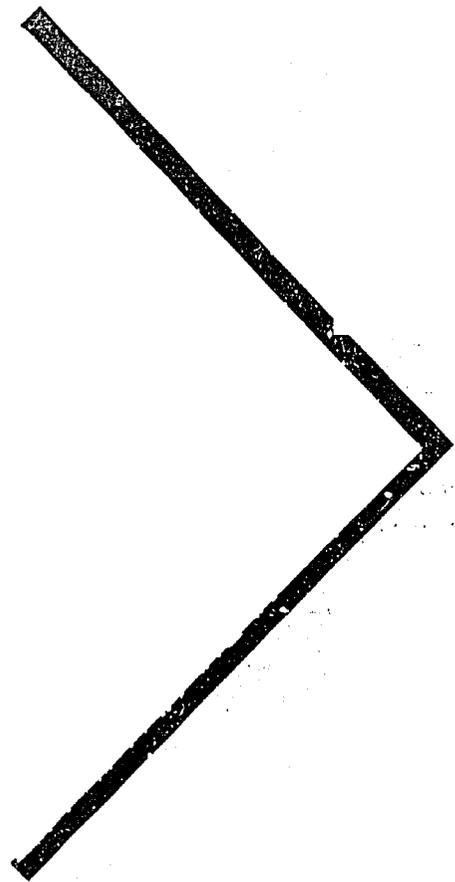


# GENESYS



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**The Gender Dimensions of Development  
Planning Workshops for Government of  
Malawi Desk Officers and Policy Makers**

**Edward J. Comstock  
Director of Training  
GENESYS**

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USAID G/R&D/WID  
U.S. Agency for International Development  
Office of Women in Development  
Department of State  
Washington, DC 20523-1816

# **The Gender Dimensions of Development**

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**Planning Workshops  
for  
Government of Malawi Desk Officers and Policy Makers  
focusing on the  
National Commission for Women in Development's  
Policy and Plan of Action for Women in Malawi  
by**

**Edward J. Comstock, Director of Training  
The GENESYS Project**

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## Executive Summary

Malawi's National Commission on Women in Development (NCWID) has developed a Policy and Plan of Action (PPA) for Women in Malawi to "guide policy-makers and planners in considering the roles and needs of women in any interventions they may undertake, and design appropriate programmes and projects." The PPA indicates that specific measures will be taken to make policy makers aware of women's productive roles and capabilities; and that Government will set up and sustain, in all key sectors and agencies, Desk Officers responsible for integrating and mainstreaming women's concerns.

In furthering these measures, the National Commission on Women in Development -- in cooperation with the United States Agency for International Development in Malawi (USAID/Lilongwe), the Human Resources and Institutional Development Project, the USAID Office of Women in Development, and The GENESYS Project -- conducted two workshops in September, 1993. The first of these began the operational integration of NCWID's Policy and Plan of Action for Women in Malawi by line Ministry Desk Officers, and developed detailed workplans for the first of the Women in Development (WID) strategy's five years. The second workshop, for line Ministry policy makers, increased their awareness of the gender dimensions of development and encouraged their commitment to fully supporting the WID strategy in their Ministries.

Participants in both workshops articulated needs for greater awareness, knowledge and skills in re the gender dimensions of development. Additionally, a number of management issues surfaced during the course of this activity that begged addressing. In light of these expressed needs, a melange of recommendations are made to treat these respective needs, and include: further assistance in developing technical skills to support the full integration of gender concerns into Malawi's development programs and projects, activities aimed at building local capacity to introduce others to gender issues and gender analysis, seminars to enrich development professionals' understanding of the most effective and proven processes for "doing" gender sensitive development, strengthening workplans and the planning process, and suggestions for effectively managing the implementation of the Policy and Plan of Action.

The author of this report, GENESYS's lead facilitator for the workshops, wishes to acknowledge the exemplary support he received in preparing for and delivering the workshops from Jane Asani of the National Commission on Women in Development; Mrs. E.J. Kalyati, Linley Kamtengeni, and Chrissie Sinoya of the Ministry of Women and Children's Affairs and Community Services; Stephanie Funk of USAID/Lilongwe; and Simon Mawindo, Rudi Klaus, and John Hatch of USAID's Human Resources and Institutional Development Project. He is particularly grateful to Roseby Namagowa, Dora Mwalwenje, and Stanley Khaila for their efforts as presenters and resource persons.

## Workshop Overview

Malawi's National Commission on Women in Development has developed a Policy and Plan of Action for Women in Malawi to "guide policy-makers and planners in considering the roles and needs of women in any interventions they may undertake, and design appropriate programmes and projects."<sup>1</sup> USAID/Lilongwe actively counseled the NCWID in its efforts to formulate this national WID strategy and, as a stakeholder in the Policy and Plan of Action, is assisting with the implementation of certain aspects of this Plan of Action. Of particular interest to USAID/Lilongwe are two requirements of the Policy and Plan of Action for Women in Malawi:

- ✓ through the NCWID...specific measures will be taken to make policy makers aware of women's productive roles and capabilities to increase the effectiveness of all WID projects in such current strategies as growth-through-poverty reduction, and social dimensions of adjustment; and,
- ✓ through the NCWID, Government will set up and sustain Desk Officers/Focal Points for women's programmes in all key sectors and agencies.... Sector Focal Points/Desk Officers will be responsible for integrating and mainstreaming women's concerns in both existing policies and forthcoming/new WID projects with inter-sectoral objectives, functions and linkages clearly defined.

USAID/Lilongwe believes that clear and direct support of these two critical initiatives will contribute significantly not only to launching and effectively pursuing the Policy and Plan of Action for Women in Malawi, but also to increasing the effectiveness of the Mission's program and projects as these attempt to more fully include the critical gender dimensions of development.

Following a review of Malawi's National Commission on Women in Development's needs conducted in Lilongwe by R&D/WID-GENESYS Training Director Ed Comstock, May 17-21, 1993, the NCWID received assistance aimed at developing specific and detailed workplans for Desk Officers and policy makers, both seen as critical prerequisites for achieving the objectives of NCWID's Policy and Plan of Action for Women in Malawi. The first planning workshop, held September 6-10 and lasting 4½ days, began the operational integration of NCWID's Policy and Plan of Action for Women in Malawi by line Ministry Desk Officers, assisting them to develop detailed workplans for the first of the WID strategy's five years. The second workshop, held on September 16th, furthered the acceptance and operational integration of the Policy and Plan of Action for Women in Malawi by line Ministry policy makers, increasing

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<sup>1</sup> A Policy and Plan of Action for Women in Malawi (Draft), Government of the Republic of Malawi, page 1.

their awareness of the gender dimensions of development and encouraging a commitment to fully supporting the WID strategy in their Ministries.

The methodological focus of both workshops was on providing participants with knowledge and skills -- via directed participatory exercises -- to enable them to achieve the respective workshop's objectives (as found in Appendix B, page 20). Ed Comstock conducted the workshops with additional technical input and workshop presentation assistance provided by Dr. Stanley Khaila, Dora Mwalwenje, and Roseby Namagowa to the Desk Officers' workshop and by Mrs. E.J. Kalyati, Chairperson, NCWID and Secretary for Women and Children Affairs and Community Services, Dr. Stanley Khaila, and Desk Officers Miriam Maluwa, Ministry of Justice, and Arnold Juma, Ministry of Energy and Mining, to the Policy Makers' workshop.

### *Desk Officers and the Policy and Plan of Action for Women in Malawi*

In her keynote address launching the Desk Officers' workshop, Mrs. E. J. Kalyati captured the purposes of the workshop eloquently by stating that "the need to sensitize desk officers and planners to gender issues and analysis skills coupled with drawing up of realistic work plans is of paramount importance." And it was on this basis that the workshop proceeded. Following introductions, which employed an exercise in consensus building -- a skill that the participants would use frequently throughout the week -- Mrs. Linley Kamtengeni, Chief Community Services Officer, gave an overview of the Policy and Plan of Action for Women in Malawi (PPA). Most of the 33 Desk Officers in attendance<sup>2</sup> had been recently appointed and were only marginally familiar with the PPA and its ambitions. Mrs. Kamtengeni's overview allowed Desk Officers an understanding of the evolution of the PPA and helped them to discriminate between the PPA's policy and operational expectations. In brief, it enabled the Desk Officers to begin to identify those aspects of the PPA for which they would be held accountable.

To further this identification, the remainder of the workshop's first day was centered on an exercise wherein Desk Officers conducted a thorough analysis of the PPA by its Programme Area categories<sup>3</sup>, articulating the expected outcomes of the Plan that were in the manageable interest of Desk Officers as a group. This process was seen as necessary to give the Desk Officers a clearer view of their roles, to such an extent that the remainder of the workshop -- with its emphasis on sensitizing Desk Officers to gender issues and analysis skills, coupled with drawing up of realistic work plans -- would be more meaningful to the work they would be doing in their "new" capacities as Women in Development focal points for their respective ministries.

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<sup>2</sup> For a full list of participants and guests, please see Appendix A, page 16.

<sup>3</sup> Start-up Phase/Data Collection Research and Documentation; Information, Education, and Communication for Attitude Change in Issues; Legal Provisions for Women's Rights; Social Sector Approaches; and Economic Empowerment

The second and third days of the workshop brought a departure from the PPA, focusing instead on building knowledge and skills in the crucial area of gender analysis. Following an introduction to gender issues in the Malawian context -- one which included a very informative presentation on the status of women in Malawi by Dora Mwalwenje and Roseby Namagowa -- a methodology for gender analysis was introduced and applied to two on-going projects of the Ministry of Women and Children Affairs and Community Services: Capacity Building for Women's Activities, and Implementation of a Comprehensive Post-Literacy Programme in Malawi. The gender analysis findings and action recommendations for both of these projects can be found in Appendix C, page 22.

The remainder of the workshop's third day brought the group -- now well-grounded in gender issues relevant to Malawi and preliminarily skilled at gender analysis and its application -- back to the PPA with the intent of drawing up realistic work plans for its implementation. As a first step in this direction, Desk Officers returned to their list of expected outcomes regarded as within their group's manageable interest, and selected those outcomes for which they would accept individual responsibility.

During the workshop's fourth day, an analysis was conducted by each Desk Officer on their selected outcomes to identify the workplace forces that would help or hinder the accomplishment of the outcomes, and to identify the resources they would require leading to the achievement of the outcomes. On this basis, each Desk Officer drew up a list of specific tasks that they would have to do to meet the expected outcomes, and noted the outcomes with the respective tasks on a calendar covering the period September 1993 to September 1994.

On the workshop's last day, the Desk Officers further specified their workplans by defining, day-by-day, what immediate steps they planned on taking toward the achievement of their outcomes upon returning to their workplaces on September 13th. In sum, the 4½ days spent together by the Desk Officers resulted in:

- ✓ increased awareness of gender issues in Malawi;
- ✓ knowledge and skills for analyzing development projects with respect to those gender issues most salient to the projects;
- ✓ a solid sense of what PPA outcomes may be expected;
- ✓ an annual work plan for each of the desk officers; and,
- ✓ a detailed plan of action for the Desk Officers' next week in their "home" ministries.

The final substantive activity of the workshop was the evaluation. In addition to soliciting the reactions of the Desk Officers to the workshop, the evaluation also aimed at uncovering additional needs or concerns they might have as they begin to implement the PPA. A summary of their perspectives is

found in Appendix D, page 27. Furthermore, most of their needs and concerns are captured in Findings and Recommendations on page 8 below.

### *Policy Makers and the Policy and Plan of Action for Women in Malawi*

In his opening remarks to this one-day seminar for Government of Malawi senior policy makers, Secretary to the President and Cabinet Mr. M.A. Banda stated that the justification for the proposed policy was to "remove constraints that inhibit women" with the objective of enhancing national productivity. With this goal in mind, he encouraged those present to "critically review the Policy and Plan of Action for Women in Malawi."<sup>4</sup> The intent of the workshop was to do just that and, although time did not allow for full completion of the agenda, this was accomplished. Following an introduction to gender issues both globally and specific to Malawian context -- one which included a very informative panel presentation on the status of women in Malawi and programs underway to improve their status -- the policy makers were tasked with reviewing the specific objectives and strategies proposed by the PPA. There were two purposes for this, as follows:

- ❖ the workshop wanted to take advantage of the considerable experience and expertise represented by the participants (as a group) to critically review the PPA, suggesting changes that would strengthen the policy's implementation; and,
- ❖ by encouraging such a thorough review of the draft policy, and giving policy makers ownership, it increased the likelihood that the draft PPA would be accepted by the Government of Malawi as policy.

The review inspired spirited discussion, a discussion that continued off-and-on through the remainder of the workshop, with the partial results as reported by the work groups indicating that the purposes of the session were achieved. Not having time to complete this exercise the participants agreed to meet again during the week of September 13th in Lilongwe to complete their deliberations.<sup>5</sup>

This invigorating session was followed, late in the afternoon, by a presentation by two of the NCWID Desk Officers -- Miriam Maluwa and Arnold Juma -- of the work that had been accomplished during *their* workshop. They presented a general overview of the workshop's process and products, then each gave a detailed description of their annual work plans. The purpose of this session was to alert policy makers that operationally the PPA was ready for

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<sup>4</sup> Please see the Participant List, Appendix A, page 18.

<sup>5</sup> It has been reported that just such a meeting took place, with those policy makers who attended recommending the PPA's implementation.

implementation, and to give these senior managers an indication of what might be expected of them in support of the Desk Officers.

The workshop's penultimate activity was a group discussion focused on the prospective workplace requirements of Desk Officers as they worked toward achieving their expected outcomes. Although no specific commitments were made by the policy makers, they did agree to support the Desk Officers.

The final substantive activity of the workshop was the evaluation. In addition to soliciting the reactions of the policy makers to the workshop, the evaluation also aimed at uncovering additional needs or concerns they might have as they begin to implement the PPA. A summary of their perspectives is found in Appendix D, page 30. Furthermore, most of their needs and concerns are captured in Findings and Recommendations, below.

## **Findings and Recommendations**

With the end-of-workshop reactions from the Desk Officers and Policy Makers as a guide, the author offers below a number of recommendations for the National Commission on Women in Development as it proceeds in support of the Policy and Plan of Action for Women in Malawi. The recommendations are organized to loosely conform to the categories of awareness, knowledge, skills, and management and focus on what the NCWID can do to meet the specific needs articulated in the end-of-workshop reactions summaries.

### *Awareness, Knowledge and Skills*

Workshop participants implied a need for greater awareness at two levels. First, they themselves require greater awareness of the need to more fully include women as participants in, contributors to, and beneficiaries of the development process. This need was most evident among several of the policy makers and suggests that the abbreviated format of their workshop was not sufficient to alert them to the full range of gender issues. There remains, for example, some confusion over the distinctions between WID and GAD<sup>6</sup> that, when clarified, would lead both to greater commitment on the part of policy makers to the acceptance and implementation of the PPA, and to more "successful" development projects.<sup>7</sup> Second, others attending the policy makers workshop and many of the Desk Officers expressed a need for sensitizing others to women and gender in development issues.

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<sup>6</sup> Women in Development (WID) focuses on development activities with and for women; Gender and Development (GAD) focuses on the rights, roles and responsibilities of women and men with the aim of planning, implementing and evaluating development activities that take full advantage of the participant population's capacity to contribute to the social and economic growth of the nation.

<sup>7</sup> "Success" in this context refers to development activities that are sustainable, effective and equitable.

Participants also noted that even in instances of considerable gender awareness, the field in Malawi is so nascent that knowledge about gender and its implications for development, and the skills to apply that knowledge systematically and effectively in development programming, need buttressing.

The following are recommended as approaches to treat these respective needs for awareness, knowledge and skills. Readers will quickly note that, with the exception of Item 1., which emphasizes awareness, the recommendations tend not to discriminate between awareness, knowledge and skills. Experience has demonstrated that getting gender on the workday agenda of development professionals requires explicit and acknowledged linkages between gender issues and increased professionalism. In other words, we are drawing the attention of development professionals to gender issues, and developing their programming skills in this area, because it will enable them to do their jobs more successfully.

1. A two-day interactive seminar should be held with Desk Officers to provide them with the content and process skills required to "make the case" for considering gender in development to their colleagues and the public. This seminar -- perhaps best described as a mini-training of trainers -- should focus on proven mechanisms for succinctly presenting the issues to group fora in a way that enables these groups to accept gender, as well as other socio-cultural variables, as a critical dimension of the development process. These mechanisms do not attempt to provide in-depth gender analysis training; rather, they are designed to enable audiences to raise and explore those gender issues that are most salient to their immediate development needs, thereby coming to accept gender as an intrinsic aspect of "doing" good development.

Desk Officers should be able, following such a seminar, to effectively present a Malawi Gender Profile (MGP)<sup>8</sup> and direct the discussion of the presentation toward raising fundamental questions about the implications of gender differences in rights, roles and responsibilities to social and economic development in Malawi. As such, the seminar would emphasize the content of a Malawi Gender Profile (several profiles could be prepared to address the needs of disparate audiences -- e.g., professional colleagues may have a different understanding of the data that are presented than that of the general public); skills for, and practice in, presenting the MGP; and work on facilitating discussion.

The Desk Officers would also benefit productively from currently on-going USAID case studies which are meant to highlight the "bench marks" most appropriate to the institutionalization of gender considerations in

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<sup>8</sup> This could be a modification of the "Status of Women in Malawi" presentation made during the September 1993 Desk Officers' Workshop.

development agencies.<sup>9</sup> These studies, with supporting documentation on institutional development, would form the core elements of a final seminar activity to plan approaches for "sensitizing" Ministries and stake-holding publics.

2. Coterminous with the above, or separately, a gender and development working session with policy makers should be considered. This would aim at developing technical skills to support the full integration of gender concerns into Malawi's development programs and projects. With respective Desk Officers also in attendance both as participants and resource persons, the emphasis of this workshop would be on the "how to's" for appropriately and effectively targeting, involving and benefiting *both* women and men in development activities.

The workshop would provide policy makers and Desk Officers the opportunity to work together on one or more projects of their respective ministries, and give them analysis-based experience in developing improved understanding of the effects differences in gender have on development programs and projects; articulating gender-sensitive objectives for planning, managing and evaluating these programs and projects; and, setting workplans for implementing these objectives.

The workshop would provide an opportunity for ministerial teams to carefully examine their projects, leaving with specific action plans for improving the integration of women and gender considerations into their work. Particular attention will be given to improved sustainability, opportunities for a more participatory approach, and monitoring and evaluation.

The workshop would open with a half-day session aimed at uncovering and clarifying gender/WID issues to refresh and increase participant understanding of the context in which gender issues is considered, and develop a common view of the forces affecting women's and men's rights, roles and responsibilities in development. This "leveling of the playing field" is crucial to the success of gender analysis and its application to development projects.

For the remainder of the 3-day workshop, policy makers and Desk Officers would conduct a thorough gender analysis of *their* projects, identify and assess the gender-sensitive actions required to increase project success, and "task-out" the actions. The workshop should include:

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<sup>9</sup> USAID/Lilongwe, along with USAID's in Honduras and Uganda, are case study entities.

⇒ A CONTEXTUAL ANALYSIS OF GENDER ISSUES, during which participants will interpret and identify the gender issues that affect the achievement of their projects' goals and purposes. Applying a set of key questions designed to emphasize the cultural, political, legal, juridical, institutional, community, and household level constraints to and opportunities for increased program and project success, participants would clarify components of social and economic equity problems related to gender, as well as to age, ethnicity, or race. They would then identify the assumptions that exist about these problems, test those assumptions, and specify the changes required to effectively achieve the development objectives of their programs or projects.

⇒ LOGICAL FRAMEWORK REVISION & IMPLEMENTATION PLANNING would integrate these changes into projects' logical frameworks. These revised logical frameworks will form the basis for an implementation plan (i.e., as the logical framework changes, what do participants need to do to implement these changes?). For example, participants might amend a project's annual workplan and its contributing elements (such as scopes of work), and/or prepare monitoring and evaluation plans to track proposed changes.

⇒ ACTION PLANNING, the workshop's last proposed activity, supplements implementation planning. This charts out for participants what changes they've made in their annual workplans and monitoring and evaluation plans to achieve their program or project's development objectives; and sets the tasks each participant must accomplish, and the resources necessary to complete each task, to affect the changes to programs and projects agreed on during implementation planning.

The purposes of this working session would be to:

- ✓ clarify for policy makers the differences between WID and GAD;
- ✓ "level the playing field" i.e., put both policy makers and Desk Officers on equal footing regarding the critical understanding of the importance of gender (and other social) analysis to the development process, as well as encouraging a shared understanding of how this is done; and,
- ✓ increase commitment to the PPA.

The working session should be held prior to April 1994, and could be conducted by the African Women Development and Communication Network

(FEMNET) Gender Sensitisation Training Team headquartered in Nairobi, Kenya.

3. Gender and development working sessions for select Ministries. Similar in content to the working session described in Item 2., above, these sessions would engage development program and project staff from select Ministries in a series of intensive, sector-specific three-day workshop aimed at working together on one or more projects of their respective ministries, giving project planners and managers analysis-based experience in developing improved understanding of the effects differences in gender have on development programs and projects; articulating gender-sensitive objectives for planning, managing and evaluating these programs and projects; and, setting workplans for implementing these objectives.

Spread over a period of three years, these working sessions assure that Government of Malawi development professionals would all be "speaking the same language" with regard to gender and its influence on improved sustainability of development efforts, opportunities for a more participatory development approach, and monitoring and evaluation that matters. While this approach may seem cost and time intensive, it must be remembered that as Malawi becomes socially and economically more pluralistic, investments in establishing *right now* the culturally defined baselines of the rights, roles and responsibilities of Malawian women and men -- collectively the citizenry -- will provide future rewards in the form of national development that takes full advantage of the real capacity of women and men to participate in, contribute to, and benefit from development programs and projects.

FEMNET might also be engaged to conduct the first two or three of these workshops, applying their considerable capacity to train trainers to establish and build up a cadre of qualified local trainers and resource persons to continue the series. Envisaged here is a NCWID capability, beginning in 1995, to itself conduct these working sessions, removing reliance on "outsiders."

4. A series of regularly scheduled (at least monthly) colloquia on Gender and Development should be sponsored by the NCWID. Taking advantage of skilled local resources (e.g., Dr. Stanley Khaila, University of Malawi, Bunda College; Dora Mwalwenje, Malawi Institute of Education), these function-oriented seminars would present Malawi-specific examples of the effective application of gender considerations to development programs and projects. Topics that would appear most critical are:

- ❖ "success" stories; i.e., case studies demonstrating both the efficacy of considering gender in planning, implementing, and monitoring and evaluating development programs, and projects and "best practices" for achieving gender integration into development processes
- ❖ data collection and analysis; to include cost effective sources of data, what kind of data to collect, and what to do with the data once it's collected
- ❖ management information systems; getting gender into them, getting useful planning results out of them
- ❖ tools for gender and development planning; builds on commonly used planning and implementation methods, thereby strengthening those skills while at the same time integrating gender concerns (e.g., SWOT, stakeholder analysis, logical framework analysis)

These colloquia are directed at development professionals who are eager both to enrich their understanding of the most effective and proven processes for "doing" development, and to learn more about the critical nexus between those processes and gender considerations. They are not of the "if you build it, they will come" variety; rather, they must be effectively "marketed" throughout the Government of Malawi development community. It is crucial to stress that the consideration of gender is at the heart of good development.

5. Finally, it is recommended that a follow-up planning workshop be conducted for the NCWID and its Desk Officers in August, 1994. The purpose of this activity would be to review the first year workplans prepared by the Desk Officers in September, 1993, to assess progress in meeting expected outcomes and to evaluate overall achievement of the PPA; develop annual workplans for the 1994-1995 period; and, develop a capacity for self-assessment and evaluation among the Desk Officers for future application.

### ***Management***

All of the above, as well as skillful implementation of the Policy and Plan of Action, requires effective management. The NCWID -- with its Executive Board and the active cooperation of Principal Secretaries in all Ministries and Departments -- is well-positioned to provide the policy and operations *guidance* these undertakings require. However, in matters of day-to-day management, two recommendations warrant particular mention, as follows:

First, delegation of responsibility and *authority* to the NCWID Desk Officer is of great importance. As was current in September 1993, the incumbent was responsible for a variety of PPA objectives and actions but lacked real authority

to see that these were met. The author understands that in nascent organizations with critical agenda, decision-making hierarchies tend to be top-heavy and inflexible. However, to accomplish the many complex aspects of that agenda requires considerable devolution of authority to the operational ranks -- in this instance to the NCWID Desk Officer. To accomplish this, it may be necessary -- indeed advisable -- for MOWCACS's NCWID team to have a team planning meeting to sort out roles, responsibilities, and authorities for the coming year. Given his personal and professional strengths, Dr. Stanley Khaila would be an effective facilitator for a meeting of this sort.

A second crucial step is the appointment of a MOWCACS's senior planning officer to provide policy and operations guidance to the NCWID. A competent, credible individual -- particularly one who has the confidence of the Principal Secretary -- is indispensable to achieving the objectives of the PPA.

Suggested roles, responsibilities, and authorities of the NCWID Desk Officer, Senior Planning Officer, and the Principal Secretary are as follows:

NCWID Desk Officer:

- ◇ provide technical assistance to Desk Officers, either directly or by arrangement
- ◇ arrange for the working sessions and colloquia described above
- ◇ track Desk Officers' workplan achievement
- ◇ supervise the establishment and maintenance of a WID Resource Library

Senior Planning Officer

- ◇ assist Desk Officer's in negotiating, with their Ministries, the time and resources adequate for meeting their expected PPA outcomes
- ◇ routinely meet with Desk Officers to assess constraints and opportunities, and organize their needs into coherent recommendations for support to the NCWID
- ◇ track policy implementation
- ◇ act as a liaison between the NCWID and Government of Malawi Ministries and Departments (as well as NGO's and donors represented on the NCWID)

MOWCACS's Principal Secretary

- ◇ keep counterpart Principal Secretaries informed of progress toward meeting the objectives of the PPA

- ◇ negotiate difficulties in meeting the policy and operational objectives of the PPA with counterparts
- ◇ use status of the position to explain and gain acceptance of all of the above-mentioned recommendations

## Appendix A

### Participant Lists

#### Desk Officers

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<i>Name</i>	<i>Affiliation</i>
Asani, Jane Bamusi, Novice S.	National Commission on Women in Development Ministry of Women and Children's Affairs and Community Services
Chaphamtengo, Willie G. Chioko, Esther	Department of Youth and Malawi Young Pioneers Small Enterprise Development Organization of Malawi (SEDOM)
Chiwaya, W. N. B. Donoghue, Freda Dr.	Ministry of Local Government Centre for Social Research , University of Malawi
Funk, Stephanie Hamisi, Roselyn Horea, Phyllis Juma, Arnold Kaluluma, Diana Kaluwiu, Flora Kamtengeni, Linley	U.S. Agency for International Development Ministry of External Affairs Development of Malawi Traders Trust (DEMATT) Ministry of Energy and Mining Public Service Commission National Association of Businesswomen Ministry of Women and Children's Affairs and Community Services
Kapandamoyo-Dhuwa, Alex M.G. Khaila, Stanley	Department of Personnel Management and Training, Office of the President and Cabinet University of Malawi, Bunda College
Kulemeka, Catherine Loga, Molly M'mangisa, Etta Malehe, Max Maluwa, Miriam Maluwa, George Mandiza, Colleen Mangochi, Minnie Masoo, Charles	Department of Housing and Physical Planning Ministry of Education and Culture Department of Research and Environmental Affairs Malawi Broadcasting Corporation Ministry of Justice Headquarters Office of the President and Cabinet Media Service Department of Economic Planning and Development Women's World Banking Ministry of Women and Children's Affairs and Community Service
Mhango, John Manombo Mwalukomo, N.W. Mwalwenje, Dora	Ministry of Finance Ministry of Labour Malawi Institute of Education

Mwase, George	Ministry of Trade and Industry
Namagowa, Roseby	Ministry of Women and Children's Affairs and Community Services
Ndawala, Jameson	National Statistical Office
Ng'oma, Joyce	Malawi Broadcasting Corporation
Ng'oma, Jayne	Ministry of Information and Tourism
Nkhoma, Michael H.	Ministry of Health
Ntodwa, Achiwa D.E.	Chitukuko Cha Amai M'Malawi (CCAM)
Saukila, Mary	Christian Service Committee, The Churches in Malawi
Semu, Linda L.	University of Malawi
Sinoya, Chrissie	Ministry of Women and Children's Affairs and Community Services
Thawe, Mercy	Office of the President and Cabinet (Rural Development Section)
Thawe, Lucy	University of Malawi

#### Guests

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Chimpweya, James	Daily Times
Hatch, John	Malawi Human Resources and Institutional Development Academy for Educational Development
Malehe, Maxwell	Malawi Broadcasting Corporation
Mlanjira, Duncan	Daily Times

## Policy Makers

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<i>Name</i>	<i>Affiliation</i>
Ansah, J.	High Court, The Judiciary
Banda, Joyce	NABW
Chawawa, W.J.	Ministry of Local Government
Chikapa, C.	Malawi Broadcasting Corporation
Chilowa, W.R.	Centre for Social Research , University of Malawi
Chimimba, Dr. P.C.	Ministry of Health
Chimutu, M.B.	Department of Youth and Malawi Young Pioneers
Chimzimu, H.D.	Ministry of Education
Chipompha, N.W.S.	Forestry Department
Chirwa, H.R.	Malawi Broadcasting Corporation
Chirwa, Y.R.	MACOHA
Chuthi, N.F.S.	R.A. (South)
Dzanzalimodzi, R.P.	Ministry of External Affairs
Kachimanga, P.A.	Housing and Physical Planning
Kadzamira, L.	Ministry of Health
Kalemera, J.L.	Office of the President and Cabinet
Kamphambe Nkhoma, M.B.	R.A. (North)
Kamvazina, S.S.	Department of Research and Environmental Affairs
Kawalewale, H.G.	Chitukuko Cha Amai M'Malawi (CCAM), Office of the President and Cabinet
Khaila, Stanley W.	University of Malawi, Bunda College
Kunserema, H.W.H.	District Administration and Rural Development, Office of the President and Cabinet
Maida, J.H.A.	Ministry of Agriculture
Maluwa, Miriam	Justice Headquarters
Manda, D.M.	Ministry of Women and Children's Affairs and Community Services
Mangulama, L.K.	Development of Malawi Traders Trust (DEMATT)
Masoo, C.G.	Ministry of Women and Children's Affairs and Community Services
Maziya, S.Z.	Christian Service Committee
Mgomezulu, G.G.Y.	Ministry of Labour
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T&C  
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## Appendix B

### The Gender Dimensions of Development

#### *Desk Officers and the Policy and Plan of Action for Women in Malawi*

##### **Goal**

To begin the operational integration of the National Commission on Women in Development's Policy and Plan of Action for Women in Malawi by line Ministry Desk Officers.

##### **Objectives for Desk Officers**

By the end of the workshop, participants will...

- ✓ understand and be able to clearly state the importance of considering Malawian women as critical participants in all aspects of national development;
- ✓ apply gender analysis to select Malawian projects,
  - ⇨ identifying inter-household (i.e., community → national levels) constraints to and opportunities for women to more fully participate in the development of the nation, and
  - ⇨ exploring the intra-household roles and responsibilities of women and men in Malawi to learn how these can inhibit and/or improve the likelihood of project success,

with the aim of increasing project effectiveness by appropriately increasing the engagement of women as active partners in the development processes of Malawi;

- ✓ consider the goal, objectives, expected outcomes, and activities proposed by the Policy and Plan of Action for Women in Malawi, and define the jointly held roles and responsibilities of the Desk Officers;
- ✓ define the individual role and responsibilities of each Ministry's Desk Officer; and,
- ✓ chart specific tasks -- joint and individual -- to be carried out during the next year.

**The Gender Dimensions of Development**  
**Policy Makers and the Policy and Plan of Action for Women in Malawi**

**Goal**

To further the acceptance and operational integration of the National Commission on Women in Development's Policy and Plan of Action for Women in Malawi by line Ministry policy makers.

**Objectives**

By the end of the workshop, policy makers will...

- ✓ understand and be able to clearly articulate the importance of considering Malawian women as critical participants in all aspects of national development;
- ✓ confirm the inclusion of the Policy and Plan of Action for Women in Malawi as an integral part of the national Statement of Development Policies: 1987-1996; and,
- ✓ describe the initial steps they will take in their respective Ministries to forward the Policy and Plan of Action for Women in Malawi.

## **Appendix C**

### **Gender Analysis and its Application**

### **Capacity Building for Women's Activities**

#### **Purposes of the Project**

- ✓ establishment of documentation, research and training centre
- ✓ small scale credit and revolving fund

#### **Recommendations**

- ✓ women should have explicit access to information and resources
- ✓ avail women with adequate loan funds

#### **Justification**

The availability of a documentation, research and training centre and adequate funds will enable as many women as possible to get loans to finance their projects. This will enhance:

- ❖ self-esteem
- ❖ economic independence
- ❖ decision-making role

#### **Actions**

- ✓ sensitize the community as to the establishment of the centre and the availability of credit
  - ◆ use existing media (print, radio, TV)
  - ◆ through women's groups
  - ◆ drama
- ✓ seek more donor support
- ✓ review of lending policies of the existing institutions (e.g., SEDOM, MUDZI, INDEFUND) with a view to adopting more flexible credit conditions
- ✓ encourage group lending schemes
- ✓ government to institute credit guarantee scheme
- ✓ train women in business management
  - ◆ develop simple training packages for ease of communication
- ✓ monitoring and evaluation of funded projects

#### **Gender-Related Opportunities for Increasing Project "Success"**

- ✓ Loan fund (though limited) is already in existence under other programmes -- PHN & PWRA; i.e., infrastructure is already there upon

which the project will build, tapping the available experience to administer the funds.

- ✓ There are existing data and information documented by other institutions.
  - ◆ needs collection into the centre
- ✓ Extension workers and the NCWID already in place at the Ministry.
- ✓ There is the Ministry of Women and Children's Affairs and Community Services available to facilitate the operation of the centre.
- ✓ Existing institutions could be tapped to provide "WID" training ...e.g., MIM, the University of Malawi.

### **Gender-related Constraints to the Project's "Success"**

- ✓ Documentation centre
  - ◆ low education levels among women (might hinder use of the centre)
  - ◆ women wishing to come for services might meet resistance from spouses
- ✓ Revolving fund
  - ◆ high illiteracy levels among women might hinder them from using the fund
  - ◆ most women have no time to engage in other activities
- ✓ Loan funds not adequate to support women's activities.
- ✓ The Ministry and the Commission lack institutional capacity to respond to the needs of the women.
- ✓ Lack of training institutions which specifically address women's issues.

### **Gender Differences in Malawi Relevant to the Project**

#### **Labor**

- ◇ men mostly engaged in cash crop production
- ◇ industry/formal wage employment is dominated by men
- ◇ women are engaged in subsistence farming, household chores

#### **Income (sources)**

- ◇ urban: through formal wage employment for both men and women with a higher percentage of men
- ◇ rural: men through cash crops, plus small scale IGA's; women through subsistence farming (plus limited-extent small scale IGA's); incomes for both are usually seasonal

#### **Expenditure**

- ◇ male heads of household usually control the "purses" for major constructions and household bills (e.g., school fees, medical expenses)
- ◇ women provide other household needs (cash, barter, and in-kind)

### Resources

- ◇ men dominate on access to and control of resources -- e.g., credit, information, extension services, land
- ◇ women have very limited access to and control over resources; for example, while they have access to land, decisions on the use of that land are made by men

### Time

- ◇ urban: men are busy throughout the year, although they have weekends free; women are busy throughout
- ◇ rural: men, more than women, have the time as they are busy only during the farming season; women have many household chores in addition to farming and are busy throughout

### Decision making

- ◇ men make most decisions in a family; women rarely make decisions

# **Implementation of a Comprehensive Post-Literacy Programme in Malawi**

## **Recommendations**

- ✓ Admission to these classes should be left open to accommodate Primary School dropouts, and not only literacy graduates
- ✓ Aggressive public sensitization on the project in order to change attitudes of men toward adult education

## **Justification**

- ✓ Improved family welfare (e.g., healthy habits, agriculture and technical skills, general knowledge)

## **Actions**

- ✓ Collection of data which establishes a link between education and improvement of family welfare (so as to convince the population on the need for the project)
- ✓ Campaign (disseminate information) through public meetings, media, drama groups, churches, existing District Development Committees, political fora
  - ◆ use audiovisual aids, role modeling
  - ◆ use volunteers, facilitators
- ✓ Introduction of appropriate and attractive reading material

## **Gender-related Opportunities for Increasing Project "Success"**

- ✓ Use of participating women to influence husband's/men
- ✓ Local leaders already available to influence males
- ✓ Availability of infrastructure (NALS)
- ✓ The linkage of literacy to education to increased family welfare is a strong incentive

## **Gender-related Constraints to the Project's "Success"**

- ✓ Cultural barriers
  - ◆ decisions in most families, especially rural, are made by the male. Men's preference for women to do other housework may be a hindrance to female attendance (especially post-literacy classes)
- ✓ Timing
  - ◆ need specific data as to what time of day, and the season (what time of year), and the duration of the programme

- ◆ the timing must meet with the period when the rural population is less active in the fields
- ◆ note: females have a major involvement in agriculture production
- ✓ Mode of communication
  - ◆ if it is English, it will be difficult for the rural people to learn the language and sustain it
- ✓ Materials
  - ◆ there is a question as to the availability of radios, which will be used as a method of communication in Phase II
  - ◆ teaching materials are gender biased
- ✓ Method of assessment
  - ◆ participants may be unwilling to submit to examinations (because of need to prepare in conflict with other time-use needs)
  - ◆ continuous assessment is preferred
- ✓ Psychological barriers
  - ◆ men's negative attitudes to attend classes alongside females

### Gender Differences in Malawi Relevant to the Project

Participants in the FLP:      88% Females, 12% Males

Literacy in Malawi:            31% Females, 55% Males

#### Reasons:

- ◇ males migrate to urban areas
- ◇ cultural barriers
- ◇ psychological barriers
- ◇ age differences
- ◇ people's perception of the FLP in relation to home craft programmes

#### Data needed:

- ◇ sources of income
- ◇ expenditure patterns
- ◇ division of labour
- ◇ decision making
- ◇ cultural practices
- ◇ time details -- how time is spent

## Appendix D

### Desk Officers' End-of-Workshop Reactions Summary

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#### What I still need to learn more of is...

##### *Awareness*

How to go about sensitizing people who may be resistant to accepting gender issues. The task is easy enough when dealing with people who are already sensitized.

How to change people's attitudes on gender issues.

How to effectively 'en'gender my department as a whole; e.g., communication skills.

Sensitization skills.

How to sensitize the public, especially men, on cultural attitudes toward women. I feel this is still a major problem with educated males, and that bothers me.

"Breaking through the gender barriers" in some cases.

##### *Knowledge*

What other women's bureaus are doing in order to meet the goals of WID and GAD.

Effective implementation of programmes/projects targeted at women.

I need more case studies which emphasize not only the involvement of women in development, but also the negative results of doing that in light of cultural barriers, traditions.

To what extent government is committed towards creating a new/better Malawi on gender issues.

##### *Skills*

How to apply the skills when writing up a new project.

The process of gender analysis.

Gender analysis.

How gender analysis can effectively apply in realistic terms.

The application of ... gender analysis with respect to real situations.

More time on gender analysis.

The different approaches to gender analysis in order to make appropriate choices to suit given situations or nature of projects.

How we can apply the skills to our day-to-day activities, not just in the office.

How to identify sources of relevant data.

How one collects what he/she considers relevant data..

I also need to learn more about data collection and analysis.

Budgeting.

Effective project writing for submission to donors.

How to actually put into practice what I have planned.

How to relate between programme areas, expected outcomes, and the activities. In other words, how to link between these, particularly when timing them.

More work on force field analysis to determine positive and negative forces.

## **What I will have difficulty in applying is...**

### *Time*

Keeping to time: time management.

My job can't be limited to gender analysis issues.

Time...because I am alone in the office and I am coordinating several programmes. Some of the activities of the plan may be delayed.

My work plan [especially where I have to collaborate with colleagues] due to time constraints.

Maybe time constraint, but the prevailing constraints on women will compel me to still allocate time for gender issues.

### *Resources*

The financial involvement of the projects.

If funds and other resources are not forthcoming, then the work plan will not be completed.

The limited funds available.

Getting some assistance from my employer to enable me to perform my annual work plan (e.g., transport cost, absence from the office).

### *Skills*

To convince work colleagues on issues concerning gender dimensions and development.

How to specifically take care of gender analysis in project formulation.

Monitoring and evaluation skills.

Involving the women at the grassroots level in project planning phase.

Drawing up of detailed and realistic weekly plans. This may not always be possible.

### *Other*

Some issues which would make a woman think that she's equal with men in the home in terms of decision making. I am a Christian and still believe that the husband is head of the family.

I will not have an opportunity to apply the skill (gender analysis) because I am desk officer of a women's organization.

## Policy Makers End-of-Workshop Reactions

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### What I still need to learn more of is...

#### *Awareness*

Why women seem to be kind of shy (reluctant, unsure) to take the challenge.

Why the need to involve women was not identified earlier.

The reasons behind this problem.

Gender issues.

To balance the activities favouring women in a way that does not deprive men what is legitimately their privilege or opportunity. Positive discrimination for women must not mean deprivation of the rights/privileges of men.

#### *Knowledge*

Data on the involvement of women in employment and business.

Understand a little more about the shift from WID to GAD.

How best to find appropriate and acceptable skills for young women.

More practical examples of developing and undeveloped countries where gender issues have been critically examined and successful corrective actions taken without negative reactions from the male gender.

The topic of gender and development in more detail.

The epistemological basis of GAD.

What programme or strategy do you have to make the beneficiaries responsible and appreciative of the efforts of WID. The Jamaican women appreciated the efforts by not getting pregnant unnecessarily so that they could achieve their goal. There is a need for commitment, responsibility and accountability by the recipients.

The identification of the gender related issues.

## *Skills*

How to articulate that policy into action which is practical, meaningful, implementable and sustainable.

The actions to implement/fulfill the objectives of the policy document.

The way to identify projects that are sustainable, effective and appropriate without hitches which may jeopardize or torpedo it.

The development of policies and strategies that would involve gender in achieving sustainable economic growth.

What general skills are required in the various departments to take aboard and incorporate into action programmes real priority concerns.

Policy re-formulation if existing actions or strategies fail.

How best to formulate and implement gender programmes in my areas of responsibilities to ensure that women increase their participation.

Strategies to meet the need to integrate women and gender issues with the economic development of the country.

How the collaboration will be achieved to meet the needs of Malawian women (education, cultural, social, economic, health, etc.)

How government, NGO's and individuals will implement the Action Plan and sustain women's involvement in development.

To explore ways of implementing and achieving the various objectives set in the plan. How to overcome the various constraints.

Strategy assessment.

The role of NGO's in WID as they have been left out in SWOT Analysis, objectives and strategies. A statement that government recognizes their current roles and wishes to encourage their continued role would suffice.

The specific plans of actions by sectors -- the inclusion of gender concerns in the mainstream programmes.

Data on production activity and how to quantify if they have to be rewarded in monetary terms.

Gender analysis as a tool for programme planning for effective rural programmes.

The modalities of integrating women in the overall development process, bearing in mind that there are constraints in the way. The resource aspect is crucial; without the financial resources the commitment aspect comes to nothing.

How to make the men change their attitude toward women in development. Until now a lot of men still think women cannot do the work which men do. Many men are conservative and thereby inhibit women's progress.

Effective implementation of the Policy and Plan of action as it affects other organizations.

How to disaggregate data on gender and how to use that information to develop sustainable, equitable and effective programmes.