set despite the challenging context in which the programme was implemented. In 2019 and 2020, the environment in Malawi was characterized by post-elections disputes as well as the onset of the COVID-19 pandemic; and all these provided a difficult context to deliver programme interventions. Notwithstanding, achievements were recorded due to a number of reasons some of which include the choice of implementing partners, previous and other interventions made as largely the programme built on and complimented similar interventions implemented by UN Women, Government of Malawi and other local and international organizations. For programmes like the one being evaluated, whose implementation period was rather short, it is important that they build on previous similar interventions or complement existing interventions in order to register meaningful results.
- c) Overall, the programme was efficient owing to a well thought-through programme management structure as well as robust monitoring mechanism put in place. Each thematic component was led by specialists which coordinated directly with implementing partners to provide technical support; at the same time the specialist led in implementation of activities in liaison with government. Monitoring mechanism that were put in place enabled a close follow-up of activities and as such most interventions were implemented on time, with the exception of interventions that were shifted due to the COVID-19 pandemic. The evaluation also concludes that the programme used the resources well; with a good chunk of the budget allocated for activity implementation.
- d) The programme was UN Women Malawi's flagship programme and other interventions complemented it well with clear synergies and interlinkages. The programme was in line with the UN Women global strategic plan and equally complemented other interventions implemented within UNDAF for Malawi. These synergies ensured that there were no duplication of programmes or projects.

- e) Overall, the results of the programme are likely to contribute towards improving the socio-economic status of women. The programme did not only work with duty bearers but also rights holders. With duty bearers the programme ensured capacity is built to deliver and monitor gender equality commitments. This is very key in the longer term when it comes to ensuring women and girls enjoy their rights in full. The programme also supported women and girls directly with knowledge and skills to improve their livelihoods.
- f) The results of the programme are likely to continue owing to the broader approach undertaken when implementing activities. The programme worked through the Ministry of Gender, as a lead institution in the national gender machinery and the Ministry of Agriculture, among others, to ensure national ownership of the interventions. The programme also worked with six local non-governmental organizations to directly implement activities. This approach has the potential to sustain programme benefits overtime.
- g) The programme took into account gender and human rights in both the design and implementation. It worked with duty bearers to build their capacity to meet obligations on gender and human rights. The programme also worked directly with rights holders, especially those that are economically marginalized and have varying disabilities. This was vital as progress towards gender equality require not only in laws and policies but also changes within the family, culture, politics and the economy.

Evaluation recommendations

- a) Programming should continue aligning to both national and international normative instruments as part of enhancing country efforts to fulfill commitments therein. However, when designing such similar programmes, there is need to include needs assessment exercises beyond secondary literature reviews to specifically isolate areas of intervention – and also to avoid thinly spreading interventions. *Responsible: UN Women. Priority: Priority: High. Time: Immediate. Level of difficulty: Low.*
- b) Future programme interventions should build on the gains made under the current programme; especially targeting strengthening gender accountability mechanisms at both national and local levels. Following up on government commitments expressed in key normative frameworks should continue – and more public dissemination of how government is doing on such commitments is required. *Responsible: UN Women; Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Medium.*
- c) Further, there is need for sustained efforts on the support provided to help women assume leadership positions. For example, after elections, follow-up activities should follow to build on gains made. It becomes haphazard to only support women aspirants when elections are very close. *Responsible: UN Women; Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Medium.*
- d) Continue lobbying and advocating for inclusive financial capital services; beyond the financial inclusion policy, further programming should push for implementation of provisions in the drafted policy. Equally, there is need to develop more partnerships with the private sector when it comes to women economic empowerment interventions. Women expressed lack of profitable markets and such partnerships would help. There are several women groups or cooperatives, and UN Women should design further programmes to build their capacity and facilitate both market and

- capital opportunities. *Responsible: UN Women; Ministry of Gender, Ministry of Finance and UNDP. Priority: Priority: High. Time: Immediate. Level of difficulty: Medium.*
- e) Future programming should continue championing innovation in eliminating violence against women and girls. The programme's use of traditional leaders and structures and male champions are such innovations should need to continue, especially in the context of Malawi where traditional leaders are considered custodians of traditional social and cultural norms. *Responsible: UN Women; Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: High.*
 - f) Continue investing in capacity building for UN Women Staff, CSOs partners and Government stakeholders in gender project management, results-based project management, monitoring and reporting. *Responsible: UN Women. Priority: Priority: High. Time: Immediate. Level of difficulty: Low.*
 - g) Continue ensuring programming is aligned to UN Women global strategic plan, UNDAF; as well as alignment with other UN agency programmes to ensure sustained gains and avoiding duplications. *Responsible: UN Women. Priority: Priority: High. Time: Immediate. Level of difficulty: Low.*
 - h) For the benefits of the programme to be sustained; future programmes should isolate best practices (taking into account UN Women Malawi comparative advantage) for continuation. Strengthening accountability mechanisms should continue. Pushing for inclusion market and financial opportunities for women groups should continue, and work through partners on the same. Programming on elimination of violence should also continue, building on innovations made such as engagement of traditional structures, male champions, and working with children and young people in schools. *Responsible: UN Women, Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Medium.*
 - i) Working with and through national structures should also continue for sustainability of results; and that proper exit strategies should be put in place for such programmes. Well thought-through exit strategies should take into account how benefits realized could be continued. *Responsible: UN Women, Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Medium.*
 - j) There is also need for putting aside resources for national as well as district level dissemination of results, lessons learnt as part of scaling up efforts on gender equality in the country. *Responsible: UN Women, Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Medium.*
 - k) Programmes of this nature need to be longer than this was – beneficiaries and stakeholders in the districts felt the programme appeared abrupt. *Responsible: UN Women, Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Low.*
 - l) Programming of this nature should establish and build-in robust mechanisms for beneficiary participation. There has to be room where beneficiaries provide input into programming through well-spaced feedback-loops in addition to the mid-term and end-term evaluations. *UN Women, Ministry of Gender. Priority: Priority: High. Time: Immediate. Level of difficulty: Low.*

Key lessons learnt

- a) The selection of implementing partners under each of the thematic areas was more strategic and effective. The partners that were selected to support programme implementation have good experience and expertise in their respective areas of

work. This contributed substantially to the achievement of the results given the short programme implementation period.

- b) Strong partner involvement at design phase of the programme would have provided a platform for improved engagement between UN Women and implementing partners; thereby increasing more ownership of the programme.
- c) In the spirit of decentralization and bringing 'development' closer to rights holders, working more with local/district councils would have made the programme comprehensive. Stakeholders at local council level (especially the Gender Office; Social Welfare Office) observed that they needed a lot of technical backstopping (through continuous mentorship and orientation) during the programme to ensure that the results are entrenched; and that they easily fulfill their mandate as immediate duty bearer institutions for women and girls.
- d) A clear programme exit strategy would have helped sustain the benefits and results of the programme. The strategy would have provided for immediate and future programme synergies with other organizations implementing gender equality initiatives. Most stakeholders felt the programme was largely 'one-off' and could not link it with any further interventions supporting the national gender machinery.
- e) The COVID-19 has shown the importance of digital literacy adapting and mainstreaming virtual forms of programme delivery during the emergency setting (e.g. EVAW IP shared google drive, EVAW IP WhatsApp Group) is key for sustained implementation of programs.

Introduction & Background Information

Introduction for the report

This report presents evaluation findings of the Women Empowerment Programme (WEP). The programme was implemented from 2017 to 2021 by UN Women Malawi Country Office with funding from the Royal Norwegian Embassy (RNE) at a cost of 27 million Norwegian Kroner (NOK) or USD2,749,938.69. The evaluation was commissioned and managed by the UN Women Malawi Country Office and was conducted by an external independent evaluator between September 2021 and October 2021. The report is presented in six sections as follows: introduction and background information; evaluation objectives, approach and methodology; evaluation findings; evaluation conclusions; evaluation recommendations; and lessons learnt. The targeted users of the report are UN Women Malawi Country Office, key programme implementing partners; Government of Malawi; UN Women Regional Office, as well as other key stakeholders in Malawi's national gender machinery.

Programme description

Programme overview

As earlier indicated, UN Women Malawi Country Office implemented WEP from 2017 to 2021. The programme was financed by the Royal Norwegian Embassy (RNE) in Malawi to a tune of NOK 27 million. The programme aimed at ensuring that women and girls enjoy their full rights and positively contribute to, and benefit from social, economic, and political developments by the year 2021. It targeted over 25,000 women, men, boys and girls in Malawi. The programme had three thematic components namely: gender and governance; women and youth empowerment through enterprise development; and elimination of violence against women and girls.

Under the gender and governance thematic area, the programme aimed to enhance implementation of key legal instrument on gender equality; promote participation of women in decision making positions and processes; formulation of gender responsive plans and budgets; as well as use of gender statistics to inform policy and decision making. The thematic area is aligned to the United Nations Development Assistance Framework (UNDAF) Pillar 1, namely, peace, inclusion, and effective institutions; and to UN Women Flagship Programme initiatives on supporting women to lead in decision making and on ensuring that national and local plans and budgets are gender responsive.

Under the women and youth empowerment thematic component, the programme targeted to enhance the capacity of women to access financing and invest in climate smart agriculture; improve their enterprise development; and increase their access to secure and productive resources, including markets and value-added activities. The thematic area is aligned to the UN Women Flagship Programme 2 on Women's Economic Empowerment.

The thematic component on eliminating violence against women and girls focused on addressing contributing factors related to social norms, attitudes and behaviours at community and individual levels. It is aligned to SDG 5 of the 2030 Agenda for Sustainable Development and Agenda 2063 and the UN Women Flagship Programme Initiative 3 on prevention and access to essential services to end violence against women. The thematic area has one outcome, namely social norms, attitudes and practices hindering women and girls' rights are transformed at individual and community levels.

Programme theory of change

The programme was largely informed by the UN Women overall country programme theory of change which is articulated in the Strategic Note, 2014-2017. During the evaluation, a theory of change was reconstructed, based on the programme problem analysis and result chain. The programme result chain highlights the overall impact goal, intermediate goals, outcomes, outputs and activities.

As earlier stated, the programme aimed at ensuring women and girls enjoy their full rights and positively contribute to, and benefit from, socio-economic and political development in Malawi. The programme assumed that this can be achieved through addressing three types of challenges: a) governance related challenges; b) women empowerment related challenges; c) violence against women and girls related challenges. The programme document points out that the first challenge results from weak institutional capacity at both national and local levels in gender mainstreaming, coordination, implementation and monitoring.

Further, according to the programme document, women empowerment is affected by constraints related to limited access to credit, loans and other funding mechanisms; limited access to information, services, and resources for economic empowerment; limited participation in value chains and markets; limited access to inputs and extension services; as well as effects of climate change on agricultural productivity. On the other hand, the third challenge results from a deep rooted patriarchal culture which perpetuates violence against women and girls and thereby affect women and girls contribution to their own and national development agenda.

Based on the above, the programme theory of change could be summarized as follows:

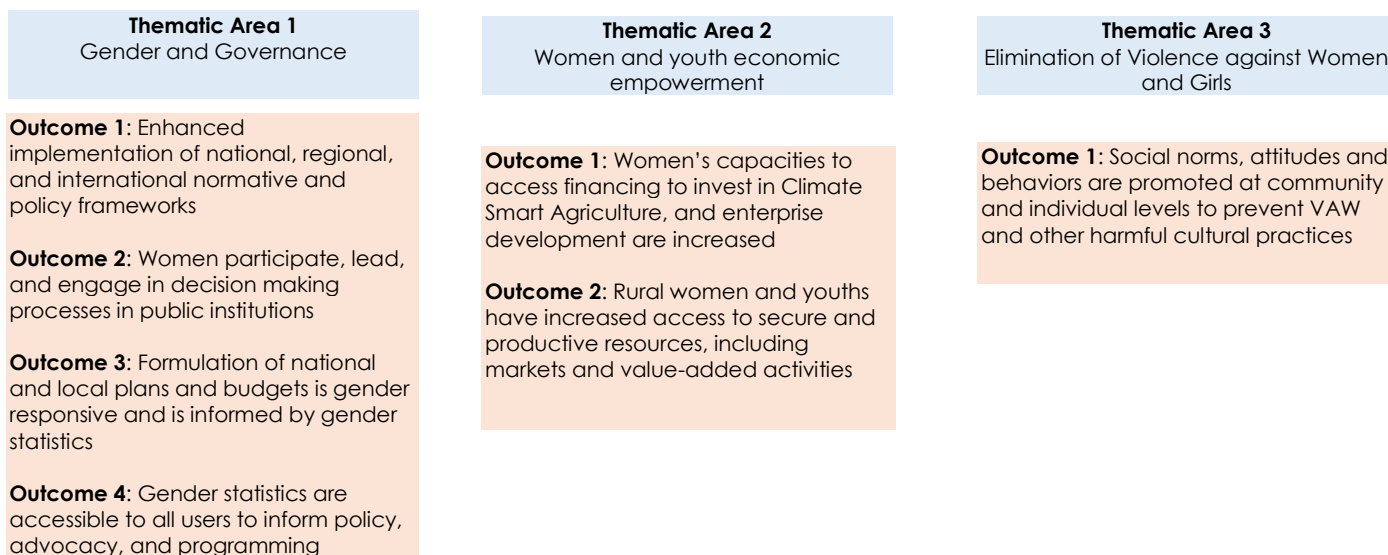
If: Government capacity to put up and implement gender responsive policies, and is accountable to its national and international obligations; barriers which hinder women to fully participate in viable economic enterprises and markets are removed; and social cultural norms which perpetuate gender inequalities and inequities are eliminated;

Then: Women and girls will enjoy their full rights and positively contribute to, and benefit from, socio-economic and political development in Malawi.

Refer to Figure 1 overleaf for the programme result chain and theory of change.

Figure 1: Programme result chain and theory of change

Impact goal: Women and girls enjoy their full rights and positively contribute to, and benefit from, social economic and political development in Malawi by the year 2020.



Thematic Area 1:

- ✓ Enhanced capacity of Gender machinery to monitor and report on progress in the implementation of national, regional and international Gender Equality normative and policy frameworks
- ✓ Enhanced dialogue among the Gender machinery on implementation of Gender equality related national, regional and international normative and policy
- ✓ The gender machinery has strengthened capacity to coordinate and implement the Gender agenda
- ✓ Increased capacity of women to engage in leadership
- ✓ Gender responsive planning, budgeting and accountability is institutionalized and promoted at local and national levels
- ✓ Strengthened capacity of CSO, government and other actors to use and analyses gender statistics to inform decision-making

Thematic Area 2:

- ✓ Gender gaps are identified to contribute to reforms in the public and private financial institutions policy and regulatory frameworks to promote women and youth's access to credit
- ✓ Development of specific financial services for women farmers, including through digital finance at local level with support from UN Women
- ✓ Improved and targeted access to business management and financial training, peer to peer learning, and skills development
- ✓ Government institutions, and private sector support youths, and rural women farmers to sign contracts to secure more market opportunities
- ✓ Women farmers' access information, extension services, and capacities in branding, certification, marketing, and packaging are strengthened
- ✓ The buyfromwomen platform is deployed to strengthen women and young entrepreneurs access to markets

Thematic Area 3:

- ✓ Women, girls, men and boys at community and individual levels are mobilized in favour of respective relationships and gender equality
- ✓ Capacity of local institutions to gather and utilize evidence prevent negative social norms and to promote positive social norms, attitudes and behaviours is strengthened
- ✓ Capacity of local actors including chiefs, religious leaders and Community Based Organizations is strengthened to prevent negative social norms and other forms of discrimination.

Programme implementation arrangements

The programme was implemented by the UN Women Malawi Country Office, in partnership with the Ministry of Gender, Community Development and Social Welfare and six other local non-governmental organizations. The project was implemented at both national and local levels. At national level, major interventions were related to advocacy and capacity support to relevant government ministries, departments and agencies.

At district level, the programme reached out to six of the 28 districts of Malawi i.e. Mangochi, Salima, Dedza, Karonga, Mzimba and Mulanje. At district level, interventions included awareness raising, advocacy and capacity support to district council and community level structures. The interventions also included economic empowerment activities with vulnerable women and young people. The table below highlights the key partners and stakeholders for the programme.

Table 1: Key programme implementing partners and stakeholders

Name of partner/stakeholders	Role on the programme
WEP Implementing partners and grant recipients	
Catholic Commission for Justice and Peace	Promotes awareness of human rights, justice and peace in the communities the Roman Catholic church serves. Under the programme it was an implementing partner and grant recipient under the gender and governance thematic area.
Women in Law in Southern Africa -Malawi	It is a women's rights NGO that exists to advance women's socio-legal development by conducting action research, training and advocacy in Malawi. Under the programme it was an implementing partner and grant recipient under the gender and governance thematic area.
Mhub	Mhub is an innovation hub and incubator, a social enterprise that trains, mentors, and incubates youth entrepreneurs in ICT and business skills. Under the programme, it was an implementing partner and grant recipient under the women empowerment thematic area; working in Karonga, Salima, Dedza, Mzimba, Mangochi and Mulanje districts during the first phase and later three districts of Karonga, Mangochi and Salima.
Malawi Council for the Handicapped	It is a quasi-governmental agency which works to help men and women with disabilities to be more independent, self-sufficient, and recognized as equals within Malawian society; receiving the same educational and other opportunities that exist for able-bodied people. Under the programme it was an implementing partner and grant recipient under the women empowerment thematic area; working in Salima and Dedza districts.
Malawi Girl Guide Association	It is a local voluntary, non-political, non-religious and self-governing institution whose mission is to enable girls and young women (3-25 years) to develop socially, emotionally, physically, mentally, spiritually, economically and culturally so that they become responsible and useful citizens of Malawi. Under the programme it was an implementing partner and grant recipient under the elimination of violence against women and girls thematic area.
Malawi Network of Aids Organization	It is a local membership organization and works to improve the health status of Malawians, with a special focus on developing and supporting community systems that aim to reduce the number of new HIV infections, increase access to ART and support treatment adherence for people on HIV treatment. Under the programme, it was an implementing partner and grant recipient under the elimination of violence against women and girls thematic area.
Key government ministries, agencies the programme actively interacted with	

Ministry of Gender, Community Development and Social Welfare	The Ministry leads the national gender machinery and is responsible to deliver on the gender equality agenda and coordinate multi-stakeholder responses towards gender equality and women's empowerment. Under the programme, the ministry led in strategic policy direction, coordination and national and local level mobilization of key stakeholders.
Ministry of Agriculture	The Ministry leads in promoting and accelerating broad-based, sustainable agricultural development policies that enhance economic growth and contribute to poverty reduction. Under the programme, the ministry provided policy and technical support on the women economic empowerment thematic area.
Ministry of Finance	The Ministry is mandated to formulate economic and fiscal policies that seek to manage government financial and material resources; and provide strategic guidance on economic and development planning. Under the programme, the ministry provided policy and technical support on gender responsive budgeting.
Ministry of Local Government	The Ministry promotes and accelerates local governance, participatory democracy thereby attaining socio-economic development and social stability of the Councils. Under the programme, the ministry provided policy guidance and technical support on the gender and governance thematic areas.
Parliament of Malawi	Legislative arm of the Government of Malawi - responsible for setting legal instruments including scrutiny and approval of budgets and plans
National Statistical Office	It is the main government department responsible for the collection and dissemination of official statistics.
UN Agencies with similar complementary programmes	
UNICEF	Supports the Government of Malawi to implement programmes related to elimination of violence against women and girls across the country.
FAO	Support the Government of Malawi to implement programmes to improve agricultural productivity to ensure food security.
UNDP	Supports the Government of Malawi to use development resources effectively and accountably to achieve the objectives of the Malawi Growth and Development Strategy and attain the new Sustainable Development Goals (SDGs).
UNFPA	Support the Government of Malawi to improve sexual and reproductive health, promote gender equality and empowerment of women and also promote integration of population dynamics in planning for development.

Source: Evaluation data

Context of the programme

The programme was implemented to support the Government of Malawi's efforts in ensuring women and girls enjoy their full rights and positively contribute to, and benefit from, the country's development. Following the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1987 and Beijing Declaration and Platform for Action in 1995, the Government of Malawi has made several efforts to promote gender equality and empower women and girls.

At policy and legislative level, several instruments are in place. These include the Republican Constitution which has remained the basis for formulating gender-aware policies in the country. Section 20 of the Constitution provides for gender equality and Section 24 provides for special rights of women. The other key instruments include the Prevention of Domestic Violence Act, 2006; Deceased Estates (Wills and Inheritance) Act, 2011; Gender Equality Act,

2013; Disability Act, 2012; Marriage, Divorce and Family Relations Act, 2015; as well as the Trafficking in Persons Act, 2015.

In 2015, Government also came up with a new gender policy whose 'purpose is to mainstream gender in the national development process to enhance participation of women and men, girls and boys for sustainable and equitable development for poverty eradication.'¹ Other key policy instruments include the National Action Plan on Women Economic Empowerment – NAPWEE, (2016-2021) as well as the National Action Plan to Combat Gender-Based Violence (2016-2021).

While this indicates high level political will, there is still limited accountability mechanisms to ensure that these legal and policy instruments are implemented in totality. There is also limited capacity in gender mainstreaming, coordination, implementation and monitoring at the national and district levels. In addition, government continues to rely on development partners to implement major gender equality programmes and this affects sustainability and national ownership.

Notwithstanding, the legal and policy efforts have led to a number of programmes aimed at promoting gender equality and women economic empowerment. In the agriculture sector, where women contribute between 60-80% of labour, programmes such the Farm Input Subsidy Programme (FISP)², the Farm Income Diversification Programme (FIDP)³, and the Sustainable Agricultural Productivity Programme (SAPP)⁴, among others, were put in place and implemented prior to and during the current UN Women programme under evaluation. However, despite these efforts, food insecurity remains a challenge at household level. Many households still experience food shortages, contributing to widespread household poverty. The latest poverty figures show the national poverty rate increased slightly from 50.7% in 2010 to 51.5% in 2016.⁵ In terms of gender, female headed households are poorer than male headed households.

There have also been several efforts to enhance women participation in decision making structures at national and local levels. These efforts, however, have achieved mixed results. For example, the proportion of women representation in parliament has not been that steady. In 2009, women representation in parliament was 22%, and this fell to 17% in 2014 parliamentary elections. The figure rose again in 2019, with women occupying about 23% of the total seats. The main contributing factors to this trend has to do with women's socio-economic status, gender norms on leadership, the political economy of the electoral process as well as women's capabilities.⁶

¹ National Gender Policy, 2015, Second Edition

² FISP launched in 2005 with the aim of to enhance food self-sufficiency by increasing smallholder farmers' access to and use of improved agricultural inputs, thereby boosting the incomes of resource-poor farmers.

³ FIDP was introduced in 2005 to address problems of food insecurity and poverty in the country. Its second phase currently running aims at ensuring sustainable use of natural resource as well as reducing post-harvest losses and increase agro-processing

⁴ Commenced in 2011 with the aim of enhancing agricultural productivity and improving rural food security through simple, affordable technologies.

⁵ National Statistical Office, 2019, Fifth Integrated Household Survey.

⁶ Tam O'Neil, et al, 2016, Women and Power: Representation and influence; Overseas Development Institute Report in Malawi's parliament

Regarding elimination of violence against women and girls, prevention and response programmes are also in place. Government in partnership with development partners and civil society organizations engage in several campaigns aimed at raising awareness on the importance of eliminating violence against women and girls including the commemoration of 16 days of activism against GBV. In terms of response, Malawi has established Victim Support Units (VSU) in police stations and communities to protect women and girls at risk of violence through provision of safe havens to survivors of violence since 2001. In addition to these, major hospitals have One Stop Centres to respond to victims of violence. While this is the case, violence against women and girls remains high. Currently, one in three Malawian women and girls between the age of 15 and 49 experiences physical or sexual violence. Further, the prevalence of social norms and negative traditional practices such as child marriage and sexual initiation rituals remain unchanged. Harmful cultural practices, religious beliefs, low literacy levels and low economic status of women are some of the contributing factors.

Overall, three major events affected delivery of programme during the implementation period. These are the aftermath of the 2019 tripartite elections, emergency of the COVID -19 and slow economic activities resulting from them. There was a political impasse in Malawi stemming from disputed 2019 May elections.⁷ This extended to the year 2020 and resulted in a lot of civic demonstrations and riots. Government offices and businesses were closed whenever civic demonstrations and riots were taking place. These imparted negatively on availability of key UN Women programme stakeholders such as officials from the Ministry of Gender, Malawi Police, Civil Society Organizations, district officials and the women beneficiaries to participate and benefit from programme activities.

Delivery of programme results was further affected by the COVID-19 situation – most of the activities implemented were those that did not allow for large groupings. Mask and sanitizers were provided, conferences and trainings were also limited. Availability of key government decision makers and other stakeholders was also limited as they implemented and adhered to set COVID-19. The economy slowed and this situation largely affected the programme's effort in promoting value chains, and in particular production and access to better markets.⁸ It also led to a rise in case of gender based violence.⁹

⁷ Refer to <https://www.africanews.com/2019/06/20/malawi-protests-turn-violent-after-disputed-election//>

⁸ Refer to <https://www.mw.undp.org/content/malawi/en/home/library/study-on-socio-economic-impact-of-covid-19-pandemic-in-malawi-.html>

⁹ Refer to <https://malawi.un.org/en/122897-un-urges-sustained-fight-gender-equality-malawi>

Evaluation objectives, approach & methodology

Purpose and objectives of the evaluation

The programme was UN Women Malawi's flagship programme for the three years from 2017 to 2020. The evaluation is therefore undertaken as part of accountability, learning and decision-making on the design of future similar programmes. The specific objective of the evaluation was to assess programmatic progress towards the achievement of project outputs and outcomes; and generate recommendations that support future programming. It is meant to support programme monitoring reports in generating substantial evidence on results achieved, as well as to identifying lessons learnt and best practices which will support future programmes.

As discussed during inception, key UN Women Malawi will use the evaluation findings, recommendations and lessons learnt in designing and implementing another similar programme yet to be developed. Main key users of the evaluation are UN Women, the Royal Norwegian Embassy, Government of Malawi, UN Agencies, UN Women Partners, and other donors.

Scope of the evaluation

The evaluation covered the implementation period from December 2017 to September 2021. The evaluation covered activities under each of the thematic areas implemented at national level and district levels. As earlier indicated, the programme worked with various stakeholders at national level. These were all engaged during the evaluation. Additionally, the programme covered six districts namely Karonga, Mzimba, Salima, Dedza, Mangochi and Mulanje. This was done through six implementing partners. The evaluation reached out to all the six districts and six partners. Table 2 illustrates evaluation coverage in terms of districts and thematic areas.

Table 2: Evaluation coverage by district, thematic areas, implementing partners

District	Thematic area	Implementing partners
Karonga	Gender and governance	CCJP
	Women economic empowerment	Mhub
	Elimination of violence against women and girls	MAGGA
Mzimba	Women economic empowerment	Mhub
Salima	Women economic empowerment	MACOHA
	Gender and governance	CCJP
Mangochi	Gender and governance	CCJP
Dedza	Women economic empowerment	MACOHA
	Elimination of violence against women and girls	MAGGA
	Gender and governance	WILSA

Mulanje	Elimination of violence against women and girls	MANASO
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Source: Evaluation data

Evaluation theoretical & guiding framework

As earlier indicated, the programme theory of change was reconstructed by the evaluation team, in consultation with UN Women Staff, during inception discussions. The reconstructed theory of change was largely informed by the programme problem statement as well as its results chain (Refer to Chapter 1). In the reconstructed theory of change, the evaluation has attempted to establish pathways between activities, outputs, outcomes and finally impact goal. The theory of change guided the evaluation design and data collection process – by ensuring that an appropriate context is set and parameters established to identify issues to study. It served as the main theoretical basis (hypothesis) for the evaluation i.e. asking to what extent the results brought by the programme match the results initially intended at the programme design stage.

Building on the same, the exercise was built on UN women definition of evaluation. For UN Women, evaluation is a 'systematic and impartial assessment that provides credible and reliable evidence-based information about the extent to which an intervention has resulted in progress (or the lack thereof) towards intended results regarding gender equality and the empowerment of women.'¹⁰ This understanding builds on the overall UN system evaluation norms. In its foundation document entitled 'Norms for Evaluation in the UN System', it is noted that an evaluation 'focuses on expected and achieved accomplishments, examining the results chain, processes, contextual factors and causality, in order to understand achievements or the lack thereof.'¹¹ Further, an evaluation aims at determining the relevance, impact, effectiveness, efficiency, coherence, and sustainability of the interventions.¹²¹³

In the context of the thinking above, this evaluation attempted to assess whether the WEP programme in Malawi:

- a) Was guided by the relevant international (national and regional) normative frameworks and policies for gender equality and women's rights;
- b) Analyzed and addressed the structures that contribute to inequalities experienced by women, men, girls and boys, especially those experiencing multiple forms of exclusion;
- c) Maximized participation and inclusiveness (with respect to rights holders and duty bearers) in their planning, design, implementation and decision making processes;
- d) Sought out opportunities to build sustainable results through the empowerment and capacity-building of women and groups of rights holders and duty bearers;

¹⁰ Refer to United Nations, 2012, Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women

¹¹ Refer to UNEG, 2005, Norms for Evaluation in the UN System (Foundation Document).

¹² Ibid.

¹³ This is also conforms to the DAC Criteria for Evaluating Development Assistance. Refer to <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

- e) Contributed to short-, medium- and long-term objectives (or the lack thereof) through the examination of results chains, processes, contextual factors and causality using gender- and rights-based analysis.¹⁴

Evaluation approach

Overall, the evaluation adopted a gender responsive and human rights based approach¹⁵ in its design, tools and execution. It was grounded in key women's rights frameworks, including CEDAW and the Beijing Platform for Action. The evaluation largely applied a theory-based approach; guided by the programmes theory of change. The theory of change was reconstructed at the inception phase of the evaluation. The choice to use this approach was based on the fact that the programme was implemented at different levels and diverse settings – making its context complex.

Further, the evaluation adopted a gender responsive and human rights based approach in its design, tools and execution. It was grounded in key women's rights frameworks, including CEDAW and the Beijing Platform for Action. It was also based on the principles of empowerment, participation of stakeholders, and inclusiveness. The evaluation emphasized the active participation of stakeholders. In order to promote the spirit of participation among them, they were encouraged to share their own experiences and make recommendations in order to help future programming. Further, to adhere to the United Nations Evaluation Group (UNEG) evaluation quality standards, the evaluation used the Global Evaluation Report Assessment and Analysis System (GERAAS) for quality benchmarking.

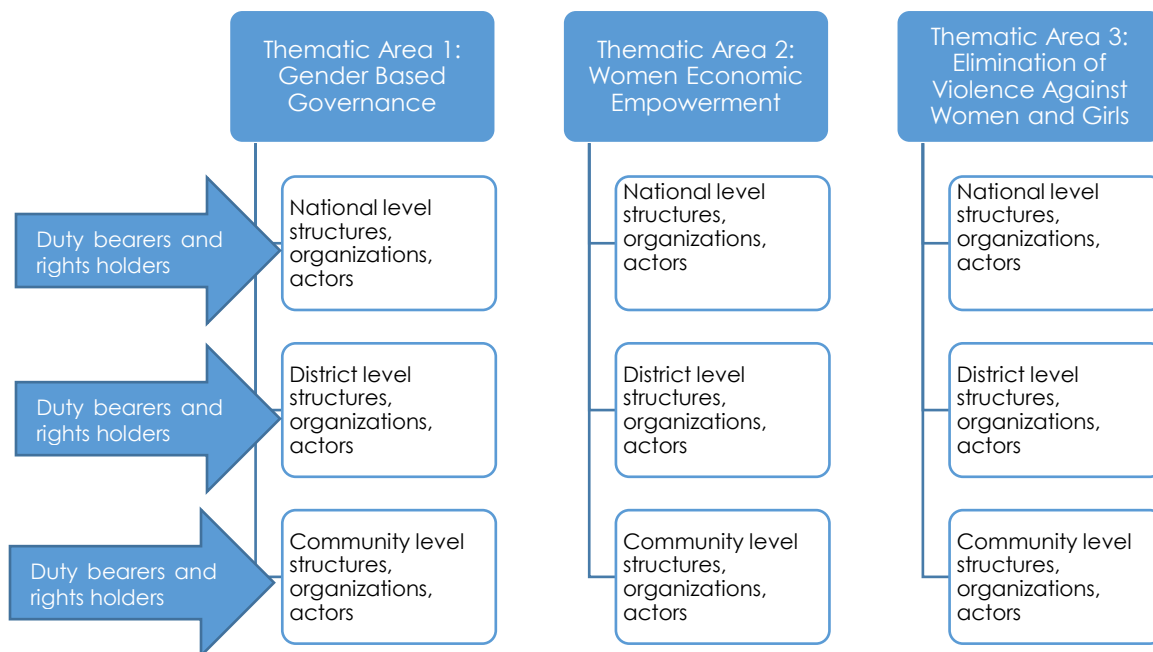
Sampling design

The sampling approach for the evaluation was cross-sectoral and multi-staged owing to the nature of the programme. The programme had three thematic areas where interventions were implemented. These thematic areas have a range of organizations and actors which contributed towards implementation and which were affected and or benefited from programme interventions. There are organizations and actors that are working in the gender based governance sectors; women economic empowerment sectors; as well as elimination of violence against women sectors. Additionally, the sampling design took into account the fact that the programme was implemented at different stages. The programme targeted national level structures, organizations and actors; district level structures, organizations and actors; as well as community level structures, organizations and actors (Refer to Figure 2 below).

¹⁴ This is highlighted in the United Nations, 2012, Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women

¹⁵ A gender-responsive evaluation is 'a systematic and impartial assessment that provides credible and reliable evidence-based information about the extent to which an intervention has resulted in progress (or the lack thereof) towards intended and/or unintended results regarding gender equality and the empowerment of women.' Refer to UN Women – Independent Evaluation Office, 2015; *How to manage gender-responsive evaluation: evaluation handbook*. Further it looks at the extent to which programming empowered people to know and claim their rights and increased the ability and accountability of individuals and institutions who are responsible for respecting, protecting and fulfilling rights.

Figure 2: Sampling design illustration



Source: Evaluation data

Sampling methods and size

The evaluation sampling methods were largely purposeful and random. Purposeful sampling methods helped in identifying key stakeholders that managed and implemented the programme. The methods also guided in identifying government partners who are primary duty bearers i.e. supported in implementing the programme as part of fulfilling their obligations on rights holders. Beneficiaries of the programme such as local leaders and representatives of local structures were also sampled purposefully. On the other hand, beneficiaries of the programme such as women, men, boys and girls were sampled both purposefully and randomly. Random sampling was applied at the level of identifying programme beneficiaries (rights holders) who benefited from the programme.

In total the evaluation reached out to 182 stakeholders and beneficiaries (93 females and 89 males). The evaluation conducted 18 focus group discussions; 51 Key informant interviews; 21 individual case study interviews.

Data collection and analysis methods

The evaluation largely employed qualitative methods of data collection and analysis. The qualitative methods included literature review, individual and group interviews, observations and case study documentation. Further, quantitative methods were employed to analyze data with tabulations to supplement qualitative data collection methods. For example, programme indicators were analyzed comparing the progress made in view of targets at baseline and at the end of the project. Disaggregation of statistical data collected by the project implementation partners for the purposes of monitoring were used to identify the trends and the degree of changes between groups of beneficiaries, i.e. by region and community, minority groups among others. The evaluation endeavored to ensure that these methods are gender responsive to facilitate full participation and inclusion with respondents.

The evaluation also ensured that appreciative inquiry approaches are used to identify results and positive changes, identification of success stories, among others.

Given that data collection was largely qualitative and to a limited degree quantitative; the following specific approaches used to analyze data:

- a) Comparing data obtained during the interviews with existing information (i.e. monitoring and assessment reports by UN Women, implementing partners and other stakeholders, baseline studies; mid-term evaluation);
- b) Identifying themes and responses which are common and different between groups of stakeholders including duty bearers and rights holders;
- c) Interpreting data in relation to the context, relationships, power dynamics and relations
- d) Comparing data obtained from different sources (triangulation);
- e) Comparing individual stories and case studies with general information found in the studies and reports prepared by UN Women, implementing partners and other stakeholders; and other research and information available on the national, district and community level.

Ethical, gender and human rights considerations

The United Nations Evaluation Group (UNEG) recommends that all those engaged in designing, conducting and managing evaluation activities should aspire to conduct high quality work guided by professional standards and ethical and moral principles.¹⁶ Therefore, the evaluation adhered to the following:

- a) Respect for the dignity and diversity of all stakeholders to participate in the exercise, with equal voice being given to all irrespective of position or status.
- b) Understanding and acceptance of all stakeholders' right to self-determination, to express views and opinions freely.
- c) Fair representation, i.e. an appropriate and representative sample was chosen, all of whose views and recommendations were equally taken into account;
- d) Confidentiality and full anonymity was assured and ensured at all times.
- e) There was avoidance of harm throughout the process.

Additionally, at the beginning of each interview or discussion, participants were briefed on the purpose of the evaluation and use of information that they will share. The independence of the evaluators was also clarified. Further, participants were assured of confidentiality. Consent was also requested prior to starting the interview.

Further, the evaluation ensured that the design, process and tools were gender and human rights responsive. This meant that the design, process and tools took into account gender dynamics, social norms, inequalities and power relations in the context of assessing the contributions UN Women support and interventions might have made to strengthening gender equality under the programme. Additionally, the evaluation design and approach took into account inclusion and equality principles i.e. all participants (at national, district and community levels; and across the sectors) in the exercise were treated equally and with the same respect.

¹⁶ UNEG, 2008, Ethical guidelines for evaluation (Foundation Document)

Further as part of human rights and gender equality considerations, the evaluation looked at the extent to which the programme contributed towards improving the quality of life of right-holders in the longer term as well as strengthening the capacity of duty bearers and other actors to fulfill their obligations and responsibilities.¹⁷ It is important that programming within UN Women not only promote the welfare of right-holders and obligations of duty bearers, but also encourage broader adherence and compliance to the global human rights and gender equality frameworks.¹⁸ This evaluation exercise therefore endeavored to evaluate the extent to which the WEP programme design and implementation considered this element.

Evaluation limitations

A number of limitations were encountered during the evaluation process, and these included:

- a) **Non-availability of selected stakeholders:** Unavailability of respondents at both national and district levels for key informant interviews was a challenge. However, with constant follow-up, some respondents were able to avail themselves for interviews, especially towards the end of the data collection period.
- b) **Limited information on unintended results:** The evaluation was unable to decipher unintended results due to limitations in data programme monitoring reports. Participants in the evaluation could also not isolate and share unintended results of the programme.
- c) **Staff turnover/transfers:** In most stakeholder organizations there were staff turnovers and transfers. Staff who participated in the programme either left the organization or had been transferred (and this was particularly true with the six implementing partners and government counterparts). This affected information provided about the programme. However, in some instances efforts were made to contact staff that had left.
- d) **COVID-19 pandemic:** Due to the pandemic, interviews with some stakeholders were virtual (using Zoom, Microsoft teams and phone calls). This proved to be costly on the part of the consultant. The other challenge related to the pandemic had to do with ensuring that the consultant and evaluation participants are all protected. This meant observing strict COVID-19 measures, in line with UN Women guidelines. This also meant, in case of FGDs and face to face interviews, proper attention has to be paid to the offices/places where the interviews are made; and also that personal protective materials and sanitation/hygiene facilities are made available.

¹⁷ Refer to UN Women, 2015, Global Evaluation Report Assessment and Analysis System (GERAAS)

¹⁸ Refer to UN Women, 2015, How to manage gender-responsive evaluation: evaluation handbook

Evaluation findings

This chapter presents findings based on the evaluation objectives and criteria. The presentation of the findings follows the evaluation criteria of relevance, effectiveness, efficiency, coherence, impact, sustainability, as well as gender equality and human rights. Attempts are made to align the discussion to specific questions articulated in the Evaluation Matrix. Further, discussions of findings will be done on each of the thematic areas of the programme.

Programme relevance

Under relevance, the evaluation looked at three main areas. First, the evaluation looked at the extent to which WEP was aligned to the needs and priorities as defined by beneficiaries. As earlier noted, over the longer term the programme was meant to benefit women to enjoy their rights to fully contribute to and benefit from the socio-economic development of the country. In view of the same, participants in the consultations were asked to indicate whether or not the programme would progressively achieve this feat in the long term.

Second, the evaluation looked at the extent to which WEP was aligned to relevant normative frameworks for gender equality and women's empowerment. In order to address this, the evaluation analyzed whether or not WEP priorities speak to the following key normative frameworks on gender equality and women empowerment i.e. Constitution of the Republic of Malawi, Gender Equality Act, CEDAW and SADC Protocol on gender. Third, the evaluation also looked at the extent to which WEP was aligned to national strategies and plans on gender equality and women's empowerment. Under this element, the evaluation looked at how the programme was aligned to the national policies, plans and strategies.

Question 1: To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?

Gender Based Governance

Finding 1: The GBG programme component responded to the needs and priorities of the target beneficiaries in the national gender machinery.

It is imperative to state that governance is key to delivering gender equality results. Improving the lives of women and girls in the country require coordination, competency and strong government commitment. It also requires clear mechanisms to translate policy aspirations into programmes that will improve the lives of women and girls, and promote gender equality. In view of the same, the GBG programme component was implemented to deliver results regarding the application of key normative frameworks on gender; women leadership; government planning as well as data improvement. The main target beneficiaries at this level included stakeholders within the national gender machinery. The National Gender Policy defines the national gender machinery as 'a single body or a complex organized system of bodies, often under different authorities, but recognized by the government as the institution dealing with the promotion of the status of women.'¹⁹ The policy further notes that the country's gender machinery is challenged with coordination as a result of capacity gaps by the lead Ministry (i.e. Ministry of Gender) as well as other key government institutions and civil society. It also notes that there are challenges to do with data and monitoring as well as planning and budgeting. The evaluation notes that the GBG programme component worked to address these challenges. It worked with several key institutions in the machinery such as

¹⁹ Government of Malawi; National Gender Policy; 2015

the lead ministry (i.e. Ministry of Gender), the Department of Human Resources, Management and Development (DHRMD); Ministry of Finance, National Statistical Office; Parliament, Ministry of Local Government; District Councils among others. As will be discussed later, the programme contributed to improvements in the way some of the institutions in the machinery operate; leading to potential benefits in the promotion of gender equality in the country.

Discussions with selected stakeholders in the national gender machinery revealed that building their capacity in gender responsive planning and budgeting has enabled them to effectively deliver on their mandate – and ultimately enable them to satisfy the aspirations of women, men, girls and boys in the country. For example, stakeholders noted that there is an increase awareness amongst district level planners to mainstream gender. Most importantly, this resonates with UN Women broader country programme theory of change which assumes that achieving gender equality; empowering women and girls; and freeing women from violence and discrimination is guaranteed when there is functional legislative and policy framework.

Women economic empowerment

Finding 2: Under this component, the programme was consistent with the broader needs and priorities of the intended beneficiaries; although it would have benefited more if it included a needs assessment of the intended beneficiaries in the approach.

UN Women defines women economic empowerment as the ability (of women) 'to participate equally in existing markets; their access to and control over productive resources, access to decent work, control over their own time, lives and bodies; and increased voice, agency and meaningful participation in economic decision-making at all levels from the household to international institutions.'²⁰ The WEE programme component was consistent with the needs and priorities of target women in improving their knowledge and skills to access markets, decent work, and have control over productive resources. The problem analysis that is presented in the programme document points out that amongst the major needs and priorities for women economic empowerment include the need for capital and information services. It highlighted that most women lack capital to boost their agricultural or non-agricultural enterprises. This is in part due to limited opportunities for credit as well as information on the same. Additionally, women face many challenges related to access to viable markets, partly due to limited information on the same as well as knowledge and skills to improve their products e.g. through value addition.

²⁰ Refer here: <https://www.unwomen.org/en/what-we-do/economic-empowerment/facts-and-figures>

Women beneficiaries that participated in the evaluation revealed that they face challenges in terms of boosting their enterprises because they lack opportunities for capital as well as viable markets, among others. While these are broader challenges women face, the programme did not include a thorough needs assessment to understand specific needs of individual women and groups which were targeted. Such an assessment would have led to interventions that are need specific, given the different groups of beneficiaries that were targeted. This component worked with MHUB and MACOHA to help women access market and capital opportunities and build their skills. While MHUB worked with established groups in form of cooperatives; MACOHA worked to provide training to individual women in tailoring skills. While women beneficiaries indicated that the services received from the organizations responded to some of their challenges, the support was not need-based and group specific.

"I was indeed helped with as suitable machine with my type of disability but with time and long working hours, it becomes very uncomfortable for me since I work on the floor. This sewing machines needs to come with a customized chair and table but since I only got the machine, now I have to generate money on my own to get them made." Beneficiary under WEP, Salima District

Elimination of violence against women and girls

Finding 3: This component of the programme was relevant in addressing violence against women and girls.

As earlier alluded to, the prevalence rate of violence against women and girls in Malawi is significantly high by international standards. Violence against women and girls manifests in physical, sexual and psychological forms and the rates for each of these in the country is telling. It encompasses intimate partner violence (battering, psychological abuse, marital rape); sexual violence and harassment (rape, forced sexual acts, unwanted sexual advances, child sexual abuse, forced marriage, street harassment, stalking, cyber-harassment); human trafficking (sexual exploitation); and child marriage. Key drivers for these include social norms, attitudes and practices prevalent in most communities in Malawi. A study²¹ UN Women conducted as part of the programme confirmed and revealed that social norms and attitudes contribute to violence against women and girls. All participants in this evaluation also agreed that social norms contribute to violence against women and girls. The programme therefore was suited to address such norms in order to contribute to the elimination of violence against women and girls. The programme supported establishment of inter-generational dialogues through the girls clubs, mother groups, HeforShe clubs, and traditional leaders' forums which discussed entrenched social norms which perpetuates violence against women and girls.

Question 2: To what extent is the intervention aligned with relevant normative frameworks for gender equality and women's empowerment?

Finding 4: Overall, the programme demonstrated strong alignment to the Constitution of the Republic of Malawi, especially Sections 13 and 24; as well as the Gender Equality Act of 2013.

²¹ UN Women, 2018, Perceptions Study on Social Norms around Violence Against Women and Girls in Malawi

Gender equality is a fundamental principle in the Constitution of the Republic of Malawi as clearly stated in Section 13a:

'To obtain equality for women through (a) full participation in all spheres of Malawian society on the basis of equality; (b) the implementation of the principles of non-discrimination and such other measures as may be required; and (c) the implementation of policies to address social issues such as domestic violence, security of the person, lack of maternity benefits, economic exploitation, and rights to property'.

Further, Section 24 of the Constitution prohibits any discrimination on the basis of 'race, colour, sex, language, religion, political or other opinion, nationality, ethnic or social origin, disability, property, birth or other status'. By addressing challenges that impede women to fully and actively participate in decision making processes; supporting them to actively participate in the economy; as well as supporting country efforts in eliminating violence against them; the programme fully demonstrated commitment to the fundamental principles stated above.

In addition, the programme was fully aligned to the main purpose of the Gender Equality Act of 2013. The Act was passed to 'promote gender equality, equal integration, influence, empowerment, dignity and opportunities, for men and women in all functions of society, to prohibit and provide redress for sex discrimination, harmful practices and sexual harassment, to provide for public awareness on promotion of gender equality and to provide for connected matters'.

The evaluation further looked at each of the thematic component of the programme in view of other international normative frameworks as discussed below.

Gender Based Governance

Finding 5: The GBG programme component was strongly aligned to CEDAW as well as SDGs Goal 5.5.

The outcomes under this thematic area were strongly aligned to major international commitments and conventions which Malawi is party to. The commitments in question include the CEDAW. The programme ensured that the capacity is improved for structures in the national gender machinery to translate such commitments into action. In so doing, the programme enabled continued compliance by the government to the global and regional normative frameworks on gender equality. One of the outcomes under this component was to ensure that women participate, lead, and engage in decision making processes in public institutions. This outcome therefore was aligned strongly to Sustainable Development Goal 5.5 which call for women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life. Goal 5.c also call for the adoption and strengthening of sound policies and legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

Women economic empowerment

Finding 6: The thematic area was strongly aligned to Article 14 of CEDAW which calls for women to participate in and benefit from rural development.

Under this component, the programme targeted to build the capacity of women in accessing financing to invest in climate smart agriculture and to ensure rural women and

youths have increased access to secure and productive resources, including markets and value-added activities. The two result areas directly align to CEDAW Article 14 (2) which call on state parties to 'take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right.' The article further highlights that State parties should take necessary measures to ensure the following for women:

- a) Obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency;
- b) Organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self-employment;
- c) Have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes.

Through MHUB Interventions under this component supported women to improve access to markets through training in marketing and branding; and also facilitating women to participate in trade fairs. The programme worked with several co-operatives enhancing their capacity in planning and budgeting as well as records keeping among others. On the other hand, MACOHA supported women to gain access to vocational skills training in tailoring for purposes of self-employment. All these activities directly speak to said provisions in CEDAW. Additionally, goal 5 (a, c) of the SDGs call for broader policy reforms that enable women have equal rights 'to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.' To ensure this, the programme engaged the Reserve Bank of Malawi and financial institutions to initiate reforms so that women have access to business financing.

Elimination of violence against women and girls

Finding 7: The EVAWG thematic area was strongly aligned to CEDAW Article 5 and Goal 5.2 of the SDGs.

The component aligned with the call for action enshrined in the Beijing Declaration and Platform for Action under Strategic Objective D.1. "Take integrated measures to prevent and eliminate violence against women," including development of programmes and procedures to educate and raise awareness of acts of violence against women that constitute a crime and a violation of the human rights of women. By promoting understanding of harmful consequences of violence against women and girls, the programme contributed towards a more favorable environment for implementation of Article 5 of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) that obligates the state to take all appropriate measures to modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women. The thematic area was also aligned with Goal 5.2 of the SDGs which is on elimination of all forms of violence against all women and girls in the public and private sphere, including trafficking, sexual and other types of exploitation.

Question 3: To what extent are the interventions relevant to national strategies/plans?

Gender Based Governance

Finding 8: The GBG programme component fully supported aspirations of the MGDS III, especially on gender mainstreaming and women in decision making processes.

MGDS III has several thematic areas, including one on gender, youth development, persons with disability and social welfare. The policy document recognizes the importance of mainstreaming gender, children, youth, persons with disability and the elderly in development planning and implementation. Specifically related to the GBG component, MGDS III outlines two outcomes as follows:

- a) Gender and youth mainstreamed in all sector plans, policies, programmes and development frameworks. Key indicators for these include increasing equitably access, control and utilization of social and economic services by youth and women; and ensuring the consistent implementation of gender responsive budgeting across sectors.
- b) Increased Women & youth representation in decision making structures and politics. Key indicators for these include ensuring the effective participation of children, youth and women in decision making processes; and increasing youth and women participation in the economy including development initiatives at all levels.

Under WEP, the GBG component contributed to these two outcomes. Of particular importance is the call for gender responsive budgeting across all sectors and participation of women in decision making processes – of which were central areas of intervention for the programme.

Finding 9: The GBG programme component was also strongly aligned to the National Gender Policy; especially the gender in governance and human rights areas.

The National Gender Policy recognizes the right of women to participate in politics and decision making processes. It clearly states that active women participation ensures good governance, transparency and accountability. The policy aspires to increase women representation and active participation in parliament, local councils, public as well as the private sector. To achieve this aspiration, one clear policy statement emphasize the need for women and girls and boys to fully and equally participate in politics and decision making positions at all levels. Further, amongst its policy outcomes, one points out the need to strengthen the capacity of the national gender machinery. This directly speaks to two outcomes under the thematic area, namely: enhanced implementation of national, regional, and international normative and policy frameworks; as well as women participate, lead, and engage in decision making processes in public institutions.

Women economic empowerment

Finding 10: By including women economic empowerment activities, the programme demonstrated UN Women's commitment to support the Government of Malawi's aspirations of having a productive, competitive and resilient nation as indicated in the MGDS III.

Under this thematic area, the programme intended results on improving women's capacity to access financing in climate smart agriculture and enterprise development; as well as

increasing access to secure and productive resources and markets. These areas are central in MGDS III especially under the agriculture, water development and climate change management priority areas. One of the medium term outcomes under this priority area aim at empowering youth, women, persons with disability and vulnerable groups in agriculture through (among others) the 'promoting establishment of cooperatives; promoting access to, ownership and control of productive resources; promoting agricultural education and technical training for women, youth, and vulnerable groups; promoting access to finance for women, youth and vulnerable groups in agriculture.' The other medium term outcome targets increasing agriculture market development, agro- processing and value addition by way of promoting the development of efficient and inclusive agricultural value chains, among others. The evaluation finds that these elements and those under the programme were strongly aligned.

Finding 11: Women economic empowerment is central in the National Gender Policy; and the programme showed commitment to drive the same in support of the policy.

This component directly speaks to the policy goal, outcomes and objectives of the National Gender Policy. The broad policy goal is to 'reduce gender inequalities and enhance participation of women, men, girls and boys in socio economic development processes.' The policy recognize the many challenges women face when it comes to their full participation and benefiting from economic development. Further, it recognizes the huge disparities in access and control over resources which lead to high poverty levels particularly amongst women. As such, just like the policy, the programme also aimed at reducing poverty among women and other vulnerable groups through economic empowerment interventions.

Elimination of violence against women and girls

Finding 12: The programme supported both the MGDS III and the National Gender Policy when it comes to elimination of violence against women and girls in Malawi.

MGDS III states that gender inequalities may also be addressed through awareness interventions – which target redefining gender norms. It calls for gender transformative approaches i.e. coming up with programmes which challenge gender norms and promote women in positions of social and political influence. On the other hand, one of the National Gender Policy outcomes call for the need to reduced gender based violence at all levels. While recognizing that both women and men, boys and girls face gender based violence, the policy notes that the majority of victims are women and girls – largely due to unequal power relations. As such it calls for improved knowledge, attitudes and practices – in the same way the programme was addressing social norms, attitudes and behaviours which perpetuate violence against women and girls.

Programme effectiveness

This section discusses evaluation findings related to the degree of achievement of the programme results at output and outcome levels as well as factors and strategies that facilitated and hindered the project effectiveness. In the section, the evaluation will attempt to unpack underlying interconnections and pathways to see if the interventions and strategies put in place led to the achievement of programme outputs and contributed to outcomes. This will be informed by the programme's theory of change, which was reconstructed at evaluation inception stage. Analysis in the section will be guided by four

main questions. Firstly, the section will illustrate the degree of achievement of the intended programme outputs. Secondly, the section makes an analysis of the outputs and outcomes achieved, to draw conclusions on their likelihood to contribute to the ultimate programme results. Lastly, the section discusses achievement of results across beneficiaries to see who might have benefited the most from the programme and why.

Question 4: To what extent has the programme achieved its intended main outputs?

Gender Based Governance

Finding 13: The GBG component achieved all the planned targets under the six outputs; demonstrating strong commitment by the programme to see through planned results given the challenging context the programme was implemented.

The GBG programme component had six outputs in total under the four thematic outcomes. Analysis of the project documentation indicates that the project has mostly achieved the intended outputs, indicating one hundred percent achievement rate. Output one of the first outcome, the programme intended to enhance the capacity of the national gender machinery to monitor and report on progress on implementation of normative frameworks to which the Government of Malawi committed. Specifically, the programme intended to monitor and report on 12 gender equality recommendations; by the end of the project, however, 71 recommendations were monitored and reported on. The programme directly worked with the Ministry of Gender and Ministry of Justice, among others, to specifically report on the Malawi Country Report monitoring the implementation of the Beijing declaration and platform for action (1995).

The programme also supported monitoring of recommendations related to the AU Protocol on the rights of women in Africa; Universal Period Review; the 8th CEDAW State Party Report; as well as the SADC Gender Protocol Barometer. Related to the same, under output two; the programme supported and monitored implementation of 11 recommendations (against a target of 2). Further, as part of support to the national gender machinery, the programme participated in 31 Sector Working Groups (SWGs) and Gender Technical Working Groups (GTWG) – against a target of 21 – across the programme implementation period.

The other output was related to increasing the capacity of women to engage in leadership. On the same, the programme trained 438 women (against a target of 50) women in public institutions. Women trained included those from government departments, district councils, female MPs and Councilors (aspirants in the 2019 government elections. The programme also engaged government ministries to engender their budget plans – the programme targeted 6 and achieved 6 - which included the Ministries of Gender; Finance; Agriculture; Civic Education; Local Government; and Lands. The programme also trained 28,736 (7,540 female and 21,196 male) - against a target of 150 - officials from the government and civil society in use and analysis of gender statistics for decision making. Amongst those trained included enumerators who conducted the 2018 Population and Housing Census. Support to the National Statistical Office led to the production of a gender sensitive population census and eventually a gender thematic report of the census was produced, the first of its kind for Malawi.

These achievements demonstrate strong commitment to ensure interventions are fully implemented by UN Women and its implementing partners. The overachievement on most

of the outputs as indicated above could be attributed to innovativeness in terms of capitalizing on existing opportunities by UN Women and implementing partners. The case in point is the training undertaken for officials from NSO, enumerators; as well as women aspirants for councilors and Member of Parliament leading up to the 2019 elections. One lady Member of Parliament aspirant for Salima Central appreciated the training, although she challenged that it came a little late leading up to elections. The other major challenge noted had to do with the time dedicated to the trainings – all women aspirants interviewed in Mangochi noted the trainings were good, but were rushed; and called for a more strategic approach towards such type of support (e.g. follow-up activities after elections to check progress and strategize for the next ones). This Activity implementation under this component was undertaken by UN Women, CCJP and WILSA. The table below shows progress made on targets under each of the outputs for this thematic area.

Table 3: Progress on output targets on the gender and governance thematic area*

OUTPUT	BASELINE	TARGET	END OF PROGRAM
Output 1: Enhanced capacity of Gender machinery to monitor and report on progress in the implementation of national, regional and international Gender Equality normative and policy frameworks.			
Number of Gender Equality recommendations monitored and reported	3	12	71
Output 1.2: Enhanced dialogue among the Gender machinery on implementation of Gender equality related national, regional and international normative and policy			
Number of periodic reviews on regional and international treaty recommendations implemented	0	2	11
Output 1.3: The gender machinery has strengthened capacity to coordinate and implement the Gender agenda			
Number of Annual SWG and GTWG meetings conducted	0	26	31
Output 2.1: Increased capacity of women to engage in leadership.			
Number of trained women with capacity to lead in public institutions	0	50	438
Output 3.1 Gender responsive planning, budgeting and accountability is institutionalized and promoted at local and national levels.			
Number of government departments in targeted ministries revising their budgetary frameworks to reflect gender with UN Women's support	0	6	6
Output 4.1: Strengthened capacity of CSO, government and other actors to use and analyses gender statistics to inform decision-making			
Number of government officials and CSO participants trained to use and analyse gender statistics to inform decision-making	0	150	21421

*Source: Developed by the evaluator based on the analysis of the project documentation

Women economic empowerment

Finding 14: Analysis of programme documentation shows the programme largely achieved outputs targets set; however, this evaluation notes that presentation of progress made on some indicator targets could be misleading in terms of attaching some of the achievements as direct outputs resulting from programme interventions.

The thematic area had two major outputs, with 10 indicators as per the final programme report. However, the log frame and monitoring plan shows the programme had six outputs and nine indicators. The evaluation used what was reported in the final programme report as

the basis for analysis. It has to be pointed out on the outset that presentation of indicators proved difficult for the evaluator to attribute what is reported as a direct output of programme interventions. The table below, confirms this argument.

Table 4: Progress on women economic empowerment output indicators*

Output 1: Government institutions, and private sector support youths, and rural women farmers to sign contracts to secure more market opportunities				
Indicator	Baseline	Target	Achievement	Evaluation comments
Number of targeted women, men, people with disabilities accessing financial capital through the WEP programme	0	120	1772	The end of programme report indicates achievement on this output target. However, the output indicates number of beneficiaries accessing capital through WEP programme. Beneficiaries interviewed indicated that they access capital but not through WEP. Actually, the beneficiaries indicated that they are finding it hard to gain access to capital to boost their enterprises. Beneficiaries indicated that they received training on accessing capital, but not accessing capital itself through the programme.
Number of supported groups or cooperatives involved in value addition activities with support from WEP programme	0	250 women from supported groups or cooperatives.	547	The end of programme indicates achievement on this output target. However, the output indicates number of supported groups or cooperatives involved in value addition activities with support from WEP. The evaluation finds this misleading. The indicator description specifies groups; whilst the target indicates individual women. Reporting would have been on groups and not individual women beneficiaries. Further, the evaluation notes that the programme targeted women who were already in groups or cooperatives; and were already involved in various value chains. Notwithstanding, beneficiary groups indicated they received training (which was part of the broader training received) on how they could improve their products to access gainful markets. MHUB selected beneficiary groups on branding and packaging training; with some actually being directly supported with branding and packaging materials. Further, given that the programme worked with groups that had already been in existence, the baseline figure may not have been 0 since some groups might

				already have started undertaking value addition activities.
Number of groups supported, or cooperatives involved in accessing markets through the WEP programme	0	100 women from the supported groups.	203	The end of programme indicates achievement on this output target. As said earlier, the indicator description is on groups and cooperatives; however, the targets are on individual women members supported. Notwithstanding, the programme made a number of efforts to ensure accessibility of markets by women groups and cooperatives. The programme directly supported 169 rural women to participate in Trade Fairs in 2019. For example, Mphinga Rice cooperative from Karonga displayed their Kilombero Rice product at a National Agriculture Fair. Their Kilombero Rice was packaged in branded packaging material provided by mHub with support from UN Women. The end of programme report also notes that 'as a result of attending trade fairs, some women groups, e.g. from Mzimba secured a contract with Sun-Seed oil to supply sunflower seeds to the company which would further be processed into cooking oil.

*Source: Developed by the evaluator based on the analysis of the project documentation

Notwithstanding the above highlighted points related to output indicator targets and corresponding reporting; this evaluation finds that the programme under this component made in-roads in engaging financial institutions and the private sector to enable women access valuable markets. Highlights of the programme on the same, include supporting women to participate in trade fairs where they showcased their products. This is resounding and innovative on the part of the programme. It demonstrated the programme's intention to expose women groups and cooperatives to market opportunities beyond their enclaves. Beneficiaries groups the evaluation interacted with also showed that participation in trade fairs gave them a lot of exposure on how they can improve their businesses.

The other key output under reported in the final programme report is on strengthening supporting women farmers' access information, extensions services and capacities in branding, certification, marketing, and packaging. Under this output, seven indicators are pointed out and reported on in the final programme report. The report notes that the programme achieved all but one indicator targets resoundingly. For example, regarding the number of women investing in climate smart agriculture and enterprise development, the report indicates that of the targeted 250 women, 2502 were reached at the end of the programme. However, as earlier said, under this component most interventions targeted women already established groups; especially those reached through MHUB. Indeed, most of the women in these groups were engaged in various livelihood enterprises some of which were climate-smart. The programme also worked with MACOHA who trained women (and men) in tailoring and cloth design and reached out to 181 beneficiaries (of which 66 were

people with disabilities). The other output target with outstanding achievement is relates to increasing capacities (through training) of women and youths in business, access to financial capital and marketing. The project targeted 100 women, however, it directly reached 3949 women.

The evaluation confirms that both MHUB and MACOHA trained women in business management skills. However, it is MHUB which demonstrated that their training brought in more results when it comes to improving business management knowledge and skills. This is attributed to the fact that MHUB has a comparative advantage in business incubation services for young men and women, gained from the information and technology sector as pioneers and also facilitating a wide range of business services for young entrepreneurs. Beneficiaries that the evaluation interacted with indicated that their knowledge in business management has changed due to the trainings received. For example, members of Twambille Abattoir indicated that they have improved their record keeping, planning and budgeting, and advertising as a result of the trainings received. Further, MACOHA also mainstreamed business management skills training to their beneficiaries – and this is a plus on the part of the programme owing to the type of beneficiaries which MACOHA mostly reached (MACOHA mostly reached marginalized women and young women and men who largely were school drop-outs and some with disabilities).

As will be noted on the table below, outputs related to supporting high value chains; supporting market contracts with women groups as well as linking rural women to business models. The only output target which was not reached related to the establishment of the BuyfromWomen platform which did not materialize by the end of the programme. Nevertheless, owing to the target beneficiaries under this component, it could be argued that the programme was ambitious enough to reach out to the most vulnerable women and build their capacity for high value business enterprises as well as sustainable markets.

*Table 5: Progress on women economic empowerment output indicators**

Output 2.2: Women farmers access information, extension services, and capacities in branding, certification, marketing, and packaging are strengthened			
	Baseline	Target	Achievement
Number of women investing in climate smart agriculture and enterprise development	0	250 women from supported groups or cooperatives.	2502
Number of MFI that developed specific products and procedures to promote women's access to credit	0	3	7
Number of women and youth micro entrepreneurs with increased capabilities to manage businesses, access to financial capital and marketing	0	100 women entrepreneurs linked to business role models by 2020.	3949 Directly and 5000 indirectly - Mhub
Number of high value chains identified and promoted through the program	0	19	16
Number of companies, stores and firms that sign contracts with women groups	0	4	11

Number of rural women linked to business role models	0	40	1424
BuyFromWomen platform established	0	0	0

*Source: Developed by the evaluator based on the analysis of the project documentation

Elimination of violence against women and girls

Finding 15: Under this component, the programme managed to register achievement on 7 of the 10 output indicator targets that were planned.

The evaluation notes that the output targets on this component were largely achieved. The programme managed to influence national and local institutions to adopt gender responsive policies and laws – recording nine against a target of four of institutions at the end of the programme. While this is the case, the evaluation notes that the institutions mentioned i.e. the six districts and National Aids Commission were already mainstreaming gender even before 2017 before the programme commenced. It is thus difficult to ascertain a specific institution which was lobbied under the programme to begin implementing a given policy or law as a direct result of programme interventions. The other indicator relates to the collection and use of Gender Based Violence data – the programme targeted six and managed to achieve six (districts where the programme was implemented). While this is commendable, the evaluation team noted that more effort need to be provided to Gender Offices to have robust systems of collecting such data. Notwithstanding, the three output targets where achievement was not full include mobilization of boys and men to promote positive masculinity, development of a mobile application for Gender Based Violence reporting; as well as conducting annual perception surveys. On perception surveys, the programme planned for two, however, it achieved one. Notwithstanding, the survey provided valuable information on social norms around violence against women and girls – and its high level launch (drawing influential dignitaries) demonstrated UN Women strong commitment to galvanize support in ending violence against women and girls in Malawi.

Table 6: Progress on output targets under elimination of violence against women and girls thematic area*

OUTPUT 1: Women, girls, men and boys at community and individual levels are mobilized in favor of respective relationships and gender equality			
	Baseline	Target	Achievement
Number of institutions at national and local level that have adopted and are implementing gender responsive policies and laws	0	4	9
Number of institutions (district councils/assemblies) that collect and use data on GBV VAW and other harmful cultural practices	0	6	6
OUTPUT 2: Capacity of local institutions to gather and utilize evidence prevent negative social norms and to promote positive social norms, attitudes and behaviours is strengthened			
Indicator 1.1A Number of men and boys mobilized at community level promoting positive masculinity	3,400	15000	4530
Indicator 1.1B Number of HeForShe champions identified in schools, churches, and communities to serve as gender equality advocates, opinion leaders, initiators	0	500	687

Indicator 1.1C Number of GBV survivors linked to Village Savings and Loans Associations Groups	0	100	33
Indicator 1.1D Number of intergenerational dialogues, community dialogues, public debates, and deliberation around norms	0	18	45
Indicator 1.1E Develop a mobile application for protecting and reporting cases of GBV	0	1	0
OUTPUT 3: Capacity of local actors including chiefs, religious leaders and Community Based Organizations is strengthened to prevent negative social norms and other forms of discrimination.			
Indicator 1.1.1A: number of annual perception surveys conducted	0	2	1
Indicator 1.1.1B: number of knowledge products developed for sharing using offline and online platforms	0	2	8
Outcome 4: Capacity of local actors including chiefs, religious leaders and Community Based Organizations is strengthened to prevent negative social norms and other forms of discrimination.			
Number of community leaders mentored to develop and revamp by-laws on harmful cultural practices with support from UN Women	0	30	68

*Source: Developed by the evaluator based on the analysis of the project documentation

Question 5: To what extent has the programme contributed to the achievement of the intended outcomes?

Gender Based Governance

Finding 16: The programme managed to achieve all the set outcome indicator targets related to the gender and governance programme thematic areas; and achievement was consistent over the programme implementation period.

Analysis of programme documents indicates that programme under the gender and governance component achieved all outcome indicator targets. Table 7 below shows that under Outcome 1 the programme aimed to enhance implementation of normative frameworks through implementation of various treaty body recommendations. At the end of the programme, there were 18 recommendations implemented, up from the baseline figure of 6. Similarly, on the outcome related to women leading in decision making positions; the percentage increased from 6% at baseline in 2017 to 26% at the end of the programme. The programme documents also report that the number of sectors that adopted gender responsive budgeting as a result of UN Women support increased from 0 to 5 by the end of the programme. On use and accessibility of statistics to inform policy, 2 national planning documents fully utilized sex disaggregated data up from 0.

Table 7: Progress on gender and governance outcome targets*

Outcomes	Baseline				Target				End of program
	2017	2018	2019	2020	2017	2018	2019	2020	
Outcome 1.1: Enhanced implementation of national, regional and international normative and policy frameworks									
Indicator 1.1A: Number of national regional and international treaty	6	7	8	9	18				

recommendations on GEWE implemented.					
Outcome 1.2: Women participate, lead and engage in decision making processes in public institutions.					
Indicator 1.2A: Percentage share of women in public service.	6%	8%	11%	16%	26%
Outcome 1.3: Formulation of National and local plans and budgets is gender responsive					
Indicator 1.3A: Number of sectors adopting GRB with support from UN Women	0	2	2	2	5
Outcome 1.4: Gender statistics are accessible to all users to inform policy, advocacy and programming.					
Indicator 1.4A: Number of national plans that utilize sex disaggregated data	0	1	2	2	2

*Source: Developed by the evaluator based on the analysis of the project documentation

Finding 17: The evaluation notes that through sustained strategic engagement and support, the programme contributed significantly towards strengthening the capacity of the national gender machinery to steer achievements recorded.

The evaluation notes that the programme contributed significantly to the achievements recorded on the outcomes under this component. It has to be pointed out that the Government of Malawi has made tremendous in-roads in pushing for more women in decision making positions and mainstreaming gender in policies and plans since the 1985 Nairobi United Nations Women's conference; the 1995 Beijing Conference; the formulation of the first National Gender Policy in 2000, which covered the period 2000-2005; and subsequently, the implementation of the National Gender Programme (2004-2009). The programme was designed to operationalize the National Gender Policy and which among its 8 priority areas was institutional strengthening; economic empowerment; governance and human rights. Since these efforts, there has been sustained efforts to ensure application of key strategic normative frameworks and gender recommendations.

From discussions with various stakeholders the evaluation notes that UN Women with its strategic positioning and comparative advantaged has significantly contributed to these efforts through continuous provision of technical support as well as financial support to not only the lead institution i.e. Ministry of Gender, but other lead actors in the national gender machinery. UN Women through the programme ensured that treaty recommendations, women leadership, and gender mainstreaming are continuously on the agenda (both at higher and lower level decision making positions and structures) to sustain the gains the country has made and continue to make on gender equality. This is the most significant contribution UN Women made through this programme.

Women economic empowerment

Finding 18: The programme managed to achieve all the set outcome indicator targets related to the women empowerment thematic areas; with consistency sustained across the implementation period.

This component had two main outcomes, namely: increasing the capacity of women to access financing to invest in climate smart agriculture and enterprise development; as well as increasing access for rural women to secure and productive resources, markets and value-addition activities. Analysis of programme documents reveal indicator targets for both the outcomes were fully achieved. Impressive achievement was recorded on the number of women whose knowledge improved as a result of capacity building interventions from the

programme i.e. from 0 at baseline to 3949 at end programme. The programme also contributed significantly in improving knowledge amongst beneficiaries on business management, entrepreneurship, marketing, branding and capital opportunities. Refer to table below.

Table 8: Progress on outcome targets under the women economic empowerment component*

Outcomes	Baseline	Target			End of program
	2017	2018	2019	2020	
Outcome 2.1: Women's capacities to access financing to invest in Climate Smart Agriculture, and enterprise development is increased					
Indicator 2.1A: Number of selected culturally and economically viable enterprises.	0	0	20	50	20
Indicator 2.1B: Number of women and youth's entrepreneurs selected	0	100	200	300	3949
Outcome 2.2: Rural women and youths have increased access to secure and productive resources, including markets and value-added activities					
Indicator 2.2A: Percentage of women participating in value chains.	0%	20%	35%	50%	64%
Indicator 2.2B: Percentage of women with access to viable markets	0%	12%	28%	50%	77%

*Source: Developed by the evaluator based on the analysis of the project documentation

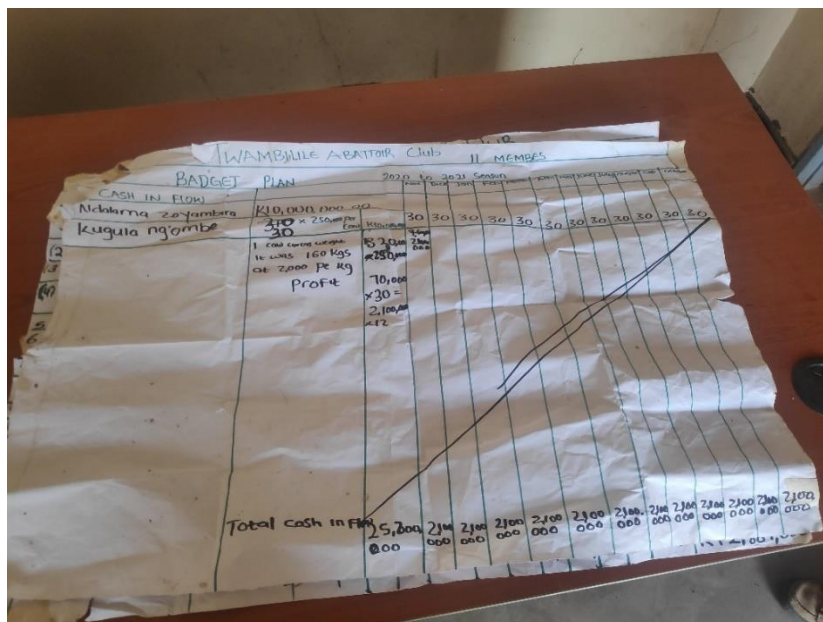
Finding 19: From the discussions with beneficiaries, the evaluation ascertains that the programme made meaningful in-roads in improving knowledge and skills of the beneficiaries from this programme component.

The evaluation did extensive interviews, complimented with observations, with a good number of programme beneficiaries who received support from the programme under this component. The evaluation found that almost all beneficiaries appreciated the knowledge and skills gained from trainings received from MHUB and MACOHA. In Karonga and Salima for instances, women groups and cooperatives were able to mention improvements they have made as a result of business skills trainings MHUB organized through their boot-camps. In all groups and cooperatives visited, beneficiaries indicated they have improved their business planning and budgeting, business financing and credit facilities; record keeping as well as marketing and positioning.

"We now have branded food package wrappers and we change designs of our bans even though we use the same recipe. People like new things, so once they see a new appearance they get attracted and buy more of it. We now know that bans need a drink hence our short term goal is based on getting a fridge to keep refreshments." Cooperative member, Karonga

"MHUB came with bank specialist who helped us to directly get information and business loan facilities in banks. I personally, took advantage of their presence and learnt a lot, replacing all the hearsays." Cooperative member, Karonga

Example of a chart for planning and budgeting at Twambilire Abattoir; a cooperative that was supported with training under the programme.



Source: Evaluation data

Groups and cooperatives that were already somewhat advanced indicated that they are making attempts to meet product regulatory standards to ensure certification as well as linkages with bigger private sector institutions for market opportunities. These in-roads could be attributed to a number of factors: some groups had received training before from other previous projects e.g. through the FIDP programme in Karonga and others in Salima; and this programme refreshed their knowledge and skills; some groups had participated in major national market fairs which gave them immense exposure; the programme through MHUB helped in designing and producing branding and marketing materials.

On the other hand, beneficiaries supported by MACOHA also indicated that the training they received in tailoring and cloth design will help in diversifying their livelihoods, thereby improving their lives in the long run. They only expressed concerns in terms of the distances to the training centre (in case of Dedza whose terrain is hilly and this affected mobility for those disabled); and also limited start-up materials received. MACOHA wanted to experiment supporting women in groups to galvanize high value market opportunities; and also as result of the limited start-up kit budget. This arrangement needed more further strengthening as the groups did not receive meaningful capacity support in group business dynamics. Overall, the programme could be commended for the partnership with MACOHA – an organization with expertise and bigger geographical reach in terms of service people with disabilities in Malawi. This was a strategic choice and in support of UN Women's commitment on inclusion; and also UN Women's ambition to drive attainment of SDGs especially when it comes to reaching out to marginalized groups with services. A more strategic partnership is called for based on this argument.

Beneficiaries under MACOHA Chitala Women's Group in Salima. The beneficiaries were appreciative of the skills gained and now operate a shop together. They indicated that they are now able to meet their basic needs from profits they get from this shop.



Woman beneficiary for MACOHA in Dedza. The beneficiary was enrolled into the programme and provided with training in tailoring and cloth design because she was a caregiver for a child with a disability. She indicated that the training helped her diversify her livelihood and thereby boosting her earnings to be able to support her household.



Photo credit: Evaluation data

In addition, UN Women demonstrated innovation in undertaking high level strategic engagements with the private sector, especially finance institutions, pushing for reforms in financial services. The push for inclusive financial services was a plus on the part of the programme; owing to the many challenges marginalized women face when it comes to accessing financial capital to boost their enterprises. The programme worked with the Reserve Bank of Malawi and other private banks on the same – with all these introducing innovations to enable women access finance. Owing to its strategic positioning, UN Women should continue this strategic leverage to ensure rural marginalized women have financial capital markets to explore.

Elimination of violence against women and girls

Finding 20: The programme did not achieve the set outcome indicator target related to the elimination of violence against women and girls programme thematic areas.

Under this component the main outcome was on transforming social norms, attitudes and practices hindering women and girls rights attainment. The component targeted to reduce the proportion of women and girls aged 15 years and subjected to physical, sexual or psychological violence (aligned to SDG indicator 5.2.1). Analysis of the programme document indicate a reduction of from 42% (at baseline) to 38% (at end of programme). Refer to table below.

Table 9: Progress on outcome indicators on the elimination of violence against women and girls

Outcomes	Baseline	Target			End of program
	2017	2018	2019	2020	
Outcome 3.1: Social norms, attitudes and practices hindering women and girl's rights are transformed at individual and community levels					
Indicator 3.1A: Proportion of ever partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age (SDG indicator 5.2.1)	42%	28%	35%	20%	38%

*Source: Developed by the evaluator based on the analysis of the project documentation

Participants in the evaluation such as school heads indicated that they benefitted from the programme. School heads indicated that they are now able to decipher between negative social norms which perpetuate violence against women and girls. This is equally true with men who were engaged as male champions as well as HeforShe champions; they were all positive regarding the contributions made by the programme to reduce negative social norms.

"As a headmaster, I thought imposing fear through shouting was the best way of presenting authority but now I have learnt that words can cause as much harm as physical assault. I am more approachable now and I believe I respectfully earned my authority without being feared." School Head teacher, Karonga.

"I made sure that the community members are aware of the first institutions they can approach in terms of Gender Based Violence cases and other concerns. These include churches, the Police and CBOs. As a headman, I refer certain cases where they ought to go to relieve my workload and to directly help the victims". Village Head, Mulanje

Finding 21: The evaluation finds that interventions under this component provided an opportunity for UN Women and implementing partners to learn more on how social norms, attitudes and practices could strategically be challenged and transformed to ensure reduction in violence against women and girls.

Work under this component was done at several levels and mainstreamed with the other thematic components. This is a plus for the programme because social norms, attitudes, and practices require a multi-faceted approach – one which is transformational and ground-breaking in reaching out to 'institutions' that perpetuate such norms. It is encouraging to note that the programme directly engaged local level leaders, structures, opinion leaders, women, men, boys and girls challenging social cultural norms that perpetuate violence against women and girls. Cases in point was to use approaches such as 'male-champions' to spearhead discussions around social norms, attitudes and practices. The other case in point is that through the programme, UN Women continued its efforts in strategically engaging local leaders such as chiefs as key champions for social change. This is key in context such as Malawi where traditional leadership structures are still powerful when it comes to sustaining (or not) social-cultural 'institutions'. Further, by including an element of research, was also a crucial win on this component. The programme undertook a perception study on social norms – and such evidenced based and research grounded advocacy attracts credibility and potentially key in policy making processes.

Question 6: Are there differences in the achievement of outputs and results across beneficiaries?

Finding 22: The evaluation finds that the programme registered meaningful achievements for beneficiaries across all the outcomes and outputs for the thematic areas; however, with the gender based governance area registering milestones which potentially contributed to sustaining the momentum on gender equality in the country. This is because the gender based governance thematic area is building on a previous programme (2014-2018) which UN Women implemented.

Analysis of results in programme documents as well as discussions with key evaluation participants during the course of the study, this evaluation notes that the gender based governance thematic area registered strategic results than the women economic empowerment and elimination of violence against women and girls thematic areas. The main reasons for this are mainly two-fold. First; the component rode on the successes of the previous efforts undertaken by UN Women with a similar programme implemented between 2014 and 2018. This programme aimed at achieving similar results and targeted almost the same stakeholders as the current programme under evaluation. During the first programme, especially early years, UN Women, was still 'young' in terms of its presence in Malawi. Evaluation of this programme noted that along the course of implementation UN Women gained considerable in-roads in influencing and technical support to the national gender machinery.²² Secondly, there has been a lot of on-going efforts by other local and international organizations in building the capacity of the national gender machinery in gender mainstreaming (policy planning and budgeting) as well as lobbying for an increase in the proportion of women in key leadership positions. To mention but a few these organizations include UNFPA, OSISA, UNICEF, USAID and EU (international); which also have strong partnerships with local organizations such as NGO GCN, MHEN, CSEC, OSISA and MEJN. The local organizations started lobbying for gendered planning and budgeting way back in the early 2000s.

While this is the case, beneficiaries from interventions under the women economic empowerment and elimination of violence against women and girls equally benefited from the programme. Women groups the evaluation interacted with shared strong positive sentiments regarding the importance of the knowledge they gained through the programme. While some of the groups had benefited from other big country programmes before (e.g. refer to chapter one); they pointed out that capacity building trainings delivered under the programme were unique – referencing to the boot-camps which MHUB organized. Other beneficiaries such as those supported by MACOHA also expressed strong sentiments that they could not have had the opportunity for gaining skills in the trade earlier mentioned given their context and opportunities available.

For the elimination of violence against women and girls, more sustained efforts might be needed to make meaningful and strategic gains. This can be achieved through continued partnerships with locally rooted organizations such as MAGGA which proved very innovative in terms of their approaches with school-going children and young people as well as school

²² UN Women Malawi, 2019, End of Programme Evaluation - Advancing and Sustaining Gender Based Governance in Malawi 2014 – 2018

structures. School children which the evaluation interacted with also expressed strong positive sentiments regarding the benefits of the trainings they received from MAGGA through girl guides and boy guides clubs. MANASO was stronger in interacting with local level structures consisting of marginalized groups such as those affected by HIV/AIDS by working with community based organizations and other local structures. Discussions with both the beneficiaries of these two components and staff of the two implementing partners all agreed on the need for sustained efforts rather than one-off projects as this may have appeared in some cases.

Programme efficiency

The section discusses programme efficiency, guided by four main questions. It will discuss the extent to which the programme expenditure was in line with the approved programme budget; as well as under each of the thematic areas. Discussion on the same will lead to conclusions regarding the monitoring and control environment put in place by UN Women regarding budgetary resources for the programme. The second part of the section discusses on activity implementation *vis-à-vis* planned timelines. Again, this will lead to discussions and conclusion regarding the monitoring and control environment of the programme. The third guiding question is related to analysis of programme costs spend on interventions versus what was spent on management. Finally, the section will look at the commitment by the programme in terms of costs towards monitoring and accountability systems to stakeholders and beneficiaries.

Question 8: To what extent did the programme management effective to achieve results?

Finding 23: The programme structure enabled close working relationship between UN Women Country Office, government, implementing partners leading to better technical and financial accountability of programme results.

At Country Office level, overall responsibility of managing the programme rested with the Country Representative who was supported by three specialists for each of the thematic areas. These Specialists supervised programme associates who were responsible for day to day running of the programme. The programme also supported recruitment of a Monitoring Evaluation and Reporting Specialist and Finance Associate. Further, the operations section provided technical support in adhering to financial management procedures and contractual obligations. The monitoring and evaluation specialist supported planning, learning and lead in monitoring and reporting of achieved results. This arrangement led to high productivity and effective resource allocation.

Further, each implementing partner was supported, on part time basis, three key positions of Executive Director, Programme Officer and Finance Officer. These formed a project management team at implementing partner level. For purposes of enhancing coordination with government and sustainability of funded interventions, an arrangement was made where the Ministry of Gender and Ministry of Agriculture nominated 3 focal persons at specialist level to support implementation of the programme. These were the political empowerment specialist, the ERAW Specialist (provided by the Ministry of Gender) and the WEE Specialist based at the Ministry of Agriculture – Department responsible for extension services. These assisted in providing on going technical support, ensured alignment, promoted, and facilitated consistency of communication between the government, UN Women Malawi Country Office and the three implementing partners.

Question 9: To what extent did programme implement interventions within planned timelines?

Finding 24: Overall the relationship between inputs and outputs was timely and met expected standards.

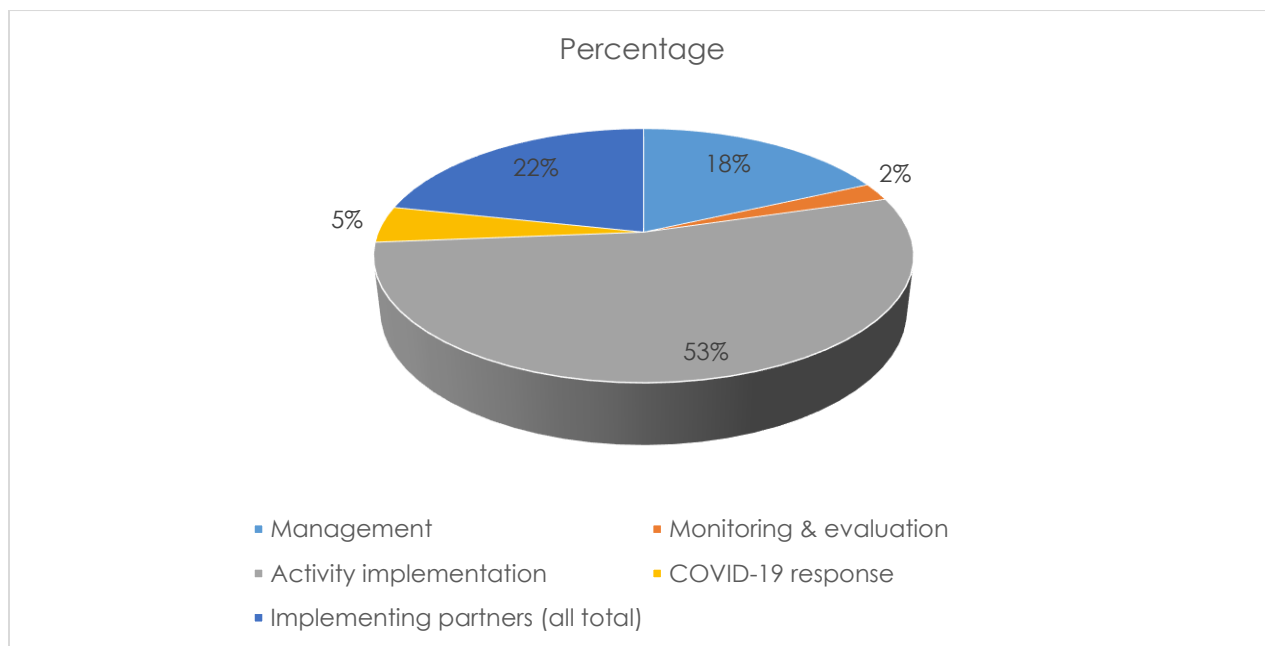
All programme interventions were completed by June 2021 except for the programme evaluation. Disbursement of funds and programme implementation was in some cases affected by delays in submitting, reviewing and approval of submitted liquidations. These did not emanate from shortfalls in programme design. The COVID-19 situation and 2019 tripartite elections also negatively affected delivery. Nevertheless, UN Women organized financial clinics, results based management sessions involving implementing partners, government stakeholders and UN Women staff. Tailor made technical support visits were done to address specific short comings both technical and financial. The evaluation, however, notes the following things requiring consideration for purposes of maximizing results. Duration and scale of funded projects was short for some implementing partners. WILSA implemented interventions for two years, MACOHA supported two major groups in Salima and one group in Dedza – the scale could have been increased. MAGGA worked with two CBOs. Complementarity of the interventions was also not clear – different components were implemented in different districts and targeted different target beneficiaries.

Question 10: What was percentage of the total programme cost was spent on activities/interventions versus what was spent on management on monitoring and accountability to stakeholders and beneficiaries?

Finding 25: Resources have been managed well. Overall expenditures were within what was approved and agreed. Allocation of resources was done most strategically and with sustainability in mind.

The evaluation finds that programme resources have been managed well. Overall expenditures were within what was approved and agreed. Allocation of resources was done most strategically and with sustainability in mind. The evaluation finds that 79.6 percent of the total budget was allocated towards actual implementation of which 18.2 percent towards management and the remaining 2.3 percent on monitoring and evaluation. However, the evaluation noted that 21.6 percent of the total budget was transferred to Implementing partners and this means that 53.3 percent was spent on direct implementation. Allocation of resources considered the need to prioritize women, women entrepreneurs, persons living with disabilities and persons living with HIV and Aids. Resources were also made available to integrate visibility and communication.

Figure 3: Programme budgetary allocations on management, monitoring, activity implementation*



*Source: Developed by the evaluator based on the analysis of the project documentation

Finding 26: The programme responded to emerging risks – 4.7 percent of the last tranche was allocated towards COVID-19 response as part of mitigating risks.

During the final year, programme implementation met with the COVID-19 pandemic which was declared a public health emergency of international concern in February 2020 by the World Health Organization. Following outbreaks in many countries, including Malawi, it was also declared an emergency by the Government of Malawi and with this a lot of restrictions on public life were put in place to contain the pandemic. Like the other UN Agencies, UN Women Malawi supported government efforts to mitigate the pandemic. At office level, the Operations Manager took a leading role in managing risks such as these. The office enforced adherence to donor and UN implementation guidelines. With regard to management of financials risks, capacity assessments were undertaken for each prospective implementing partner. The evaluation further notes that implementing partners also mainstreamed COVID-19 mitigation measures to ensure staff and beneficiaries are protected.

Programme coherence

The evaluation understands coherence to mean the extent to which a project or a programme is compatible with other interventions implemented by UN Women or other key stakeholders within the same period. Discussions therefore were guided by two main questions. The first question looked at the extent to which the programme supported or undermined other UN Women interventions. The second question discusses the extent to which the programme also supported or undermined interventions implemented by other key stakeholders. The idea behind is to understand the synergies, interlinkages and coordination mechanisms that existed or were put in place. The 2030 Agenda call for

enhanced multi stakeholder partnerships to share knowledge, expertise, technology and financial resources in pursuit of the SDGs.

Question 12: To what extent did other UN Women interventions support or undermine the programme and vice versa?

Finding 27: The WEP programme was compatible with UN Women global strategic plan. The WEP inherited and directly contributed to achievement Outcomes 2, 3 and 4 of the Global Strategic Plan.

The WEP programme was compatible with UN Women global strategic plan. The WEP inherited and directly contributed to achievement Outcomes 2, 3 and 4 of the Global Strategic Plan. This was achieved through the three programme components of Gender Based Governance, Women Empowerment and Elimination of Violence against Women and Girls.

The Gender Based Governance contributed to Outcome 2 namely *Women lead, participate in and benefit equally from governance systems of the UN Global Strategic Plan*. Specifically, the programme supported women's political participation and leadership, and gender-responsive planning into this Outcome to leverage their mutually reinforcing nature. This included support for political decision-making bodies (including parliaments, local governments, political parties; more national and local plans, strategies, policies, and budgets are gender responsive; and more and better quality and disaggregated data and statistics are available to promote and track progress on gender equality and women's empowerment. This Outcome 2 contributes to SDGs 1,2,3,5,10,16 and 17.

The Elimination of Violence against Women and Girls (EVAW) Component contributed Outcome 3 namely *Women have income security, decent work, and economic autonomy*. The WEP focused its contribution on supporting women cooperatives and enterprises for them to access and use productive resources and engage in sustainable agriculture to increase their income security, work conditions and resilience to climate change. This outcome 3 contributes to SDGs 1 to 13 and 16.

The EVAW Component contributed Outcome 4 namely: *All women and girls live a life free from all forms of violence*. Through the WEP, stakeholders are better able to prevent violence against women and girls. This outcome 4 contributes to SDGs 1,3,4,5,6,11 and 16.

Question 13: To what extent was the programme consistent with interventions implemented by other actors? What were the synergies and interlinkages?

Finding 28: The WEP also supported implementation of programmes and projects implemented under the Country Cooperation Framework (UNDAF) and those implemented by other stakeholders within the gender sector.

In the UNDAF, UN Women led implementation of OUTCOME 2: Gender equality and the empowerment of women and girls in Malawi is enhanced the United Nations Development Assistance Framework Malawi (2019 – 2023). Using this leadership role, the Country office contributed to better coordination between UN implementing agencies. Working with other UN Agencies and other partners, UN Women strengthened implementation of gender equality act and other gender related laws and policies, strengthen the capacity of the gender machinery to implement international and regional frameworks and ensured gender

concerns are mainstreamed in all programmes. The comparative advantage of UN Women on issues of mainstreaming gender equality was highly acknowledged by government stakeholders interviewed during the evaluation. Stakeholders acknowledged that there are similar projects being implemented by international and national non-governmental organizations with better opportunities for complementarity. For example, the programme complemented efforts of the Spotlight Initiative delivered by government, United Nations, European Union and civil society organizations.²³ The initiative commenced in January 2019 (and will end in 2022) is focused on eliminating violence against women and girls, including sexual and gender-based violence and harmful practices.

Finding 29: Implementation of the WEP enhanced synergies and interlinkages in between projects implemented by the Malawi Country office. The interventions were consistent with the relevant international norms and standards to which UN Women contributes to.

The WEP was the main (flagship) anchoring programme with other interventions carried out by the UN Women Malawi Country Office in the past four years. The evaluation established that the Country Office implemented the Malawi Electoral Support Project with UNDP which aimed at enhancing political participation of women in politics; the EU funded Spotlight programme being jointly implemented with UNDP, UNFPA and UNICEF, UBRAF Project; climate smart agriculture projects funded by Standard Bank, KOIKA and Malawi Government (ASWAP) jointly being implemented with the Ministry of Agriculture. The evaluation established that there are synergies and interlinkages between these projects and the WEP specific interventions.

Programme impact

This section discusses the project contribution to achievement of its ultimate goal of ensuring women and girls enjoy their full rights and positively contribute to, and benefit from, the country's development. The evaluation takes cognizant of the fact that impact goals are long-term and take longer to achieve. The WEP project was implemented for three years, between 2017 and 2021 and thus it is unwarranted to expect it to achieve impact goals. Therefore, this section will mainly discuss direct or indirect potential consequences of the intervention on intended beneficiaries. It will look at potential elements of the results achieved that may, in one way or the other, contribute towards the programme's impact goal. Discussions under the section will be guided by three main questions as below.

Question 14: To what extent did the programme contribute towards the intended programme longer term (impact goal)?

Finding 30: The programme has made an important contribution towards its ultimate goal of ensuring that women and girls enjoy their full rights and positively contribute to, and benefit from social, economic, and political developments

The evaluation notes that the programme has made considerable contribution towards achieving the impact goal; although more continued efforts to anchor the gains would be required. As earlier noted, the programme recorded substantial gains on the gender based governance. Discussions with stakeholders under the thematic area revealed that the efforts by the programme to build the capacity of key institutions on gender significantly contribute towards policy and programme improvements. The other key in-roads were made regarding

²³ Refer to: <https://malawi.un.org/index.php/en/139923-spotlight-initiative-report-malawi-2020>

influencing – especially on improving the proportion of women in leadership positions. All women who were supported to contest as members of parliament and councilors were appreciative of the programme. They indicated that the programme helped a lot in terms of improving their outlook on life i.e. the knowledge gained is used beyond elections.

Women Councilors in Mangochi supported by the programme.

Women councilors received training from CCJP in campaign tactics, leadership and communication tactics among others. *Photo Credit: Evaluation data*



Further, results registered under the women economic empowerment have the potential to improve the lives of programme beneficiaries over the long term. Women beneficiaries interviewed during the evaluation, especially those trained by MACOHA, indicated that their lives have begun to improve. They noted that proceeds they get from their tailoring businesses are used to meet some of their household basic needs. They are also using proceeds from their businesses to support other livelihood ventures such as farming. The programme also made a contribution on elimination of violence against women and girls. The social engagements done with community structures, through MANASO, have the potential to contribute to improving social norms, attitudes and practices. Equally, the engagement done on school going children are impactful over the long term.

Question 16: To what extent did the programme contribute towards strengthening accountability mechanisms on gender equality and human rights?

Finding 31: The programme contributed to strengthening accountability mechanisms on gender equality and human rights by supporting government (duty bearers) to follow-up on commitments as well as building the capacity of citizens (rights holders).

Accountability entails duty bearers accounting for promises and services to right holders, and rights holders having a voice to follow up on the promises and demand for quality services. The evaluation finds that the programme supported government to follow up on international and national commitments on gender. For example, the programme supported government to supported government to follow up on the Beijing Declaration+25 reporting mechanism and national review; AU Protocol on the rights of women in Africa; 8th CEDAW state Party Report; and the SADC Protocol Barometer among others. The programme also supported operations of sector workings groups and technical working groups – key institutional arrangements put in place by government in 2008 to provide a platform for stakeholders to inform policy as well as follow-up on policy commitments and programmes.

The programme also implemented interventions to build the capacity of citizens to hold duty bearers to account. For example, in Lupembe ADC, a women's group which was formed through the programme, cited examples of efforts they made to follow up on development projects in their area following trainings they received from CCJP. The women group followed up on the completion of the 'Mother's waiting shelter' at Lupembe Health Centre and teachers house at Lupembe Community Day Secondary School. The waiting shelter had taken long to complete and women who came to hospital to deliver had to wait outside and sleep under a tree. Refer below photos showing the completed shelter and the tree women used to wait.



Photo credit: Evaluator.

In Mangochi, members of the Nkope Area Development Committee indicated that they are now able to follow up on local funding mechanisms such as the Constituency Development Fund; especially the school bursaries component.

Programme sustainability

The evaluation also measured whether or not the benefits of the programme are likely to continue (enduring elements) after the programme is concluded. This was done by looking at how the programme strengthened capacity to ensure continuation of efforts and benefits; accountability and oversight systems put in place to ensure gains made are not lost; as well as the programme's potential for scaling up.

Question 17: To what extent is capacity developed to ensure sustainability of efforts and benefits?

Finding 32: The benefits from the programme are likely to continue owing to capacity building efforts that were implemented with the national gender machinery and other key government institutions.

The programme worked with the lead ministry (i.e. Ministry of Gender) and other institutions in the national gender machinery to build capacity in gender mainstreaming and use of gender sensitive data for policy planning and implementation. The programme also worked with these stakeholders to ensure government monitors implementation of key international gender commitments. Furthermore, the programme, through CCJP, built the capacity of local structures such as Area Development Committees and Village Development Committees. As alluded to by evaluation participants these efforts are key for the sustainability. The benefits gained from the capacity building efforts will continue beyond the programme. This is equally true for capacity building efforts that were undertaken under the women economic empowerment and elimination of violence against women and girls components. All the beneficiaries from the women economic empowerment component who participated in the evaluation indicated that they will continue to use the knowledge and skills gained. The groups which were supported under Mhub were still in operation at the time of the evaluation. Similarly, beneficiaries from the tailoring and cloth design skills training were all utilizing the skills gained through mostly their own small-scale businesses they had started.

“Our ADCs have female leaders. This simple equality consideration has influenced and inspired other females to take up challenging roles, especially roles in community development. Now it is no longer men making the decisions.” ADC member, Mangochi

Question 18: How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?

Finding 33: The programme was implemented through existing government structures (at national and local levels) as well as non-governmental partners and the evaluation finds that these are potential accountability and oversight safeguards.

As discussed under effectiveness and impact, the programme was implemented through existing government structures as well as local non-governmental organizations. In other words, the programme did not create own structures for implementation. This approach was a plus to ensure sustainability of results. Discussions with local implementing partners indicated that even though the programme elapsed, they will continue to interact with most of their beneficiaries to monitor progress they are making. They also indicated that they are using the results of the programme for engagement with stakeholders for purposes of promoting the rights of women and girls in the country.

Further, by working on strengthening the capacity of government to monitor implementation of key gender commitments, the programme directly supported accountability on gender equality. Officials at the Ministry of Gender indicated that they will continue to monitor implementation of key international gender commitments; identifying gaps and making necessary improvements on programmes that support gender equality and women empowerment. The programme also supported women to participate in key decision making positions. It also built the capacity of women from various government departments and local non-governmental organizations in leadership skills. Building the capacity of women to lead is very key for gender equality and women empowerment.

Question 19: Is there evidence that the initiative is likely to grow – scaling up and out – beyond the programme life?

Finding 34: The benefits accrued from the programme are likely to continue; and there is potential for scalability beyond the programme life.

The evaluation notes that the benefits from the programme will continue. Although the programme was short (i.e. most evaluation participants felt that the 3 year programme period was short); the interventions have proved to be effective. As earlier said, beneficiaries from all the three thematic areas alluded to the fact that they will continue enjoying the benefits gained from the programme. This evaluation also notes that all the three components have potential for scalability; albeit with a much more aligned approach when it comes to beneficiary targeting, than was the case for enhanced and sustained impact. Under the gender and governance component, government stakeholders consulted indicated that monitoring of international gender commitments is institutionalized and will continue beyond the programme. The evaluation also notes that the programme contributed to strengthening gender mainstreaming through capacity building in gender responsive planning and budgeting. This has further contributed to the momentum on gender mainstreaming in government agencies. The programme also made meaningful contributions in building the capacity of women groups and cooperatives in business management, marketing and branding. As earlier noted, the groups continue to use the knowledge and skills gained and future programmes may want to build on this. Further, the evaluation has noted that there is reduction in reported cases on violence against women and girls in the programme target districts. Consultations made during the evaluation revealed that the councils will continue addressing root causes of violence perpetuated against women and girls.

Gender and human rights considerations

The evaluation also examined the extent to which gender equality and human rights were considered in the design and implementation. Consideration of gender and human rights ensures that the programme contribute towards improving the quality of life for right-holders in the longer term as well as strengthening the capacity of duty bearers and other actors to fulfill their obligations and responsibilities²⁴. It is important that programming within UN Women not only promote the welfare of right-holders and obligations of duty bearers, but also encourages broader adherence and compliance to the global human rights and gender equality framework.²⁵ Discussion in the section were guided by three questions as below. The section also pays particular attention towards inclusion of the most vulnerable groups, including those with disabilities.

Question 20: To what extent did the programme integrate gender equality and human rights in the design and implementation?

Finding 35: There is evidence that gender and human rights were integrated into the WEP programme; however, benefits would have been more sustained if communities benefited equally from interventions under the three components.

UN Women, like all other UN Agencies consider human rights and gender equality as central pillars of their programming. It is thus fundamental that programmes contribute meaningfully towards addressing root causes of human rights violations and discrimination on the basis of gender. To demonstrate this, programming should reflect principles enshrined in the key international treaties and recent developments on human rights and gender. The evaluation

²⁴ Refer to UN Women, 2015, Global Evaluation Report Assessment and Analysis System (GERAAS)

²⁵ Refer to UN Women, 2015, How to manage gender-responsive evaluation: evaluation handbook

finds that the design of the programme took this into account – firstly by ensuring that principles in treaties such as CEDAW inform programme design; and secondly, by mainstreaming interventions targeting the national gender machinery to adhere and implement such treaties.

The evaluation also finds that the programme recognized that the promotion of human rights and gender equality require a multi-faceted approach, especially in the context of Malawi where violation of the same is intricate. The programme developed interventions that targeted both duty bearers as well as rights holders across all the three components. It is also important to note, as an example, that under the women economic empowerment component, the programme also integrated gender equality training and awareness. Project beneficiaries also mentioned that while they were trained in their respective trades and livelihoods areas, gender equality awareness was also integrated. The main challenge observed by the evaluation is that a full integrated approach was not well pronounced for sustained impact in a given context or community. For example, in Karonga, Mangochi and Mzimba all the three components were implemented, however, in different communities in many a case. The argument advanced by the evaluation is that the programme would have made it deliberate to have all the components implemented equally in the same districts and same communities – to deepen impact in addressing a challenge that is multi-faceted. District officials consulted in Karonga, for example, mentioned that at some point they could not fully understand what UN Women interventions were aiming to achieve; owing to the different components which may have looked not interlinked.

Question 21: To what extent did the programme include the most vulnerable groups (including those with disabilities) in design and implementation?

Finding 36: There is limited evidence to demonstrate that programme beneficiaries i.e. women and other vulnerable groups such as people with disabilities were fully consulted when coming up with the programme; let alone fully engaging them to inform programme implementation as active participants.

It has earlier been alluded to that the programme undertook a solid secondary review of literature to identify broader challenges women and other vulnerable groups face in the country. This is positive in a way, owing to the manner in which the programme was developed i.e. with short-time scales. However, the evaluation notes that at design phase, UN Women would have devised deliberate mechanisms to consult beneficiaries to inform interventions and attendant approaches. The evaluation finds that most beneficiaries, especially those that benefited from economic empowerment and EAW activities, felt they needed to be helped because they are ‘poor’ and ‘disadvantaged.’ This defeats the whole human rights underlying principles of equality inherent in being human. It is important that as much as possible programme interventions should engage beneficiaries as active recipient rather than passive recipients. From the way a programme is designed and approaches determined, mechanisms have to be developed to ensure beneficiaries have a voice. Of equally importance is to ensure feedback loops are in place for beneficiaries to inform improvement in activity implementation.²⁶

²⁶ FAO, 2003, Participatory Development: Guidelines on Beneficiary Participation in Agricultural and Rural Development. Refer to <https://www.fao.org/3/ad817e/ad817e00.htm#Contents>

Notwithstanding, the programme also made efforts to ensure inclusion of people with disabilities and most vulnerable and economically marginalized groups as beneficiaries. The evaluation notes that the partnership made with MACOHA in this regard is commendable, owing to its comparative advantage in working with people with disabilities. The other example is the partnership with MANASO, an organization which works with people affected by HIV/AIDS in various ways. This demonstrates commitment by UN Women to ensure that programming is in the spirit of key human rights treaties as well as the SDGs. The SDGs particularly highlights to ensure development interventions do not 'leave anyone behind' – rather it reaches even the most vulnerable of groups and individuals.

Question 22: To what extent did the programme contribute to challenging existing power dynamics to promote gender equality and human rights?

Finding 37: The programme contributed to addressing the root causes of gender inequality and changing the dynamics of power relations; albeit, challenging social norms require more sustained interventions for meaningful results.

The programme recognized the fact that addressing power relations will require tackling informal institutions that perpetuate inequality such as social and cultural norms. The programme made deliberate effort under the EAW component to challenge informal institutions. The component worked with MAGGA for example, an organization with requisite knowledge in social mobilization amongst young women and girls, to challenge social norms. Further, the programme worked with male champions (such as religious leaders, chiefs, opinion leaders) to promote positive masculinity and challenge prevailing social norms in the process. It is also said that power imbalances are perpetuated by women's low self-esteem as well low economic status among others. In addressing these, the programme mainstreamed interventions aimed at building the capacity of women to be assertive.

Conclusions recommendations and lessons learnt

This section presents the main conclusions of the evaluation. The conclusions are based on the major findings observed in this report. It has to be acknowledged that the findings largely reflect the evaluators' review, analysis and triangulation of all information collected through desk review and interviews done at national, district and community levels. Presentation of the conclusions is aligned to the major sections of the evaluation findings i.e. on programme relevance, effectiveness, efficiency, coherence, impact, sustainability as well as gender and human rights considerations.

Conclusions

Conclusion 1: The programme was aligned to the needs of beneficiaries across all the three thematic areas as well as key normative frameworks such as CEDAW, SDGs, MGDS III as well as the national gender policy. This is a demonstration of commitment by UN Women Malawi to ensure that the programme directly tackles challenges women face in the country. It is also a demonstration of commitment to ensure key gender commitments are implemented to uplift the lives of women in Malawi. While this is the case, more stakeholder and beneficiary consultations would have strengthened the programme interventions in meeting the needs of women and girls. (Related to findings 1-12 summarized below)

- a) The programme was strongly aligned to the needs of beneficiaries across all the three thematic areas. The evaluation notes that the gender and governance programme component directly responded to capacity gaps within the gender machinery. It also supported accountability mechanisms at both national and local levels. On the other hand, the women economic empowerment programme also responded to the needs of women when it comes to improving their livelihoods. Women beneficiaries indicated that the programme helped to build their skills and knowledge in their respective activities. Equally, the programme's interventions on eliminating violence against women and girls was aligned to beneficiary needs to live a life without violence.
- b) The evaluation concludes that the programme was also aligned with international and national policy commitments. These commitments include CEDAW, SDGs, MGDS III and the National Gender Policy among others. This alignment is a clear indication on the part of UN Women to support and complement government efforts to implement key policy commitments. The programme also worked with national level structures and local non-governmental organizations – thereby aligning to existing structures for sustainability.

Conclusion 2: Overall, all the three thematic areas achieved output and outcomes targets that were set despite the challenging context in which the programme was implemented. In 2019 and 2020, the environment in Malawi was characterized by post-elections disputes as well as the onset of the COVID-19 pandemic; and all these provided a difficult context to deliver programme interventions. Notwithstanding, achievements were recorded due to a number of reasons some of which include the choice of implementing partners, previous and other interventions made as largely the programme built on and complimented similar interventions implemented by UN Women, Government of Malawi and other local and international organizations. For programmes like the WEP, whose implementation period was rather short, it is important that they build on previous similar interventions or complement existing interventions in order to register meaningful results. (Related to findings 13 – 22 summarized below)

- a) Overall, the programme has registered results across all the three programme components. The gender and governance component aimed at enhancing the capacity of the national gender machinery to fulfill international and local policy commitments as well as strengthening use of data for improved policy and programming. This evaluation concludes that these ambitions have largely been met – owing to intensive engagements with government and stakeholders the programme made. This programme also registered the said milestones owing to a previous gender and governance programme implemented between 2014-2018; and other programmes implemented by government and stakeholders (over the years there has been a number of programmes promoting gender equality by way of enhancing the capacity of the national gender machinery to fulfill policy commitments). The programme also registered results in building the capacity of rights holders to demand quality services. However, more effort is needed strengthen accountability mechanisms with local level structures; as well as sustaining efforts in building capacity of rights holders.
- b) The women empowerment programme also registered meaningful achievements. Members of women groups or cooperatives indicated that the programme managed to support them with knowledge on how to manage their businesses and market their products. The programme also made strides in engaging government and financial institutions pushing for inclusive business financing products, especially with private sector banks. While this is the case, the evaluation concludes that women still find it difficult to access financing to boost their businesses as well as finding profitable and stable markets. This is where more work is needed. The programme also registered considerable milestones in vocational skills development for marginalized women through training in tailoring and clothing design. Women beneficiaries trained have set up small-scale tailoring shops whose earnings are supporting their household basic needs.
- c) Further, the programme also registered results regarding on the elimination of violence against women and girls component. The evaluation has noted a reduction in reported cases of violence against women and girls. While this is may not give a wholesome picture as many cases of violence go unreported, the milestones achieved, if sustained have the potential to be impactful. The work with male champions as well as school clubs is very innovative and could be sustained.

Conclusion 3: Overall, the programme was efficient owing to a well thought-through programme management structure as well as robust monitoring mechanism put in place. Each thematic component was led by specialists which coordinated directly with implementing partners to provide technical support; at the same time the specialist led in implementation of activities in liaison with government. Monitoring mechanism that were put in place enabled a close follow-up of activities and as such most interventions were implemented on time, with the exception of interventions that were shifted due to the COVID-19 pandemic. The evaluation also concludes that the programme used the resources well; with a good chunk of the budget allocated for activity implementation. (Related to findings 23 – 26 summarized below)

- a) The programme structure was well thought-through; leading to efficiency in the delivery of interventions; as well as management of resources. At UN Women country office, the programme was structured in a way that ensured close technical execution and supervision of activities through thematic specialists and associates as well as

focal points with relevant government ministries. This enabled activities to be implemented well despite the challenging environment (i.e. the programme met with post-electoral disputes and the COVID-19 pandemic in the second and third year of implementation.

- b) The evaluation also concludes that allocation of resources was done most strategically and with sustainability in mind. The evaluation finds that 79.6 percent of the total budget was allocated towards actual implementation of which 18.2 percent towards management and the remaining 2.3 percent on monitoring and evaluation.
- c) The programme was also strategic in the choice of implementing partners. The programme partnered with local organizations which the required experience in their respective areas of work, expertise and geographical reach and this proved vital in timely delivery of programme activities. The partners were able to implement activities with speed, given the short period for the programme; however, this affected the depth with which the interventions would have been delivered.

Conclusion 4: The WEP was UN Women Malawi’s flagship programme and other interventions complemented it well with clear synergies and interlinkages. The programme was in line with the UN Women global strategic plan and equally complemented other interventions implemented within the UNDAF for Malawi. These synergies ensured that there were no duplication of programmes or projects. (Related to findings 27 – 29 summarized below)

- a) The programme demonstrated both internal and external coherence; with clear synergies and interlinkages with UN Women programmes, other programmes implemented by other UN agencies; development partners and other local and international organizations. The programme’s three components were well thought through and complimentary. Further, the WEP programme was compatible with UN Women global strategic plan. The WEP inherited and directly contributed to achievement Outcomes 2, 3 and 4 of the Global Strategic Plan. The programme further contributed to achievement of SDGs.

Conclusion 5: Overall, the results of the programme are likely to contribute towards improving the socio-economic status of women. The programme did not only work with duty bearers but also rights holders. With duty bearers the programme ensured capacity is built to deliver and monitor gender equality commitments. This is very key in the longer term when it comes to ensuring women and girls enjoy their rights in full. The programme also supported women and girls directly with knowledge and skills to improve their livelihoods. (Related to findings 30 – 31 summarized below)

- a) Results achieved through the programme have the likely potential to contribute to the programme’s impact goal which is ensuring that women and girls enjoy their full rights and positively contribute to, and benefit from social, economic, and political developments. This conclusion is based on two reasons: first, the programme worked to enhance accountability mechanisms and this is crucial when it comes to implementation of policy commitments by duty bearers; secondly, the programme also directly supported rights holders through improving their knowledge and skills to engage duty bearers and also improve their livelihoods. Regarding the second point, the programme contributed significantly in enhancing women’s agency to cope with challenges they face in their lives. Agency is the ability to identify goals or make choices and then act upon them. Women exercise agency in many different ways:

as individuals and collectively within the family, and through their participation in markets, politics, and other formal and informal networks. Further programming.

Conclusion 6: The results of the programme are likely to continue owing to the broader approach undertaken when implementing activities. The programme worked through the Ministry of Gender, as a lead institution in the national gender machinery and the Ministry of Agriculture, among others, to ensure national ownership of the intervention. The programme also worked with six local non-governmental organizations to directly implement activities. This approach has the potential to sustain programme benefits overtime. (Related to findings 32 – 34 summarized below)

- a) Findings on the sustainability show that the benefits and results of the programme have the likelihood for continuation although the programme elapsed. The programme achieved meaningful results regarding strengthening gender equality accountability mechanisms and stakeholders have the view that enhanced institutionalization of the same. Additionally, the evaluation concludes that results achieved under both the women economic empowerment and elimination of violence against women and girls programme are likely to continue – if new programmes are further implemented, building on lessons learnt and best practices.

Conclusion 7: The programme took into account gender and human rights in both the design and implementation. It worked with duty bearers to build their capacity to meet obligations on gender and human rights. The programme also worked directly with rights holders, especially those that are economically marginalized and have varying disabilities. This was vital as progress towards gender equality require not only in laws and policies but also changes within the family, culture, politics and the economy.(Related to findings 35 -37 summarized below)

- a) The evaluation concludes that the programme attempted to take into account gender, human rights considerations in the design and implementation; from both a duty-bearer perspective and right's holder perspective. The programme's theory of change assumed that building the capacity of duty bearers will improve accountability mechanisms thereby facilitating a conducive policy and programme environment that promote gender equality. The programme also assumed that women and girls can fully enjoy their rights if they are supported to meet their needs. The evaluation concludes that this approach was strategic and impactful; only if gains recorded are sustained through further UN Women and other partner organizations programming.

Recommendations

The following recommendations are based on the findings and conclusions of the evaluation. All evaluation participants consulted were asked to suggest how UN Women and other relevant partners would better implement future programmes in view of issues noted. Stakeholder views were thus synthesized and aligned to the overall findings and conclusions of the report. They are presented showing who is responsible for implementation and level of priority.

Conclusion	Recommendation	Responsible	Priority
Programme relevance (finding 1-12)			
<p>The programme was aligned to the needs of beneficiaries across all the three thematic areas as well as key normative frameworks such as CEDAW, SDGs, MGDS III as well as the national gender policy. This is a demonstration of commitment by UN Women Malawi to ensure that programme directly tackles challenges women face in the country. It is also a demonstration of commitment to ensure key gender commitments are implemented to uplift the lives of women in Malawi. While this is the case, more stakeholder and beneficiary consultations would have strengthened the programme interventions in meeting the needs of women and girls.</p>	<p>Programming should continue aligning both national and international normative instruments as part of enhancing country efforts to fulfill commitments therein. However, when designing such similar programmes, there is need to include needs assessment exercises beyond secondary literature reviews to specifically isolate areas of intervention – to avoid spreading interventions thinly.</p>	UN Women	Priority: High Time: Immediate Level of difficulty: Low
Programme effectiveness (finding 13 – 22)			
<p>Overall, all the three thematic areas achieved output and outcomes targets that were set despite the challenging context in which the programme was implemented. In 2019 and 2020, the environment in Malawi was characterized by post-elections disputes as well as the onset of the COVID-19 pandemic; and all these provided a difficult context to deliver programme interventions. Notwithstanding, achievements were recorded due to a number of reasons some of which include the choice of implementing partners, previous and other interventions made as largely the programme built on and complimented similar interventions implemented by UN Women, Government of Malawi and other local and international organizations. For programmes like the WEP, whose implementation period was rather short, it is important that they build on previous similar interventions or complement existing interventions in order to register meaningful results.</p>	<p>Further programme interventions should build on the gains made under the current programme; especially targeting strengthening gender accountability mechanisms at both national and local levels. Following up on government commitments expressed in key normative frameworks should continue – and more public dissemination of how government is doing on such commitments is required. Further, there is need for sustained efforts on the support provided to help women assume leadership positions. For example, after elections, follow-up activities should follow to build on gains made. It becomes haphazard to only support women aspirants when elections are very close.</p>	UN Women, Ministry of Gender	Priority: High Time: Immediate Level of difficulty: Medium
	<p>Continue lobbying and advocating for inclusive financial capital services; beyond the financial inclusion policy, further</p>	UN Women, Ministry of Gender,	Priority: High Time: Immediate

	<p>programming should push for implementation. Develop more partnerships with the private sector when it comes to women economic empowerment interventions. Women expressed lack of profitable markets and such partnerships would help. There are several women groups or cooperatives, UN Women should design further programmes to build their capacity and facilitate both market and capital opportunities.</p>	<p>Ministry of Finance, UNDP. Other key partners</p>	<p>Level of difficulty: Medium</p>
	<p>Future programming should continue championing innovation in eliminating violence against women and girls. The programme's use of traditional leaders and structures and male champions are such innovations should need to continue, especially in the context of Malawi where traditional leaders are considered custodians of traditional social and cultural norms.</p>		<p>Priority: High Time: Immediate Level of difficulty: High</p>
Programme efficiency (finding 23 – 26)			
<p>Overall, the programme was efficient owing to a well thought-through programme management structure as well as robust monitoring mechanism put in place. Each thematic component was led by specialists which coordinated directly with implementing partners to provide technical support; at the same time the specialist led in implementation of activities in liaison with government. Monitoring mechanism that were put in place enabled a close follow-up of activities and as such most interventions were implemented on time, with the exception of interventions that were shifted due to the COVID-19 pandemic. The evaluation also concludes that the programme used the resources well; with a good chunk of the budget allocated for activity implementation.</p>	<p>Continue investing in capacity building for UN Women Staff, CSOs partners and Government stakeholders in gender project management, results-based management and monitoring and reporting.</p>	<p>UN Women</p>	<p>Priority: High Time: Immediate Level of difficulty: Low</p>
Programme coherence (finding 27 – 29)			
<p>The WEP was UN Women Malawi's flagship programme and other interventions complemented it well with clear synergies and interlinkages.</p>	<p>Continue ensuring programming is aligned to UN Women global strategic plan, UNDAF; as well as alignment with other UN agency</p>	<p>UN Women</p>	<p>Priority: High Time: Immediate</p>

<p>The programme was in line with the UN Women global strategic plan and equally complemented other interventions implemented within the UNDAF for Malawi. These synergies ensured that there were no duplication of programmes or projects.</p>	<p>programmes to ensure sustained gains and avoiding duplications.</p>		<p>Level of difficulty: Low</p>
<p>Programme impact (finding 30 – 31)</p>			
<p>Overall, the results of the programme are likely to contribute towards improving the socio-economic status of women. The programme did not only work with duty bearers but also rights holders. With duty bearers the programme ensured capacity is built to deliver and monitor gender equality commitments. This is very key in the longer term when it comes to ensuring women and girls enjoy their rights in full. The programme also supported women and girls directly with knowledge and skills to improve their livelihoods.</p>	<p>For the benefits of the programme to be sustained; future programmes should isolate best practices (taking into account UN Women Malawi comparative advantage) for continuation. Strengthening accountability mechanisms should continue. Pushing for inclusion market and financial opportunities for women groups should continue, and work through partners on the same. Programming on elimination of violence should also continue, building on innovations made such as engagement of traditional structures, male champions, and working with children and young people in schools.</p>	<p>UN Women, Ministry of Gender</p>	<p>Priority: High Time: Immediate Level of difficulty: Medium</p>
<p>Programme sustainability (finding 32 – 34)</p>			
<p>The results of the programme are likely to continue owing to the broader approach undertaken when implementing activities. The programme worked through the Ministry of Gender, as a lead institution in the national gender machinery and the Ministry of Agriculture, among others, to ensure national ownership of the intervention. The programme also worked with six local non-governmental organizations to directly implement activities. This approach has the potential to sustain programme benefits overtime.</p>	<p>Working with and through national structures should continue for sustainability of results. Lobbying for more resources to continue programmes such as the WEP should also continue. The programme has proved, given sustained efforts, to contribute the promotion of gender equality. Proper exist strategies should be put in place for such programmes. Well thought-through exit strategies should take into account how benefits realized could be continued. There is also need for putting aside resources for national as well as district level dissemination of results, lessons learnt as part of scaling up efforts on gender equality in the country. Programmes of this nature need to be longer than this was – beneficiaries and stakeholders in the districts felt the programme appeared abrupt.</p>	<p>UN Women, Ministry of Gender</p>	<p>Priority: High Time: Immediate Level of difficulty: Medium</p>
<p>Gender, human rights considerations (finding 35 -37)</p>			

<p>The programme took into account gender and human rights in both the design and implementation. It worked with duty bearers to build their capacity to meet obligations on gender and human rights. The programme also worked directly with rights holders, especially those that are economically marginalized and have varying disabilities. This was vital as progress towards gender equality require not only in laws and policies but also changes within the family, culture, politics and the economy.</p>	<p>Programming of this nature should establish and build-in robust mechanisms for beneficiary participation. There has to be room where beneficiaries provide input into programming through well-spaced feedback-loops in addition to the mid-term and end-term evaluations.</p>	<p>UN Women</p>	<p>Priority: High Time: Immediate Level of difficulty: Low</p>
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Source: Evaluation data

Key lessons learnt

This section presents lessons learned, good practices and innovations identified in the course of this evaluation. These were identified through discussions with UN Women, key implementing partners, beneficiaries as well as other stakeholders that participated in the evaluation. It is expected that such lessons would be helpful to UN Women when designing and implementing similar programmes in future.

- a) The selection of implementing partners under each of the thematic areas was more strategic and effective. The partners that were selected to support programme implementation have good experience and expertise in their respective areas of work. This contributed substantially to the achievement of the results given the short programme implementation period.
- b) Strong partner involvement at design phase of the programme would have provided a platform for improved engagement between UN Women and implementing partners; thereby increasing more ownership of the programme.
- c) In the spirit of decentralization and bringing 'development' closer to rights holders, working more with local/district councils would have made the programme comprehensive. Stakeholders at local council level (especially the Gender Office; Social Welfare Office) observed that they needed a lot of technical backstopping (through continuous mentorship and orientation) during the programme to ensure that the results are entrenched; and that they easily fulfill their mandate as immediate duty bearer institutions for women and girls.
- d) A clear programme exit strategy would have helped sustain the benefits and results of the programme. The strategy would have provided for immediate and future programme synergies with other organizations implementing gender equality initiatives. Most stakeholders felt the programme was largely 'one-off' and could not link it with any further interventions supporting the national gender machinery.
- e) The COVID-19 has shown the importance of digital literacy adapting and mainstreaming virtual forms of programme delivery during the emergency setting (e.g. EVAW IP shared google drive, EVAW IP WhatsApp Group) is key for sustained implementation of programs.

Annexes

Annex 1: Terms of Reference

TERMS OF REFERENCE FOR END OF PROGRAMME EVALUATION

Position:	End of Programme Evaluation for the Women Empowerment Programme
Contract type:	Individual Consultant – Special Service Agreement
Office / Section:	Lilongwe, Malawi Office
Location:	Home based
Timeline:	40 days
Reports to:	Head of Programmes

1.0 Introduction

In December 2017, UN Women Malawi office received a grant from the Royal Norwegian Embassy to implement a three-year Women Empowerment Programme (WEP). The Women Empowerment Programme aims at ensuring that Women and girls enjoy their full rights and positively contribute to, and benefit from, social economic and political development in Malawi by the year 2021.

The project is coming to an end and UN Women Malawi Office, with support from the UN Women Regional Office, intends to conduct an end of project evaluation for purposes of establishing achievement of intended outcomes, learning, accountability, and decision-making. The findings and lessons drawn from the evaluation will be used to inform the design of the next phase of the project and future programming. The implementation of the evaluation will be guided by the following key UN Women documents: Evaluation Policy; UNW GERAAS evaluation quality checklist UNW Evaluation Handbook; UN SWAP EPI3; United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System and UNEG Ethical Guidelines.

2.0 Description of the Programme

The Women Empowerment Programme consists of three thematic components namely, Gender and governance: Women and Youth empowerment through enterprise development and Elimination of Violence against women and girls.

2.1 Gender Governance

Thematic area 1 on Gender and Governance is aligned to the United Nations Development Assistance Framework pillar 1, namely, Peace, inclusion, and effective institutions, and to UN Women Flagship Programme Initiatives on supporting women to lead in decision making and on ensuring that national and local plans and budgets are gender responsive. The thematic area has four outcomes as follows.

- a) Outcome 1.1: Enhanced implementation of national, regional, and international normative and policy frameworks.
- b) Outcome 1.2: Women participate, lead, and engage in decision making processes in public institutions.
- c) Outcome 1.3: Formulation of National and local plans and budgets is gender responsive and is informed by gender statistics.
- d) Outcome 1.4: Gender statistics are accessible to all users to inform policy, advocacy, and programming.

2.2 Women and Youth empowerment through enterprise development.

Thematic area 2 on Women and Youth empowerment through enterprise development, aims at improving incomes of 300 micro and small entrepreneurs. The thematic area is aligned to the UN Women Flagship Programme 2 on Women's Economic Empowerment, and it has the following two outcomes:

- a) Outcome 2.1: Women's capacities to access financing to invest in Climate Smart Agriculture, and enterprise development are increased.
- b) Outcome 2.2: Rural women and youths have increased access to secure and productive resources, including markets and value-added activities.

2.3 Elimination of Violence against women and girls

Thematic area 3, on Elimination of Violence Against Women is aligned to SDG 5 of the 2030 Agenda for Sustainable Development and agenda 2063 and the UN Women Flagship Programme Initiative 3 on Prevention and Access to Essential Services to End Violence against Women. The thematic area has one outcome, namely.

- a) Outcome 3.1: Social norms, attitudes and behaviors are promoted at community and individual levels to prevent VAW and other harmful cultural practices.

The WEP also has a component on national level advocacy and implementation on this is led by the UN Malawi Country Office. A total of six districts namely Mangochi, Salima, Dedza, Karonga, Mzimba and Mulanje, were targeted for grassroot level interventions. Seven Civil Society Organizations in the name of Catholic Commission for Justice and Peace (CCJP), Malawi Council for the Handicapped (MACOHA), Malawi Girl Guide Association (MAGGA), MHUB, Malawi Network of Aids Service Organizations (MANASO) and Women Lawyers of Southern Africa (WLSA) are coordinating and facilitating implementation of interventions at district level. Key government partners are Ministry of Gender, Children, Disability and Social Welfare; Ministry of Agriculture, Irrigation and

Water Development; Ministry of Finance and Economic Development and the Ministry of Local Government and Rural Development.

3.0 Purpose of the Evaluation

The overall objective of the evaluation is to assess outcome results and lessons learned from the implementation of the programme. The evaluation will contribute to accountability, learning and decision-making and inform design of the new phase of the programme. This is a programme specific evaluation to be conducted at the end of the intervention's life cycle.

Main key users of the evaluation are UN Women, the Royal Norwegian Embassy, UN Agencies, UN Women Partners, and other donors.

In line with UN Women Evaluation Policy, the final evaluation report together with the UN Women management response will be disclosed publicly on the UNW 'Global Accountability and Tracking of Evaluation Use (GATE) System' at <http://gate.unwomen.org>

4.0 Objectives of the Evaluation

The main objective of the evaluation is to assess outcomes and draw lessons. The evaluation will provide answers to the following key evaluation questions: Was the project relevant to the needs of the target population? To what extent has UN Women contributed to achieving the expected changes? How can UN Women improve the efficiency of implementing the project in future? What was UN Women's added value to this area of work? How have human rights approach and gender equality principles integrated in implementation? What lessons have been learnt, good practices and innovations that can be used to support gender equality and human rights in future projects?

The project interventions will be assessed based on criteria of relevance, effectiveness, efficiency, impact, Coherence, and sustainability, as below:

Relevance

- b) To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?
- c) To what extent is the intervention aligned with relevant normative frameworks for gender equality and women's empowerment?
- d) To what extent is the interventions relevant to national strategies/plans?
- e) What are UN Women's comparative advantage in this area of work compared with other UN entities and key partners?

Effectiveness

- a. To what extent are the expected outputs and outcomes achieved and how did UN Women contribute towards these? To what extent can changes be attributed to the program?
- b. What unexpected results (positive and negative) have been achieved? For whom?
- c. What has been the ratio of costs to benefits?
- d. What has UN Women's contribution been to the progress of the achievement of outcomes? What was the influence of other factors?
- e. Has the intervention been cost-effective (compared to alternatives)?
- f. What are the main enabling and hindering factors to achieving planned outcomes?

Efficiency

- a. To what extent does the management structure of the intervention support efficiency for programme implementation?
- b. How well have resources and risks been managed to ensure results?

- c. To what extent is the relationship between inputs and outputs timely, cost-effective and to expected standards?
- d. Can the offices demonstrate that they comply with good financial management practice?
- e. What is UN Women's comparative advantage compared with other UN entities and key partners?

Impact

- a. To what extent did the programme achieve the intended outcomes in the short and medium term?
- b. To what extent is gender equality and women's empowerment advanced because of the intervention?
- c. What are the unintended effects, if any, of the intervention?

Sustainability

- a. To what extent is capacity developed to ensure sustainability of efforts and benefits?
- b. How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?
- c. Is there evidence that the initiative is likely to grow – scaling up and out – beyond the project life?

Coherence

- a) To what extent did other interventions (particularly policies) support or undermine the project intervention, and vice versa.
- b) What were synergies and interlinkages between the intervention and other interventions carried out by the UN Women/government, as well as the consistency of the intervention with the relevant international norms and standards to which UN Women/government adheres?
- c) How consistent were the project intervention with other actors' interventions in the same context?

Gender Equality and Human Rights

- a. To what extent has gender and human rights considerations been integrated into the programme design and implementation?
- b. To what extent have the projects been implemented according to human rights and development effectiveness principles: Participation/empowerment; Inclusion/non-discrimination; National accountability/transparency.
- c. To what extent have the projects changed the dynamics of power in relationships between different groups?

The evaluation will also apply Human Rights and Gender Equality as an additional criterion.

5.0 Scope of the Evaluation

The final evaluation of the Project is to be conducted externally by an individual consultant selected through a competitive process. It is planned to be conducted in the period of 6 months within the period 21st July 2021 to 31st December 2021. The evaluation will cover the project implementation period from December 2017 to December 2021. The evaluation will be conducted in Malawi, where the programme is being implemented and the target project districts to collect data as defined by the agreed evaluation work-plan. In the context of the COVID-19 pandemic, the respective country guidance on travel restrictions should be taken into consideration. The evaluation will examine all the relevant documents of the Programme, including results framework/logical framework of the project, its Monitoring and Evaluation Plan, annual work plan, semi-annual and annual reports to the donor, knowledge products produced in the frameworks of the project.

6.0 Evaluation Design

The approach will be formative (forward looking). Being a Gender-responsive evaluation, it should apply mixed-methods (quantitative and qualitative data collection methods and analytical approaches) to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. The key principles for gender-responsive evaluation at UN Women are: 1) National ownership and leadership; 2) UN system coordination and coherence regarding gender equality and the empowerment of women; 3) Innovation; 4) Fair power relations and empowerment; 5) Participation and inclusion; 6) Independence and impartiality; 7) Transparency; 8) Quality and credibility; 9) Intentionality and use of evaluation; and 10) Ethics.

The following key phases will be implemented.

- a. Preparation: Establishment of the reference group, and recruitment of the consultant
- b. Conduct: Inception report, stakeholder workshop, data collection and analysis
- c. Reporting: Presentation of preliminary findings, draft, and final reports
- d. Use and follow up: Management response, dissemination of the report, and follow up to the implementation of the management response.

Methodology

The approach will be gender-responsive and highly participatory to ensure all stakeholders are consulted as part of the evaluation process. The methods should include a wide range of data sources, participatory tools for consultation with stakeholders and a plan for inclusion of women and individuals and groups who are vulnerable and/or discriminated against in the consultation process. Due to possible travel restrictions, it is expected that the methods include creative options for virtual/online participation and data collection. The evaluation team will develop an evaluation matrix explaining the rationale and approach for data collection.

The evaluation team will be expected to do the following:

- a. Use a wide range of data sources (for example documents, institutional information systems, financial records, field information, conduct interviews and focus group discussions with beneficiaries, staff, NGOs, experts, government officials and community groups)

- b. Data collection methods and analysis: conduct interviews virtually, focus group discussions and if possible, surveys as data collection method and identify most significant change case study that will address gender equality and human rights issues; the evaluator will elaborate on the final rationale for selection and their limitations.
- c. Suggest a plan for inclusion of girls, women and individuals and groups who are vulnerable and/or discriminated against in the consultation process and a plan for translation, as necessary.
- d. Detail a plan on how protection of subjects and respect for confidentiality will be guaranteed.
- e. Specify a sampling frame (area and population represented, rationale for selection, mechanics of selection, limitations of the sample) and specify how it will address the diversity of stakeholders in the intervention.
- f. Specify measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights.
- g. The preliminary evaluation findings should be validated through a debriefing workshop with Evaluation Management and Evaluation Reference groups at the end of the primary data collection stage.

7.0 Time Frame

Task	Time Frame	Person Responsible
Final ToR (After consultations with reference group and management group)	Done	Evaluation Manager
Recruitment of evaluator(s)	Done	Evaluation Manager and Regional Evaluation Specialist
Inception phase	1 Week after signing of contract (3rd September 2021)	Consultant
Delivery of draft and revised evaluation inception report	10th September 2021.	Consultant
Conduct stage (data collection)	2-3 weeks after submission of inception report (13th September to 6th October 2021)	Consultant
Reporting stage (analysis and presentation of preliminary findings)	2-3 weeks after final data collection (16th October 2021)	Consultant
Submission of first Draft Evaluation Report	23rd October 2021	Consultant
Submission of Final Report	27th October 2021	Consultant
Use and follow-up	6 weeks after submission of the final report	Evaluation Manager and Regional Evaluation Specialist

Annex 2: List of evaluation participants

	DISTRICT LEVEL			
	NAME	Gender	ORGANISATION	POSITION
GBG	George Chiusiwa	M	CCJP	National Programmes Coordinator
	Bruno Banda	M	CCJP	Diocesan Secretary
	Nicholas Glaciano	M	CCJP	Project Officer
	Fred Simwaka	M	Ministry of Gender	Chief Gender and Development Officer
	Tumbikani Munthali	M	DHRMD	Chief Human Resource Management Officer
	Clara Lungu	F	WILSA	Programmes Coordinator
	Matthews Gamadzi	M	Ministry of Justice	Principal State Advocate
	Chikosa Banda	M	Parliament (Women Caucus)	Clerk to the Parliamentary Women Caucus
	Anderson Chikomola	M	Ministry of Agriculture	DAES
	Madalitso Chamba		Reserve Bank of Malawi	
	Mirabel Munthali	F	Ministry of Agriculture	District Agri-business Officer
	Precious Mwase	M	Ministry of Agriculture	AEDO
	Mavuto C. Choghe	M	Ministry of Gender	Child Protection Officer
	Jabess Nyirenda	M	CSO	Network Chairperson
	Matchona Ngwira	M	CSO	Executive Director
	Meris B. Ndozile	F	Lupembe ADC	Chairperson
	Ntchachi Gondwe	M	Lupembe ADC	Vice Chairperson
	Donafegi Mwachimba	M	Lupembe ADC	Member
	Charity Ngomba	F	Lupembe ADC	Member
	Francis Mwalwanda	M	Lupembe ADC	Member
	Mickness Winga	M	Lupembe ADC	Member
	Funny Njawa	F	Lupembe ADC	Member
	Cotheus Bombwe	M	Lupembe ADC	Member
	Cordius Simwaka	M	Lupembe ADC	Member
Davie Chilombo	M	Nkope & Mbwadzulu ADC	Member	
Trezah Kondwowe	F	Nkope & Mbwadzulu ADC	Member	

	Faniza Kaulembe	F	Nkope & Mbwadzulu ADC	Member
	Eliza Msuku	F	Nkope & Mbwadzulu ADC	Member
	Raphael Banda	M	Nkope & Mbwadzulu ADC	Member
	MacDonard Phocas	M	Nkope & Mbwadzulu ADC	Member
	Steve Mvula	M	Nkope & Mbwadzulu ADC	Member
	Ednah Frank	F	Nkope & Mbwadzulu ADC	Member
	Chrissy Chikakha	F	Salima Central Constituency	Contested as MP
	Hon. Francesca Masamba	F	Mangochi East Constituency	MP
	Hon. Victoria Kingston	F	Mangochi Central Constituency	MP
	Edna Yusufu	F	Mangochi District Council	Municipal Mayor
	Rashidah Kapichira	F	Mangochi District Council	Councillor
	Fatima Chilawe	F	Mangochi District Council	Councillor
	Ivy Sande	F	Mangochi District Council	Councillor
	Hawa Wassie Daud	F	Mangochi District Council	Councillor
WEE	Esther Sichale	F	Nkhongono ku Banthu	Secretary
	Tiwonge Nyirenda	F	Nkhongono ku Banthu	Treasurer
	Lilian Mwangonde	F	Nkhongono ku Banthu	Member
	Annia Mwasawi	F	Nkhongono ku Banthu	Member
	Jeolou Gondwe	F	Nkhongono ku Banthu	Member
	Maduwe Kalowekamo	F	Twambilile Abattoir	Vice Chairperson
	Lunia Ngomba	F	Twambilile Abattoir	Member
	Edwin Mbisa	M	Twambilile Abattoir	Member
	Ellen Chibaka	F	Twambilile Abattoir	Member
	Martha Mwanyongo	F	Twambilile Abattoir	Member
	Francis Mwalwanda	M	Twambilile Abattoir	Member
	Lincy Nyanyugwi	F	Twambilile Abattoir	Member
Justin Mkira	M	Lufilya Cooperative	President WUA	
Jonaphan Mwaluambo	M	Lufilya Cooperative	Chairperson	

Christobel Mkandawire	F	Lufilya Cooperative	Member
Alice Ngwira	F	Lufilya Cooperative	Member
Cleanness Nasimwayi	F	Lufilya Cooperative	Member
Agness Msukwa	F	Lufilya Cooperative	Member
Ice Mbughi	F	Lufilya Cooperative	Member
Jonathan Mwalambo	M	Lufilya Cooperative	Member
Jus Mlaghua	M	Lufilya Cooperative	Member
Charles Kaguni	M	Lufilya Cooperative	Member
Pejani Gondwe	M	Gumi Fisheries	Chairperson
Charity Mvula	F	Gumi Fisheries	Vice Chairperson
Lennox Nyirenda	M	Gumi Fisheries	Member
Christopher Walamba	M	Gumi Fisheries	Member (VH)
Heliet Mwenendeka	F	Gumi Fisheries	Member
Tamala Kamanga	F	Gumi Fisheries	Member
Winston O. Kaipa	M	Mwenelondo General Farmer's Cooperative	Chairperson
Sandress Kumwenda	M	Mwenelondo General Farmer's Cooperative	Member
Podge Wellusie	M	Mwenelondo General Farmer's Cooperative	Member
Eness Mwalilino	F	Mwenelondo General Farmer's Cooperative	Member
Rhodah Luhanga	F	Mwenelondo General Farmer's Cooperative	Member
Matilda Chisiza	F	Mwenelondo General Farmer's Cooperative	Member
Caroline Ndovie	F	Mwenelondo General Farmer's Cooperative	Member
Agness Phiri	F	Mwenelondo General Farmer's Cooperative	Member
Maybe Mwafilaso	F	Mwenelondo General Farmer's Cooperative	Member
Fanny Munthali	F	Mwenelondo General Farmer's Cooperative	Member
Duncan Monje	M	Mwenelondo General Farmer's Cooperative	Member
Clement Monje	M	Mwenelondo General Farmer's Cooperative	Member
Kumbukani Chirwa	M	Mwenelondo General Farmer's Cooperative	Member
Gerard Nkhonjera	M	Mwenelondo General Farmer's Cooperative	Member
Judith Mwakabanga	F	Mwenelondo General Farmer's Cooperative	Member
Joshua K. Ngosi	M	Mwenelondo General Farmer's Cooperative	Member

	Robert Manjala	M	MACOHA	Manager
	Alexina Katha	M	MACOHA	Financial Officer
	Fumpha Chipeta	F	MACOHA	Assistant Rehab officer
	Samson Dickson	M	MACOHA	Community Rehab Worker
	Charles Chipembere	M	MACOHA	District Rehabilitation Officer
	Rosemary Chilunga	F	MACOHA	Small-scale Tailor
	Joana Felikisi	F	MACOHA	Small-scale Tailor
	Diana Gwedeza	F	MACOHA	Small-scale Tailor
	Madalo Kamenya	F	MACOHA	Small-scale Tailor
	Flora Chimwala	F	MACOHA	Small-scale Tailor
	Rabecca Chunga	F	MACOHA	Small-scale Tailor
	Gladys Chimkanda	F	MACOHA	Small-scale Tailor
	Saidi Banda	M	MACOHA	Small-scale Tailor
	Iness Chibowa	F	MACOHA	Small-scale Tailor
	Hawah Bwanali	F	MACOHA	Small-scale Tailor
	Mercy Alufeyo	F	MACOHA	Small-scale Tailor
	Annie James	F	MACOHA	Small-scale Tailor
	Trisha Njobvuyalema	F	MACOHA	Small-scale Tailor
	Omex Boniface	M	MACOHA	Small-scale Tailor
	Eliza Pindani	F	MACOHA	Small-scale Tailor
	Ester Laiton	F	MACOHA	Small-scale Tailor
	Vester Robert	F	MACOHA	Small-scale Tailor
	Maria Zenus	F	MACOHA	Small-scale Tailor
	Sakina White	F	MACOHA	Small-scale Tailor
EVAW	Jean Bulirani	M	NICE	Assistant District Civic Education Officer
		F	Foundation for Women and Girls Empowerment	Executive Director
	Cristobel Munthali			
	John Mbughi	M	Ministry of Education	ACCO
	Jolly Chipofya	M	Lusako F.P School	Headmaster
	Moses Mtima	M	Lusako F.P School	Patrons
	Matrida Mbira	F	Lusako F.P School	Mother Group Member
	Melayi Kapyata	F	Lusako F.P School	Learner
	Patricia Bowa	F	Lusako F.P School	Learner
	Rose Mwangalaba	F	Lusako F.P School	Learner
	Memory Silumbu	F	Lusako F.P School	Learner
	Glory Kanuwa	F	Lusako F.P School	Learner
	Mary Jere	F	Lusako F.P School	Learner
	Emily Mwamsamali	F	Lusako F.P School	Learner
	Rhodah Mkandawire	F	Lusako F.P School	Learner
	Beatrice Chiwaka	F	Lusako F.P School	Learner
	Alfred Mwafuilwa	M	Lusako F.P School	Learner
	Bright Mwambira	M	Lusako F.P School	Learner
Vitumbiko Zonya	M	Lusako F.P School	Learner	

Gibson Simtowe	M	Lusako F.P School	Learner
Eliyas Chihana	M	Lusako F.P School	Learner
Joseph Chipofya	M	Lusako F.P School	Learner
Kondwani Kaluba	M	Lusako F.P School	Learner
Rashid Gondwe	M	Lusako F.P School	Learner
Julias Kalasho	M	Lusako F.P School	Learner
Steven Mwamsako	M	Lusako F.P School	Learner
Laston Sichali	M	Ministry of Education; Kiwe Educational Zone	ACCO
Christina Kaluwa	F	Kiwe F.P School	Headmaster
Samuel Ghambi	M	Kiwe F.P School	Patron
Constance Kumwenda	F	Kiwe F.P School	Mother group Chairlady
Fiskani Nyirenda	F	Kiwe F.P School	Mother group Member
Maria Mhango	F	Kiwe F.P School	Mother group Member
Hilda Kayira	F	Kiwe F.P School	Mother group Member
Steve Mwenefumbo	M	Kiwe F.P School	Learner
Asimenye Mwampaghatwa	M	Kiwe F.P School	Learner
Matias Chikoko	M	Ministry of Education; Kantchito F.P School	ACCO
Gerard Conerio	M	Kantchito F.P School	Patron
Princess Mkutu	F	Kantchito F.P School	Matron
Salome Malikita	F	Kantchito F.P School	Matron
Isaac Richard	M	Kantchito F.P School	Learner
Wesley Sosten	M	Kantchito F.P School	Learner
Junior Exaviel	M	Kantchito F.P School	Learner
Davie Magombo	M	Kantchito F.P School	Learner
Alfred Chikoja	M	Kantchito F.P School	Learner
Albert Andrea	M	Kantchito F.P School	Learner
Ameni Mzambwe	M	Kantchito F.P School	Learner
Emmanuel Chibwenzo	M	Kantchito F.P School	Learner
Loveness Gelevazio	F	Kantchito F.P School	Learner
Shyreen Maganga	F	Kantchito F.P School	Learner
Letisha Elias	F	Kantchito F.P School	Learner
Rebecca Wayisoni	F	Kantchito F.P School	Learner
Ruth Enock	F	Kantchito F.P School	Learner
Lucia Raymond	F	Kantchito F.P School	Learner
Eliza Richard	F	Kantchito F.P School	Learner
Flora Banda	F	Kantchito F.P School	Learner
Mafunga Jamu	M	District Council	Gender District Officer
Elias Donasio	M	Mthiramanja	Child Protection Worker
TA Chikumbu	F	District Council	Senior TA
Lyson Guluwe	M	Malire CBO	Village Headman
Ida Anyezi	F	Malire CBO	Group Village Head

	Thomas Chinthenga	M	Malire CBO	Chairperson
	Richard Chikopa	M	Malire CBO	Member
	Lucius Muzungu	M	Malire CBO	Member
	Henry Chimimba	M	Malire CBO	Member
	Louis Juma	M	Malire CBO	Member
	John B. Likagwa	M	Malire CBO	Member
	Albert Amini	M	Malire CBO	Member
	Edson Mukhong'o	M	Malire CBO	Member
	Jackson Massa	M	Malire CBO	Member
	Julita Lawrence	F	Malire CBO	Member
	Bertha London	F	Malire CBO	Member
	Beatrice Lipenga	F	Malire CBO	Member
	Mary Mpoka	F	Malire CBO	Member
	Alexander Gonani	M	Malire CBO	Member
	Edward Chikweya	M	Malire CBO	Member
	Lameys Maginimu	M	Malire CBO	Member
	Peter Chimasula	M	Madalo CBO	GVH
	Paul Magulula	M	Madalo CBO	Chairperson
	Dalitso Kwere	M	Madalo CBO	Member
	Maiden Kamwendo	M	Madalo CBO	Member
	Alex Mawindo	M	Madalo CBO	Member
	Aubrey Bamusi	M	Madalo CBO	Member
	Jimmy Mitengo	M	Madalo CBO	Member
	Eric Kapichi	M	Madalo CBO	Member
	George Kumbali	M	Madalo CBO	Member
	Patrick Gawanya	M	Madalo CBO	Member
	Grace Chikowe	F	Madalo CBO	Member
	Rose Jamali	F	Madalo CBO	Member
	Rex Byson	M	Madalo CBO	Member

Annex 3: List of documents and websites consulted

Documents consulted

- a) UN Women Malawi WEP documents
 - i. Main programme proposal document
 - ii. Mid-term evaluation report
 - iii. Monitoring reports (UN Women and Implementing partners)
 - iv. Final programme report
- b) Terms of reference for the evaluation
- c) UN Women, 2012, Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women
- d) UN Women, 2015, How to manage gender-responsive evaluation: evaluation handbook
- e) UN Women, 2015, Global Evaluation Report Assessment and Analysis System (GERAAS)
- f) UNEG, 2005, Norms for Evaluation in the UN System
- g) Government of Malawi policy support documents
 - i. Constitution of the Republic of Malawi.
 - ii. Gender Equality Act, 2013
 - iii. Malawi Growth and Development Strategy III, 2017-2022.
 - iv. National Gender Policy, 2015
- h) National Statistical Office (2017); Integrated Household Survey, 2016-2017. Zomba. Malawi.
- i) National Statistical Office (2018); Malawi Population and Housing Census. Zomba. Malawi.
- j) UN Women (2015); The Cost of the Gender Gap in Agricultural Productivity in Malawi, Tanzania and Uganda.
- k) UNDP, (2016); Community Based Resilience Analysis (CoBRA) assessment report for Machinga and Mangochi Districts in Malawi

Websites consulted

- a) <https://www.unwomen.org/en/digital-library/publications/2017/8/un-women-strategic-plan-2018-2021>
- b) <https://www.africanews.com/2019/06/20/malawi-protests-turn-violent-after-disputed-election/>
- c) <https://www.mw.undp.org/content/malawi/en/home/library/study-on-socio-economic-impact-of-covid-19-pandemic-in-malawi-.html>
- d) <https://malawi.un.org/en/122897-un-urges-sustained-fight-gender-equality-malawi>
- e) <https://www.unwomen.org/en/what-we-do/economic-empowerment/facts-and-figures>
- f) <https://www.fao.org/3/ad817e/ad817e00.htm#Contents>
- g) <https://malawi.un.org/index.php/en/139923-spotlight-initiative-report-malawi-2020>

Annex 4: WEP theory of change and result framework

Indicator A: Percentage of women in local government, national assembly and key leadership positions in public service

Indicator B: Number of rural women farmers and youth supported to gain access, use and control productive resources.

Indicator C: Percentage of people who think it is justifiable for a man to beat his wife (SP indicator)

THEMATIC GOAL 1: To strengthen coordination and reporting frameworks of the global, regional and national norms polices and standards on gender equality

Outcome 1.1: Enhanced implementation of national, regional and international normative and policy frameworks

Indicator: Number of national regional and international treaty recommendations on GFWE

Outcome 1.2: Women participate, lead and engage in decision making processes in public institutions.

Indicator: Percentage share of women in public service

Outcome 1.3: Formulation of National and local plans and budgets is gender responsive

Indicator: Number of sectors adopting GRB with support from UN Women

Outcome 1.4: Gender statistics are accessible to all users to inform policy, advocacy and programming.

Indicator: Percentage increase in the incomes of households participating in the programme

THEMATIC GOAL 3: To improve the family incomes of 300 micro and small entrepreneurs.

Outcome 2.1: Women's capacities to access financing to invest in Climate Smart Agriculture, and enterprise development is increased

Indicator: Number of selected culturally and economically viable enterprises/value chains promoted.

Indicator: Number of women and youth's entrepreneurs promoted

Outcome 2.2: Rural women and youths have increased access to secure and productive resources, including markets and value-added activities

Indicator: Percentage of women participating in value chains.

Indicator: Percentage of women with access to viable markets

THEMATIC GOAL 3: To ensure that all women and girls live a life free from violence

Outcome 3.1: Social norms, attitudes and practices hindering women and girl's rights are transformed at individual and community levels.

Indicator: Proportion of ever partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age (SDG indicator 5.2.1)

Output 1.1.1: Enhanced capacity of Gender machinery to monitor and report on progress in the implementation of national, regional and international Gender Equality normative and policy frameworks.

Output 2.1.1: Gender gaps are identified to contribute to reforms in the public and private financial institutions policy and regulatory frameworks to promote women and youth's access to credit

Output 3.1.1: Women, girls, men and boys at community and individual levels are mobilized in favor of respective relationships and gender equality.

- Number of men and boys

Annex 5: Evaluation matrix

Criteria	Main questions	Data sources	Data collection Methods	Indicators / Standards	Methods for Data Analysis
Relevance	<p>To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?</p> <p>To what extent is the intervention aligned with relevant normative frameworks for gender equality and women's empowerment?</p> <p>To what extent is the interventions relevant to national strategies/plans?</p>	<p>UN Women staff/Programme Management; Royal Norwegian Embassy Staff; Government stakeholders; District Council staff; Implementing partners; Local partner structures</p>	<p>Desk review of legal and policy and planning documents; project documents/ products (needs assessment, baseline study); Interviews with project management/stakeholders/partners/representatives of beneficiaries</p>	<p>Extent to which programme was relevant to needs and priorities of beneficiaries; extent to which programme was aligned to normative frameworks; extent to which programme was aligned to national policy priorities</p>	<p>Secondary data analysis (legal and policy planning documents); Qualitative methods (comparison of interview data to factual information)</p>

Impact	<p>To what extent did the programme contribute towards the intended programme longer term (impact goal)?</p> <p>To what extent did the programme contribute towards gender equality and women empowerment?</p> <p>To what extent did the programme contribute towards strengthening accountability mechanisms on gender equality and human rights?</p>	<p>UN Women staff/Programme Management; Royal Norwegian Embassy Staff; Government stakeholders; District Council staff; Implementing partners; Local partner structures</p>	<p>Desk Review; interviews with project management; interviews with project partners and stakeholders; interviews with beneficiary representatives</p>	<p>Contribution towards programme longer term goals; contribution towards gender equality and women empowerment; contribution towards gender equality and human rights accountability.</p>	<p>Qualitative (self-perceptions); secondary analysis</p>
Effectiveness	<p>To what extent has the programme achieved its planned outputs?</p> <p>To what extent has the programme contributed to the achievement of the intended outcomes?</p> <p>Which of the outputs achieved are likely to contribute to the ultimate programme results?</p> <p>Are there differences in the achievement of outputs and results across beneficiaries?</p>	<p>UN Women staff/Programme Management; Royal Norwegian Embassy Staff; Government stakeholders; District Council staff; Implementing partners; Local partner structures; programme beneficiaries (men, women, girls, boys)</p>	<p>Desk review of project progress & annual reports/project statistics; Results framework; Individual and group Interviews; Focus groups discussions; Other evidence (publications, video, success stories) Observation of events; case study documentation</p>	<p>Extent to which programme achieved planned outputs; extent to which programme contributed to outcomes; differential achievement on outputs and outcomes</p>	<p>Quantitative (analysis of indicators) ; Qualitative (perceptions of beneficiaries and stakeholders, identification of reoccurring themes</p>

Efficiency	<p>To what extent did the programme spend within given budget limits per given thematic areas?</p> <p>To what extent did programme implement interventions within planned timelines?</p> <p>What was percentage of the total programme cost was spent on activities/interventions versus what was spent on management?</p> <p>What percentage of the total programme cost was spent on monitoring and accountability to stakeholders and beneficiaries?</p>	<p>Project management staff; implementing partners (grant and non-grant recipients); project financial records; project and partners databases</p>	<p>Desk review of activity plans budget records, interim/ status/ annual reports, partners' reports; Interviews with project management/ partners/stakeholders; Interviews with beneficiaries</p>	<p>Actual compared to planned expenditure by thematic area; actual compared to planned timeline of delivery of outputs; programme management costs compared to programme intervention costs; programme expenditure on monitoring and accountability mechanisms.</p>	<p>Quantitative (cost-effectiveness and efficiency); qualitative (perceptions of interviewees)</p>
Coherence	<p>To what extent did other UN Women interventions support or undermine the programme and vice versa?</p> <p>To what extent was the programme consistent with interventions implemented by other actors? What were the synergies and interlinkages?</p>	<p>UN Women staff/Programme Management; Royal Norwegian Embassy Staff; Government stakeholders; District Council staff; Implementing</p>	<p>Desk Review; interviews with project management; interviews with project partners and stakeholders</p>	<p>Programme synergies with other interventions (a) by UN Women Malawi; (b) other actors</p>	<p>Qualitative (self-perceptions); secondary analysis</p>

		partners; Local partner structures			
Sustainability	To what extent is capacity developed to ensure sustainability of efforts and benefits? How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)? Is there evidence that the initiative is likely to grow – scaling up and out – beyond the project life?	UN Women staff/Programme Management; Royal Norwegian Embassy Staff; Government stakeholders; District Council staff; Implementing partners; Local partner structures; programme beneficiaries (men, women, girls, boys)	Desk review of project progress & annual reports/project statistics; Results framework; Individual and group Interviews; Focus groups discussions; Other evidence (publications, video, success stories) Observation of events; case study documentation	Strengthened capacity to ensure continuation of efforts and benefits; accountability systems; scaling up potential	Qualitative - self analysis (perceptions of beneficiaries and stakeholders, identification of reoccurring themes)
Gender equality and human rights	To what extent did the programme integrate gender equality and human rights in the design and implementation? To what extent did the programme include the most vulnerable groups (including those with disabilities) in design and implementation? To what extent did the programme contribute to	UN Women staff/Programme Management; Royal Norwegian Embassy Staff; Government stakeholders; District	Desk review of project progress & annual reports/project statistics; Results framework; Individual and group Interviews; Focus groups discussions; Other evidence (publications, video, success stories) Observation of events;	Extent to which gender equality and human rights were integrated in design and implementation; Extent to which the programme included most vulnerable groups (including those with disabilities) to inform design and implementation; Extent which the programme contributed to challenging existing power dynamics to promote gender equality and human rights;	Qualitative - self analysis (perceptions of beneficiaries and stakeholders, identification of reoccurring themes)

	<p>challenging existing power dynamics to promote gender equality and human rights?</p>	<p>Council staff; Implementing partners; Local partner structures; programme beneficiaries (men, women, girls, boys)</p>	<p>case study documentation</p>		
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Annex 8: Selected case stories

Women hail UN Women's WEP intervention

As women especially in the rural community continue to search for financial freedom, some women in Dedza have applauded the UN Women funded Women Empowerment Programme (WEP) to have provided the solution.

One of the women, Rosemary Chilunga of Kuthindi Village Traditional Authority Kamenyagwaza explained that project has significantly helped her overcoming some of her challenges in meeting her basic needs.

She said since she graduated from the tailoring training by the implementing partner Malawi Council for the Handicapped (MACOHA), her livelihood has completely transformed.



“After the training, we were offered the sewing machines to help us generate income to adequately support ourselves. I am happy to say that this is being achieved because I am now able to meet my family’s daily needs like food and some groceries,” explained Chilunga who is in her early 40s.

The woman who is living with a disability disclosed that she has several clients such that she dreams of establishing a tailoring shop in the village once she has enough resources. However, she said since they are in pairs; sometimes it becomes difficult to meet clients’ demands as it happens that the machine is in the hands of a colleague.

Another woman Joana Felikisi of Kaphonde Village T/A Kamenyagwaza said following the strides they have made, many women who were initially earmarked for the project but ignored are now pestering them to learn from them.

She said the project had been a success to her as the proceeds from tailoring have helped her in the farming venture.

“During the previous season I did not have problems in caring for my crops. I used part of the money from tailoring to hire overtime workers. This eventually boosted my yield,” she said.

Felikisi therefore appealed to the UN Women to consider re-launching the initiative as more desperate women are in need.



In T/A Kamenyagwaza, Dedza, women were put in groups to undergo a hands-on tailoring training and after the training the implementing partner MACOHA gave out the machines to the women to be operating them in pairs.

Mother groups curbing violence against learners

While many learners in several primary schools suffer violence in silence, learners at Kantchito and Kiwe Primary Schools in Dedza and Karonga respectively have a different story to tell.

Kantchito school learners say the establishment of the Mother group at their school by a UN Women funded project has enabled many learners to open up on the violence which they experience both at school and home.

At the school, the organization was implementing a Women Empowerment Programme (WEP) through the Malawi Girl Guide Association (MAGGA). Through MAGGA's intervention, learners are taught all forms of violence that they may experience from elders as well as peers.



One learner Isaac Richard who is in Standard 7 said: "Around here cases of sexual harassment were very common and most of the times girls would just take it as a normal thing. But through MAGGA, we learned that this is a form of violence and the perpetrators need to be reported."

He said the engagements with members of the mother group have been vital because they have helped in sending a strong message to perpetrators.

Constance Kumwenda of Kiwe primary school Mother Group in Karonga explained that people especially men are now afraid to lure primary school girls to bed. She said this is because of their massive sensitization drive in their area.

"We wanted to do more initiatives but the challenging factor has been resources. We really want to create a conducive environment for our learners especially girls," she said.

She added that they have managed to rescue young girls from early marriages and sent them back to school.

"We have convinced other learners not to mock such kind of learners and we are happy that we have not received any complaint from the back-to-school learners," she said.

Mangochi female Councilors owe it all to UN Women

Female councilors in Mangochi have attributed their success in the 2019 tripartite elections to UN Women's Gender and Governance project.

The councilors said the project which was under the Women Empowerment Programme (WEP) and implemented from 2017 to 2021 offered them a platform to boost their confidence and how to become good leaders.

One of the Councilors Ivy Sande of Malombe-Maiwa ward said the project helped them in building their communication skills and that's why most of them were able to lure voters.

"As you are aware that during campaign period, most candidates especially men tend to castigate and embarrass women contenders, the project trained us to practice issue-based campaign and never waste time in responding to the outbursts of male candidates," she said.

Sande who is the youngest female councilor in the district said this strategy worked wonders for her and it is through this plot that she managed to have more voters. She is in her late 20s.

"After addressing rallies, I could get more positive feedback from people on my approach. I am told this left many people amused and were convinced that I was the right candidate," said Kapichira.

Another councilor Rasheeda Jawadu Saidi said despite not having equal resources as men, the orientation done by the project implementing partner Catholic Commission for Justice and Peace (CCJP) proved to be all they needed.

"Honestly some of us never thought that we would win until the leadership orientation by CCJP which really opened our eyes," she said.

However, she said they wished the project continued supporting them even after the elections because as councilors they don't get enough support from government to pursue various developmental projects. She said the project's post-election assistance could help them retain their seats.



Annex 9: Selected data collection tools

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON MINISTERIAL/CENTRAL LEVEL STAFF)

1. Introduction and project brief

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

UN women has been implementing the Women Empowerment Programme since 2017 with support from the Royal Norwegian Embassy. The Women Empowerment Programme aims at ensuring that women and girls enjoy their full rights and positively contribute to and benefit from social, economic and political development in Malawi. The programme consists of three components Gender and Governance; Women and Youth Empowerment through enterprise development and Elimination of Violence against Women and Girls. UN Women worked with the Ministry of Gender, Ministry of Agriculture, CCJP, MACOHA, Mhub, MAGGA, MANASO to deliver on the programme results

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes.

Do you wish to proceed? (Please circle if consent is granted) **YES OR NO**

2. Interview details

Names of Data Collectors

Date

Place (Office, TA/GVH, School etc)

Number of Participant(s) Male: Female:

Name and contact of participant

Start Time

End Time

Important points:

- For the women empowerment component, ministerial/central staff have to respond on how they have benefited from the programme; mechanisms put in place to develop and promote inclusive policies to drive women economic empowerment.

- For the EAW component, ministerial staff have to respond on how they have benefited from the programme; mechanisms put in place to develop and promote inclusive policies on eliminating violence against women and girls.
- For the gender and governance component, ministerial/central staff have to respond on how they have benefited from the programme; mechanisms put in place to promote gender responsive planning and budgeting.

3. Discussion questions

Relevance (*Indicators: evidence of relevance to the needs of beneficiaries and stakeholders; evidence of monitoring needs of beneficiaries and stakeholders; mechanisms established by the programme to ensure that the needs of beneficiaries and stakeholders are regularly assessed and taken into account*)

1. What are the main challenges that the country faces; in particular when it comes to women and girls empowerment and gender equality?
2. What are the existing contextual challenges contributing to these challenges?
3. Did the WEP programme support in the achievement of your plans as a ministry on empowering women and girls? Probe more what these plans are.

Effectiveness (*Indicators: achievement of intended or unintended, positive or negative results at different levels of the results chain; and contributing factors; differential results across groups and understanding the factors that influence outcomes (inclusiveness and equity of results amongst beneficiary groups – who benefited the most and why).*)

4. How has the WEP programme built your capacity as a Ministry/organization to address women empowerment and gender equality challenges (probe on support received)? How has this enabled you to work better (how the support has helped your ministry)?
5. What mechanisms have you put in place as a ministry/organization to promote women empowerment and gender equality as a result of the support you have received from the programme? Do you attribute these to UN Women programme alone or there are other factors?
6. Are these mechanism working, if yes or no, please explain?
7. How are you fairing as a ministry/organization when it comes to women in decision making positions? (Record statistics if available).

Efficiency (*Indicators:*

8. Do you think the resources for the programme were rightly invested/spent in view of your needs as a ministry/organization to promote women empowerment and gender equality? Probe for reasons.

Coherence (*Indicators:*

9. Were there other similar programmes being implemented by your ministry/organization? What were these programmes?

10. Were efforts put in place to avoid duplication of interventions? Probe for more.

Sustainability (*Indicators: components of the enabling environment (strengthening of systems, institutions or capacities to support future development); the continuation of positive effects (actual sustainability i.e. the continuation of net benefits created by the intervention that are already evident; and prospective sustainability i.e. the net benefits for key stakeholders that are likely to continue into the future)*)

11. Do you think the results of the programme will continue beyond the programme?

12. Why do you think so? (**probe for enabling/disabling factors**)

Gender Equality and Human Rights (*Steps taken to include all stakeholders and participants to inform design and implementation; Steps taken to challenge existing power dynamics to promote gender equality and human rights*)

13. Explain how you were involved in ensuring the programme integrated human rights and gender equality?

14. Do you think the programme contributed to challenging existing power dynamics to promote gender equality? Or did the programme contribute to debates challenging imbalanced power relations between men, women or boys, girls?

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON IMPLEMENTING PARTNER)

1. Introduction and project brief

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

UN women has been implementing the Women Empowerment Programme since 2017 with support from the Royal Norwegian Embassy. The Women Empowerment Programme aims at ensuring that women and girls enjoy their full rights and positively contribute to and benefit from social, economic and political development in Malawi. The programme consists of three components Gender and Governance; Women and Youth Empowerment through enterprise development and Elimination of Violence against Women and Girls. UN Women worked with the Ministry of Gender, Ministry of Agriculture, CCJP, MACOHA, Mhub, MAGGA, MANASO to deliver on the programme results

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes.

Do you wish to proceed? (Please circle if consent is granted) **YES OR NO**

2. Interview details

Names of Data Collectors

Date

Place (Office, TA/GVH, School etc)

Number of Participant(s)

Male:

Female:

Name and contact of participant

Start Time

End Time

Important points:

- For the women empowerment component, ministerial/central staff have to respond on how they have benefited from the programme; mechanisms put in place to develop and promote inclusive policies to drive women economic empowerment.

- For the EVAW component, ministerial staff have to respond on how they have benefited from the programme; mechanisms put in place to develop and promote inclusive policies on eliminating violence against women and girls.
- For the gender and governance component, ministerial/central staff have to respond on how they have benefited from the programme; mechanisms put in place to promote gender responsive planning and budgeting.

3. Discussion questions

Relevance (*Indicators: evidence of relevance to the needs of beneficiaries and stakeholders; evidence of monitoring needs of beneficiaries and stakeholders; mechanisms established by the programme to ensure that the needs of beneficiaries and stakeholders are regularly assessed and taken into account*)

1. What are the main challenges that the country faces; in particular when it comes to women and girls empowerment and gender equality?
2. What are the existing contextual challenges contributing to these challenges?
3. Did the WEP programme support in the achievement of your plans as an organization on empowering women and girls? Probe more what these plans are.

Effectiveness (*Indicators: achievement of intended or unintended, positive or negative results at different levels of the results chain; and contributing factors; differential results across groups and understanding the factors that influence outcomes (inclusiveness and equity of results amongst beneficiary groups – who benefited the most and why).*)

4. What are the main results/achievements you have achieved as a cooperative which you have achieved as a result of the support from the programme?
5. Which factors, in your opinion, affected the extent of achievement of results?
6. On the main results you have achieved, do you attribute them to all to the programme; or there were are factors or support you received?
7. Which groups of women have benefited more from the programme? Which factors, in your opinion, has led to this?
8. Did the programme promote any kind of innovative practices in order to achieve results?

Efficiency (*Indicators: Actual compared to planned expenditure by thematic area; actual compared to planned timeline of delivery of outputs; programme management costs compared to programme intervention costs; programme expenditure on monitoring and accountability mechanisms).*)

9. Do you think the resources for the programme were rightly invested/spent in view of your needs as an organization to promote women empowerment and gender equality? Probe for reasons.

Organization	Amount of funding applied for	Amount of funding approved	Total amount of funding received	Disbursement record	Date of project commencement	Date and amount of first tranche received	Date and amount of second tranche received	Date and amount of third tranche received	

Coherence (Indicators: Programme synergies with other interventions (a) by UN Women Malawi; (b) other actors).

10. Were there other similar programmes being implemented by your organization? What were these programmes?
11. Were efforts put in place to avoid duplication of interventions? Probe for more.

Sustainability (Indicators: components of the enabling environment (strengthening of systems, institutions or capacities to support future development); the continuation of positive effects (actual sustainability i.e. the continuation of net benefits created by the intervention that are already evident; and prospective sustainability i.e. the net benefits for key stakeholders that are likely to continue into the future)

12. Do you think the results of the programme will continue beyond the programme?
13. Why do you think so? (**probe for enabling/disabling factors**)

Gender Equality and Human Rights (Steps taken to include all stakeholders and participants to inform design and implementation; Steps taken to challenge existing power dynamics to promote gender equality and human rights)

14. Explain how you were involved in ensuring the programme integrated human rights and gender equality?
15. Do you think the programme contributed to challenging existing power dynamics to promote gender equality? Or did the programme contribute to debates challenging imbalanced power relations between men, women or boys, girls?

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON DISTRICT SOCIAL WELFARE OFFICER; DISTRICT GENDER OFFICER)

1. Introduction and project brief

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

UN women has been implementing the Women Empowerment Programme since 2017 with support from the Royal Norwegian Embassy. The Women Empowerment Programme aims at ensuring that women and girls enjoy their full rights and positively contribute to and benefit from social, economic and political development in Malawi. The programme consists of three components Gender and Governance; Women and Youth Empowerment through enterprise development and Elimination of Violence against Women and Girls. UN Women worked with the Ministry of Gender, Ministry of Agriculture, CCJP, MACOHA, Mhub, MAGGA, MANASO, and WILSA, to deliver on the programme results

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes.

Do you wish to proceed? (Please circle if consent is granted) **YES OR NO**

2. Interview details

Names of Data Collectors

Date

Place (Office, TA/GVH, School etc)

Number of Participant(s)

Male:

Female:

Name and contact of participant

Start Time

End Time

3. Discussion questions

Relevance (*Indicators: evidence of relevance to the needs of beneficiaries and stakeholders; evidence of monitoring needs of beneficiaries and stakeholders; mechanisms established by the programme to ensure that the needs of beneficiaries and stakeholders are regularly assessed and taken into account*)

1. What are the main challenges that this district faces; in particular when it comes to women and girls empowerment and gender equality?
2. What are the existing contextual challenges contributing to these challenges?
3. Did the programme support in the achievement of your plans as a district or office on empowering women and girls? Probe more what are these plans.

Effectiveness (*Indicators: achievement of intended or unintended, positive or negative results at different levels of the results chain; and contributing factors; differential results across groups and understanding the factors that influence outcomes (inclusiveness and equity of results amongst beneficiary groups – who benefited the most and why).*)

4. How has the WEP programme built your (or that of the district) capacity to address women empowerment and gender equality (support received)? How have these enabled you to work better (how the support has helped you or your office)?
5. What mechanisms have you put in place as a district to promote women empowerment and gender equality as a result of the support you have received from the programme? Do you attribute these to UN Women programme alone or there are other factors?
6. Are these mechanism working, if yes or no, please explain?

Efficiency (*Indicators:*

7. Do you think the resources for the programme were rightly invested/spent in view of your needs as a district/office to promote women empowerment and gender equality? Probe for reasons.

Coherence (*Indicators:*

8. Were there other similar programmes being implemented in the districts? What were these programmes?
9. Were efforts put in place to avoid duplication of interventions? Probe for more.

Sustainability (*Indicators: components of the enabling environment (strengthening of systems, institutions or capacities to support future development); the continuation of positive effects (actual sustainability i.e. the continuation of net benefits created by the intervention that are already evident; and prospective sustainability i.e. the net benefits for key stakeholders that are likely to continue into the future)*)

10. Do you think the results of the programme will continue beyond the programme?
11. Why do you think so? (**probe for enabling/disabling factors**)

Gender Equality and Human Rights (*Steps taken to include all stakeholders and participants to inform design and implementation; Steps taken to challenge existing power dynamics to promote gender equality and human rights)*

12. Explain how you were involved in ensuring the programme integrated human rights and gender equality?

13. Do you think the programme contributed to challenging existing power dynamics to promote gender equality? Or did the programme contribute to debates challenging imbalanced power relations between men, women or boys, girls?

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON CBO, MOTHER GROUP MEMBERS)

4. Introduction and project brief

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

UN women has been implementing the Women Empowerment Programme since 2017 with support from the Royal Norwegian Embassy. The Women Empowerment Programme aims at ensuring that women and girls enjoy their full rights and positively contribute to and benefit from social, economic and political development in Malawi. The programme consists of three components Gender and Governance; Women and Youth Empowerment through enterprise development and Elimination of Violence against Women and Girls. UN Women worked with the Ministry of Gender, Ministry of Agriculture, CCJP, MACOHA, Mhub, MAGGA, MANASO, and WILSA, to deliver on the programme results

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes. Do you wish to proceed? (Please circle) **YES OR NO**

1. Interview details

Names of Data Collectors

Date

Place (Office, TA/GVH, School etc)

Number of Participant(s)

Male:

Female:

Name and contact of participant

Start Time

End Time

2. Discussion questions

Relevance (*Indicators: evidence of relevance to the needs of beneficiaries and stakeholders; evidence of monitoring needs of beneficiaries and stakeholders; mechanisms established by the programme to ensure that the needs of beneficiaries and stakeholders are regularly assessed and taken into account*)

1. What are the main social norms, harmful cultural practices contribute to violence against women and girls in the district?
2. What are the existing contextual challenges on ending violence against women and girls?
3. Did the programme support in the achievement of your plans as a group on violence against women and girls? Probe more what are these plans.
4. What are the trends in terms of cases of violence against women in your area/place/school/organization? Are the cases rising, if yes, why and what could be the reasons for the rise; if no, why? Let the office share statistics on the same for the past three years

Effectiveness *(Indicators: achievement of intended or unintended, positive or negative results at different levels of the results chain; and contributing factors; differential results across groups and understanding the factors that influence outcomes (inclusiveness and equity of results amongst beneficiary groups – who benefited the most and why).*

5. How has the WEP programme built your (or that group) capacity to address violence against women and girls in the district (support received)? How have these enabled you to work better (how the support has helped your group)?
6. What mechanisms have you put in place as a group to address violence against women and girls?
7. Which social norms, harmful cultural practices perpetuating violence against women and girls have you successfully influenced/change on? Which of these norms or attitudes have been transformed? Had this led to reduction of violence against women and girls in your area?
8. What mechanisms have you put in place in your area/place/school/organization to help girls and women that experienced violence (victims)?

Efficiency *(Indicators: extent to which allocation of resources to targeted groups took into account their needs, including prioritization for the most marginalized)*

9. Do you think the resources for the programme were rightly invested/spent in view of your needs as a group to address violence against women and girls? Probe for reasons.

Coherence *(Indicators: coherence with interventions implemented by other stakeholders)*

10. Were there other similar programmes being implemented in your area/place/school/organization? What were these programmes?
11. Were efforts put in place to avoid duplication of interventions? Probe for more.

Sustainability *(Indicators: components of the enabling environment (strengthening of systems, institutions or capacities to support future development); the continuation of positive effects (actual sustainability i.e. the continuation of net benefits created by the intervention that are already evident; and prospective sustainability i.e. the net benefits for key stakeholders that are likely to continue into the future)*

12. Do you think the results of the programme will continue beyond the programme?
13. Why do you think so? (**probe for enabling/disabling factors**)

Gender Equality and Human Rights (*Steps taken to include all stakeholders and participants to inform design and implementation; Steps taken to challenge existing power dynamics to promote gender equality and human rights*)

14. Explain how you were involved in ensuring the programme integrated human rights and gender equality?
15. Do you think the programme contributed to challenging existing power dynamics to promote gender equality? Or did the programme contribute to debates challenging imbalanced power relations between men, women or boys, girls?

The end

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON SCHOOL CHILDREN - GIRLS)

1. Introduction and project brief

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

UN women has been implementing the Women Empowerment Programme since 2017 with support from the Royal Norwegian Embassy. The Women Empowerment Programme aims at ensuring that women and girls enjoy their full rights and positively contribute to and benefit from social, economic and political development in Malawi. The programme consists of three components Gender and Governance; Women and Youth Empowerment through enterprise development and Elimination of Violence against Women and Girls. UN Women worked with the Ministry of Gender, Ministry of Agriculture, CCJP, MACOHA, Mhub, MAGGA, MANASO, and WILSA, to deliver on the programme results

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes. Do you wish to proceed? (Please circle) **YES**
OR NO

2. Interview details

Names of Data Collectors

Date

Place (Office, TA/GVH, School etc)

Number of Participant(s)

Male:

Female:

Name and contact of participant

Start Time

End Time

3. Discussion questions

Relevance (*Indicators: Evidence of relevance to the needs of beneficiaries and stakeholders; Evidence of monitoring of relevance to the needs of beneficiaries (inc. use of disaggregated data) and stakeholders; mechanisms established by the programme to ensure that the needs of beneficiaries and stakeholders are regularly assessed and taken into account*)

1. What are the main social norms, harmful cultural practices contribute to violence against girls in your school or area?

Effectiveness: (Indicators: achievement of intended or unintended, positive or negative results at different levels of the results chain; and contributing factors; differential results across groups and understanding the factors that influence outcomes (inclusiveness and equity of results amongst beneficiary groups – who benefited the most and why).

2. As girls do you feel safe from violence in this school? Why do you think so?
3. What measures have been put in place for you to feel safe in this school – especially as girls?
4. In case you are abused, or have experience violence, do you know where to report?
5. Has anyone of you reported experiences of violence? If no, why? If Yes, were you helped after reporting?

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON COOPERATIVES MEMBERS – FGD)

5. Introduction and project brief

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

UN women has been implementing the Women Empowerment Programme since 2017 with support from the Royal Norwegian Embassy. The Women Empowerment Programme aims at ensuring that women and girls enjoy their full rights and positively contribute to and benefit from social, economic and political development in Malawi. The programme consists of three components Gender and Governance; Women and Youth Empowerment through enterprise development and Elimination of Violence against Women and Girls. UN Women worked with the Ministry of Gender, Ministry of Agriculture, CCJP, MACOHA, Mhub, MAGGA, MANASO, and WILSA, to deliver on the programme results

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes.

Do you wish to proceed? (Please circle if consent is granted) **YES OR NO**

6. Interview details

Names of Data Collectors

Date

Place (Office, TA/GVH, School etc)

Number of Participant(s)

Male:

Female:

Name and contact of participant

Start Time

End Time

1. Discussion questions

Relevance (*Indicators: evidence of relevance to the needs of beneficiaries and stakeholders; evidence of monitoring needs of beneficiaries and stakeholders; mechanisms established by the programme to ensure that the needs of beneficiaries and stakeholders are regularly assessed and taken into account*)

1. What are your main needs as women in this area?
2. What are the existing contextual challenges affecting you to fulfill your needs in this area?
3. Explain how you feel the support from the programme helped you or the cooperative in fulfilling some of your needs in this area? (Probe more to get details).
4. As a cooperative, what are your main plans? Did the support you received from the help fulfill some of your plans?

Effectiveness (*Indicators: achievement of intended or unintended, positive or negative results at different levels of the results chain; and contributing factors; differential results across groups and understanding the factors that influence outcomes (inclusiveness and equity of results amongst beneficiary groups – who benefited the most and why).*)

5. What are the main results/achievements you have achieved as a cooperative which you have achieved as a result of the support from the programme?
6. Which factors, in your opinion, affected the extent of achievement of results?
7. How are the main results you have achieved attributed to the programme?
8. In addition to what you have explained, were there any factors or support you received from elsewhere?
9. Which groups of women have benefited more from the programme? Which factors, in your opinion, has led to this?
10. How did the programme promote any kind of innovative practices in order to achieve results?

Efficiency (*Indicators: extent to which allocation of resources to targeted groups took into account their needs, including prioritization for the most marginalized)*

11. Do you think the resources for the programme were rightly invested/spent in view of your plans as a cooperative? Probe for reasons.
12. How would you evaluate the management and coordination of the support you received?

Coherence (*Indicators: coherence with interventions implemented by other stakeholders)*

13. Were there other similar programmes being implemented in your cooperative by other organizations? What were these programmes? How were they working with these programs?
14. Were efforts put in place to avoid duplication of interventions? Probe for more.

Sustainability (*Indicators: components of the enabling environment (strengthening of systems, institutions or capacities to support future development); the continuation of positive effects (actual sustainability i.e. the continuation of net benefits created by the*

intervention that are already evident; and prospective sustainability i.e. the net benefits for key stakeholders that are likely to continue into the future)

15. Do you think the results of the programme will continue beyond the interventions?
16. Why do you think so? (**probe for enabling/disabling factors**)

Gender Equality and Human Rights *(Steps taken to include all stakeholders and participants to inform design and implementation; Steps taken to challenge existing power dynamics to promote gender equality and human rights)*

17. Explain how you were involved in ensuring the programme integrated human rights and gender equality? (Probe the follow up questions)
18. How did the programme contribute to the existing power dynamics to promote gender equality? Or did the programme contribute to debates challenging imbalanced power relations between men, women or boys, girls?

End of Programme Evaluation for the Women Empowerment Programme

End of Project Evaluation

(FOR USE ON BENEFICIARY CASE STORIES/STUDIES)

7. Introduction

Introduce yourself and explain purpose of exercise.

Good morning/afternoon. My name is _____. We are collecting data on behalf of UN Women as part of an end of project evaluation for the Women Empowerment Programme.

- To capture first-hand testimonies of real women and girls, and highlighting the impact and results of UN Women's work

Manage expectations

- Explain that while the team will be asking general questions about their situation and needs, this does not mean that they can commit to ensuring these needs are met in the future. The participants should not have any expectations from the team after this.

Explain participation/consent

- They are free, of course, to participate or not (Not a must).

Your answers will be confidential. They will be put together with other people we are talking to, to get an overall picture. It will be impossible to pick you out from what you say, so please feel free to tell us what you think.

This discussion will take about 60 minutes. Do you wish to proceed?

Name of Interviewer:	Name of village:
	T/A:
	District:
Name of Interviewee:	Date:

Get the basic info first: Write out her full name. Read it back to her/his or show it to her/his on paper if needed to confirm the correct spelling. Add the name of her/his village or city. Ask for her/his age (if she shares it) and birth date (in case of delays in publishing the profile). If she/he is a parent, ask how many kids she/he has. If she/he is employed, ask for her/his job title (if relevant). Finally, find out how she/he is connected to programme (if unsure). Keep in mind broader Government of Malawi ambitions.

Note: The story-telling approach should be based on the 'issue, action, impact'. Aim for two to four great quotes.

Photos: A good high-resolution photograph. Ideally the photo should be posed and set in a home or environment. Ensure the story protagonist is the clear focus of the image and has clear facial expressions.

QUESTIONS

1. What challenges do you face in your work/daily life? (Challenge in relation to activity)
2. How has this [SPECIFIC CHALLENGE] impacted your family?
3. How does that make you feel?
4. How long has this [SPECIFIC CHALLENGE] been an issue for you? [or When did this all start?]
5. What has the implementing partner/UN Women done to help you overcome this challenge?
6. Specify the assistance the implementing partner UN Women has provided to you?
7. How has this assistance changed your life/do you think this will change your life?
8. Do you think the assistance you received would have been provided well? Please explain?
9. How does this make you feel?
10. Any comments/Questions

Annex 10: Lead evaluator profile

Hope Msosa: Has a Master of Science Degree in Applied Development Studies (with distinction) from the Graduate Institute of International Development and Applied Economics, University of Reading, United Kingdom. He also has a Bachelor of Arts Degree in Education (with strong credit) from Mzuzu University, Malawi. He also has received a number of short-term trainings in child rights, women's rights and protection programming; policy and power research and advocacy; project management; evaluation management; institutional partnership development among others.

From 2010, he has undertaken assignments related to human rights (children and women's rights) programming with UN Women Malawi; Oxford Policy Management; Save the Children Malawi; Save the Children Tanzania & Zanzibar; UNICEF Malawi, Family for Every Child International (formerly Every Child International); Gracia Machel Foundation; UNFPA Malawi; as well as SOS Children's Villages International where he's supported in rapid programme assessments; baseline benchmarking and strategy formulation process support in East and Southern Africa (26 countries).

He has extensive experience working with an international non-governmental organization at senior country-level strategic advisory for 10 years; as well as regional strategic advisory and support in East and Southern Africa (e.g. Mozambique, Zambia, Zimbabwe, Botswana, Somalia, Somaliland, Ethiopia, Swaziland, South Africa).

UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

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