Gender Audit of the Adult Literacy Programme in TA Nankumba

Final report
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EXECUTIVE SUMMARY

The Adult Literacy Project (ALP), linking literacy training to community development and empowerment, targets illiterate people of whom the majority are women. The project has the potential of transforming people's lives by challenging gender inequality and, as such, it is a gender-responsive intervention that addresses the serious gender gap in adult literacy.

The analysis of the gender audit is centred on four key areas, namely, (i) gender issues in the context of existing expertise, competence and capacity building of the ALP work unit; (ii) gender issues in ALP's objectives, programming and implementation cycles; (iii) information and knowledge management within the work unit and public image of ALP; and finally (iv) work unit's perception of achievement on gender equality.

Looking at the project through a gender lens reveals that despite the overall objective of promoting increased gender equality and gender being a cross-cutting issue as well, the project does not have a systematic gender strategy in place to translate this methodically into action. Moreover, gender performance indicators and targets are entirely missing and, consequently, it is extremely difficult to assess the impact of project activities and measure to what extent the objective of increased gender equality has been achieved.

The ALP team has interest and positive energy to advance gender equality. However, very limited gender expertise has been used in the implementation of the project and there is no systematic strategy in place to build gender competence of the work unit, for example by offering staff to attend training/courses that deal specifically with gender so they understand better what gender mainstreaming is and how to make it happen.

ICEIDA has a comprehensive Gender Equality Policy in place (introduced in 2004) but the policy has not been actively disseminated within the work unit or to the partners at district and government level. Therefore, the Gender Equality Policy's objective of mainstreaming gender perspective into all aspects of ICEIDA's work seems to have little or no relevance to the ALP and the team implementing it.

In chapter 4 the audit has come up with some recommendations based on the main conclusions in the key criteria areas. These recommendations do not only apply to ALP but can also be applied in the wider ICEIDA context.

ABBREVIATIONS AND ACRONYMS

ALP	Adult Literacy Project
CBCCC	Community Based Child-Care Centres
CDA	Community Development Assistant
CMC	Circle Management Committee
DAGG	Development Assistance Group on Gender
GEP	Gender Equality Policy
GoM	Government of Malawi
ICEIDA	Icelandic International Development Agency
IEC	Information, education and communication
MDGs	Millennium Development Goals
MoGCCD	Ministry of Gender, Children and Community Development
MVP	Millennium Village Project
NGO	Non-governmental Organisation
PC	Project Coordinator
PIT	Project Implementation Team
PM	Project Manager
PMC	Project Management Committee
UNDP	United Nations Development Programme

1 INTRODUCTION

Background

Literacy of women is the key to improving health, nutrition and education in the family, and to empowering women to participate in decision-making in society. Mangochi District has one of the lowest literacy rates in Malawi with only 38 % of women and 59 % of men age 15 years and above estimated to be literate. The Icelandic International Development Agency (ICEIDA) has been supporting the Malawi National Adult Literacy Programme in TA Nankumba, Mangochi since 2001 and has now entered the final phase of the project (2007-2010).

Purpose

The gender audit is first and foremost a self-assessment at project level with the aim of reviewing to what degree the objective in the Project Document of increased gender equality has been achieved and to what extent ICEIDA's Gender Equality Policy has been implemented in the project.

Audit facilitation team

The audit was facilitated by a core team of four members: Ásdís Bjarnadóttir (team leader), Jo Tore Berg (ALP Project Manager), Levi Soko (ALP Project Coordinator) and Faniza Kaulembe (Head of Community Development Workers in Monkey Bay).

Timeline

The gender audit was conducted in May to September 2010. The audit process started with a consultative meeting of core team where members stated what they would like to see come out of this exercise.

Methodology

The ILO Participatory Gender Audit Methodology was used as a premise for this gender audit which constitutes two main elements: a) desk analytical work including reviewing key ALP documents and ICEIDA publications and website to assess the manner and extent to which gender is systematically mainstreamed in project activities and public image; and b) interviews/discussions with ALP project staff (two from ICEIDA, two from GoM); group discussions with facilitators, members of Circle Management Committee, and circle participants to complement the desk review. To have as wide variety as possible of documentation the audit has included materials of different nature, such as technical, administrative, information/promotional and gender-specific materials.

Report structure

The report has five sections:
- ❖ Executive Summary
- ❖ Introduction
- ❖ The Gender Audit
- ❖ Main Conclusions in the Key Criteria Areas
- ❖ Recommendations

2 THE GENDER AUDIT

The focus of the analysis is centred on four key areas:

- ❖ Gender issues in the context of existing expertise, competence and capacity building of ALP work unit.
- ❖ Gender issues in ALP's objectives, programming and implementation cycles.
- ❖ Information and knowledge management within the work unit, and public image of ALP.
- ❖ Work unit's perception of achievement on gender equality.

2.1 Gender issues in the context of existing expertise, competence and capacity building of ALP work unit

2.1.1 Existing gender expertise and strategy for building gender competence

The work unit has a positive attitude towards gender issues. The project does however not have a designated officer as a gender focal point, and even though government staff and ALP Project Manager (PM) and Project Coordinator (PC) have some knowledge of gender issues they are not specialists. Systematic strategy for building gender competence of work unit and implementing partners is not in place. Conversations with project staff revealed that there have not been any courses or trainings exclusively on gender but some trainings have gender as part of the courses' content. Circle facilitators feel that the training they receive on gender and gender equality is insufficient to motivate the community to participate and show interest in gender issues. They would like to receive more training and learn some techniques to be able to engage the community members in a more efficient way.

Capacity building for project staff and implementing partners is part and parcel of the ALP. Reports made available to the audit for review were from various trainings and refresher courses, namely for literacy circle facilitators, Circle Management Committees and community drama groups. We focused mainly on two points: a) gender balance of participants; and b) whether gender issues were considered to be of importance to the topics covered.

a) Gender balance of participants
An equal balance of women and men participants in the Circle Management Committee (CMC) training and refresher course reflects an equal gender balance of the CMCs which can be attributed to the ALP's requirement of +50% female membership in committees. There were however more male than female participants in the community drama groups training and the REFLECT facilitators training (initial training) with F=7 / M=17 and F=4 / M=8 respectively. With regard to the facilitators, the gender balance is generally very unequal with men facilitators in majority which is chiefly due to marked gender disparities in education between women and men.

b) Gender issues as topics covered by trainings
Gender and development were on the agenda of the Circle Management Committee training. According to the report, all topics were covered and participants participated actively. Gender issues were however not on the agenda of the refresher course and the

report does not indicate whether there was an effort to integrate them with other topics. Gender issues were on the agenda of the community drama groups training but not covered. Gender was not one of the topics covered during the REFLECT facilitators training.

2.1.2 ALP's interaction with national gender machineries and women's organizations

Improved collaboration of stakeholders in adult education and development is listed as one of the main activities undertaken by the project to achieve its objectives. While the project collaborates to a certain degree with stakeholders such as MAREFO and extension workers from other sectors, there is no indication of efforts to establish links with national gender institutions and/or women's organizations on gender issues as part of a strategy to attain the project's objective of increased gender equality. ICEIDA attended a few meetings of the Development Assistance Group on Gender (DAGG), a common platform created by development partners for offering assistance to the GoM in addressing gender concerns and promoting gender equality and gender mainstreaming, more though to observe than actively participate in activities.

2.2 Gender issues in ALP's objectives, programming and implementation cycles

The project document, annual work plans and budgets form the backbone of this chapter as they give detailed information about the objectives, programming and implementation of the ALP.

2.2.1 ICEIDA's mainstreamed strategy on gender equality as reflected in the objectives, programme and budget of ALP

Integration of gender equality into the project objectives
The overall development objective of ALP is quite broad: to support the Government of Malawi (GoM) to achieve the Millennium Development Goals (MDGs) and its national development of economic growth. The promotion of increased gender equality on both community and institutional level is also the project's overall objective and gender equality is as well identified as a cross-cutting issue in the project.

Formulation and translation of gender equality objectives into performance indicators and targets at the level of the project and budget
ALP's gender equality objective is not translated to action in the project implementation plan and, therefore, indicators and targets to monitor and measure outcomes and impacts on gender equality are absent at project level. There is no separate budget allocation for gender mainstreaming. The audit reviewed the budgets from 2008, 2009, and 2010 which reveal that there are no resources specifically ear-marked for gender-related work. Furthermore, gender objectives, and consequently indicators, are wholly absent from the budgets.

Incorporation of gender equality objectives into the ALP's work plans
Gender is not incorporated to any real extent into the work plans. In the 2008 and 2009 work plans, gender is identified as a cross-cutting issue in training for new facilitators under the objective of capacity building of Ministry of Gender staff (MoGCCD) and of community

volunteers. Training of drama groups and guest speakers' programmes should focus on cross-cutting issues to strengthen information, education and communication (IEC) and advocacy activities. It is however not specified which issues these are. There is no mention of gender or any cross-cutting issues in the work plan for 2010.

Understanding of gender as concerning women only or as concerning both sexes and the relations between them

The project does not distinguish clearly between focus on one sex and focus on gender relations - as in economic, social and power relations between men and women - and how these relations influence women's capacity to participate or benefit from project activities. The project document and the work plans equate gender first and foremost with women although the need to attract more male learners for men to benefit equally from the project is recognized[1]. Concerted efforts to draw out the voices of women and men as groups with different needs do not seem to have been made constantly throughout programming and implementation and thus the different experiences of women and men are not necessarily taken into account. Empowerment is the desired outcome at community level without specifying the differential impacts of the project on women and men.

Gender perspective and gender-disaggregated data/information in the background situation analysis and justification of project

The project document has incorporated a gender perspective in its analysis of socio-economic factors, particularly with regard to the education sector. Attention is brought to the causal link between high drop-out rates of girls from school and high illiteracy rates among women.

Gender-disaggregated data is used and analyzed in the background situation analysis and justification of the project document. The data reveals a significant gender difference in adult literacy rates so women will be the primary beneficiaries but emphasis is put on both men and women benefiting from the project.

2.2.2 Mainstreaming of gender equality in the implementation of programmes

Activities specifically geared towards gender equality

ALP has certain components whose aim is to contribute to gender equality. Guidelines for livelihood activities (adapted from UNDP guidelines, 2006) stipulate that at least 50% of the group members shall be women and gender sensitivity is one of the criteria for project appraisal although it is not specified what exactly is required to fulfil this condition. The Mangochi District Office and the ICEIDA ALP Project Coordinator go over the applications to ensure these guidelines are followed. According to project staff the livelihood activities succeed in terms of membership with approximately 75% female participants and 25% male participants on average but decision-making remains mostly in the hands of men. Other project activity promoting gender equality is raising gender-awareness by inviting guest speakers to disseminate information on gender issues to circle facilitators who then bring the topic to the literacy circles. The establishment of Community Based Child-Care Centres (CBCCC) can also be seen as a gender mainstreaming mechanism as it enables women to participate in the literacy circles. The function of the child-care centres has however not turned out as planned by the project and as a result it has stopped supporting them.

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[1] The project offered at one point gender-segregated circles in an attempt to increase the participation of men but it did not turn out to be successful.

Application of an organized approach for considering gender issues in the project
The audit reviewed minutes of meetings of three different bodies who all play an important role in the project's implementation in one way or another. These are: the Project Management Committee (PMC), a high-level body who meets bi-annually to monitor the status and progress of the project; the Project Implementation Team (PIT) who meets quarterly and is responsible for the day-to-day implementation of the project; and the circle facilitators who meet monthly to discuss problems and share experiences. We focused mainly on two points: a) gender balance of participants; and b) whether gender issues were on the agenda.

a) Participants
Lists of participants show a very unequal balance of women and men participants in the meetings. Men are in majority at all levels, i.e. from recurrent to PMC meetings. This unequal gender balance reflects in many ways the human resources at government level as most of the participants are GoM officials. With regard to the circle facilitators who are chosen by the community, their total number is 94 with 66 male and 28 female facilitators. This gender division can partly be explained by levels of qualification; possible candidates are required to have at least a Primary School Leaving Certificate and due to pronounced gender disparities in primary education in Malawi there are much fewer women who qualify than men. ALP tries to address this gender imbalance by encouraging women to become facilitators and thus take on a public role.

b) Topics
Gender issues were not on the agenda of any of the meetings. If there were any discussions about gender then the minutes do not reflect that. Gender imbalance in circle attendance is brought to attention in one of PIT meetings but it is more in the context of supervision than gender equality. It is however acknowledged that men need to be targeted in particular to boost their attendance.

Does ALP address the gender imbalances which are pronounced in Malawian society?
The very nature of ALP, which is literacy training tied with empowerment and community development, addresses gender imbalances in education. The project targets illiterate people of whom the majority is women. In the target area, Mangochi District, there is a significant gender difference in adult literacy rates: less than 38 percent of women are literate whereas the literacy rate for men is 59 percent. This difference is manifested in the literacy circles with over 90 percent of participants being female learners. The primary beneficiaries of the project are thus illiterate women who are already at a disadvantage. While acknowledging the importance of men being present when there are discussions about gender issues, project staff see the gender bias as positive. Literacy of women has high social and economic returns; it is key to improved health, nutrition and education, and to the empowerment of women as full participants in decision making in society.

2.3 Information and knowledge management within the work unit, and public image of ALP

2.3.1 Information and knowledge management within the work unit
ICEIDA's Gender Equality Policy has been made available to some staff (PM/PC) but not actively disseminated within the work unit or to the partners at district and government level.

Some of the CDAs, who are key personnel implementing project activities on the ground, had not heard of ICEIDA's GEP. They do however have access to wide variety of information on gender equality provided to them by other donors and by the GoM. The work unit does not have a designated officer tasked with systematically collecting and imparting gender-specific information to the project team to build their gender competence.

2.3.2 ALP and gender equality policy as reflected in public image

ALP is introduced and promoted along with other ICEIDA activities on the ICEIDA website and in ICEIDA's annual reports. The audit reviewed the website, and the 2008 and 2009 annual reports.

Information about illiteracy statistics and participation in literacy circles is gender-disaggregated which shows gender-awareness. There is however little or no effort made to capture the different impact of project activities on women/men and girls/boys. Furthermore, the overall message does not address the power relations between the sexes. The project's objectives, strategies and activities are not defined in a gender-specific manner (appear as in the project document) and there are no direct references to gender issues. Language refers mostly to 'villagers' and 'participants' as a homogenous group even though the majority of illiterates are women. On the website there are no references to gender equality in the context of ALP. The website has however a link to ICEIDA's Gender Equality Policy as well as some links to resources that focus on gender issues. A reference to ALP promoting gender equality is made in a gender mainstreaming chapter in the annual report from 2008. There is no reference to gender equality in the context of ALP in the 2009 report.

In general, photos used on the website and in the annual reports do not reflect gender balance. The photos are predominantly of women (and children), and women are portrayed primarily as caregivers or doing domestic work whereas men as breadwinners. The images thus perpetuate stereotypical roles. In the annual report from 2009 there are more pictures showing men and women engaged in similar activities, i.e. women and men are portrayed as caregivers, which is an indication of more gender-awareness.

Additionally to the above, although not promoting ALP directly, the audit also reviewed the web-based magazine on development issues published weekly by ICEIDA as it gives a good indication of the current development discourse. Publications from September 2010 were reviewed and they reveal that the web-based magazine consistently uses gender-sensitive language and provides information on and creates links to other sources of information on gender issues.

2.4 Work unit's perception of achievement on gender equality

2.4.1 Perception of gender

Interviews and discussions with ICEIDA project manager and project coordinator, CDAs, circle facilitators and participants reveal that they are well aware of gender and seem to have a common understanding of it, i.e. gender is not only about women but encompasses both men and women and refers to their relation. Gender is seen by some respondents in terms of workload; there are traditional chores for women and men and gender awareness challenges these conventional gender roles. Gender is also seen to be about equal opportunities and equal resources for all, and one respondent relates gender to the socio-economic empowerment of

vulnerable and disadvantaged group. All respondents agree that there are lots of perceptions about how men/women should behave and act and that gender puts question mark to these.

2.4.2 Perception of achievement on gender equality

In Malawi gender roles are pronounced and women generally have lower position than men. The respondents all agree that ALP tries to challenge this and bring about changes. Lack of interest in gender from men is seen as a major challenge by the facilitators, CMCs and CDAs who also mention that unequal gender balance of circle facilitators and CDAs is a concern with regard to the prioritization of gender issues. ALP has succeeded though in raising gender-awareness in the communities, mostly through provision of information booklets and newspapers as well as organising village meetings where gender issues are brought to the forefront. Circle facilitators and CMCs feel that a systematic strategy, for example in the form of training, is now needed to enable them and village leaders to follow up on the application of their new knowledge. One of the CDAs also points out that a broader stakeholder involvement is imperative; stakeholders such as church leaders and religious groups have to be on board to achieve gender equality.

ALP encourages circle participants to have discussions on gender issues, e.g. by introducing gender workload calendar to challenge conventional gender roles; it also encourages women to take on a public role by becoming facilitators; gender is part of training for project staff; and there is a policy in the ALP for circle committees to comprise of at least 50% of either gender. Despite these efforts to promote gender equality one project staff member is not entirely satisfied and believes that with better mechanisms and systematic approach the project could have performed better. Another project staff member has a slightly different perception and believes that the project, in relation to its objectives, has been highly successful in promoting gender equality because the majority of the beneficiaries are women who are a socially disadvantaged group in Malawi. By imparting literacy skills to women and raising their awareness of gender issues in literacy classes the project has succeeded in empowering them as they will now be able to effectively participate in development activities which might even put them in decision making positions in their communities. Livelihood projects that are aimed at economically empowering project beneficiaries have however not resulted in a significant success and, moreover, not altered the power relations between men and women despite having increased the participation of women.

ICEIDA's Gender Equality Policy is mentioned by only one of the respondents who points out that the policy is in place but there are no mechanisms to ensure that gender mainstreaming is implemented in practice. This applies not only to the ALP but to all ICEIDA projects in general.

3 MAIN CONCLUSIONS IN THE KEY CRITERIA AREAS

3.1 Gender issues in the context of existing expertise, competence and capacity building of ALP work unit

Capacity building is an integral component of ALP but there is no systematic strategy in place for building gender competence of work unit and implementing partners. This is not consistent with ICEIDA's Gender Equality Policy (GEP) according to which training of employees is one of four fundamental activities and actions of ICEIDA's gender mainstreaming efforts.

Reports from various trainings and refresher courses all talk about active participation of participants. The reports do however not indicate whether both men and women took equally active part in the deliberations. Gender issues do not seem to figure high on the agenda of the trainings. Whether this is because of limited interest or understanding on behalf of the facilitators or of those organizing the trainings is unclear. It does however indicate that gender equality is treated more as an add-on than as a central issue which is not consistent with the project's overall objective of promoting increased gender equality.

Despite ALP's stated objective of promotion of increased gender equality on both community and institutional level, there is no inbuilt mechanism in the project document which stipulates cooperation with gender machineries and/or women's organizations, governmental or NGO, who have the potential to be key partners for gender. The attendance of ICEIDA at DAGG meetings is solely the initiative of the current ALP project manager. Due to the lack of active involvement with gender machineries the project is somehow excluded from current gender debates and the resulting policies on gender issues.

3.2 Gender issues in ALP's objectives, programming and implementation cycles

The project has incorporated a gender perspective in its analysis of socio-economic factors and one of its development objectives is the promotion of increased gender equality. Gender is also identified as a cross-cutting issue. In implementation the focus is however first and foremost on literacy. Gender mainstreaming is not systematically translated into action and ALP's budget and work plans do not reflect any mainstreamed strategy on gender equality.

ALP has certain components whose aim is to contribute to gender equality, for example gender criteria for committees and livelihood groups. In the case of livelihood activities, they have succeeded in terms of membership with approximately 75% female participants and 25% male participants on average but decision-making remains mostly in the hands of men. This shows that women's participation is not equal to implementing gender. Because of the substantially inferior social and economic power of women as compared to men in Malawian society, it is necessary to specifically address the participation of women in order to ensure that both genders participate in, and benefit from, development cooperation.

The audit reviewed minutes from eight meetings of three different bodies who all play an important role in the project's implementation in one way or another. The review concludes that gender issues are not considered of high importance to the topics being discussed. This is not to say that gender is entirely absent from discussions and the audit recognizes that the number of meetings covered is too limited to draw firm conclusions. However, given the

broad scope of the meetings, they should give a fairly accurate picture of the project implementation which suggests that an organized approach for considering gender issues in the project is not applied.

Even though gender issues are not systematically incorporated into ALP's programming and implementation cycles, the very nature of the project, which is literacy training tied with empowerment and community development, addresses gender imbalances which are pronounced in Malawian society. The project targets illiterate people of whom the majority is women and there is evidence that the ALP has actually contributed to better literacy and awareness of women, as compared to men, and thus increased their ability to engage in development processes (report from the MDG Centre, 2008).

3.3 Information and knowledge management within the work unit, and public image of ALP

Gender-specific information is not methodically collected and shared within the work unit to build gender competence of the project team. ICEIDA's Gender Equality Policy has been made available to some staff but not actively disseminated within the work unit or to the partners at district and government level which indicates that its objective of mainstreaming gender perspective into all aspects of the Agency's projects is not a priority.

ALP's public image is generally positive and promotional materials that give an overview of the project reveal its image as largely gender-sensitive. This is not necessarily intentional but can mostly be attributed to the fact that key project activities serve primarily the interests of illiterate people of whom the majority are women. Pictures used to promote ALP do not reflect gender balance but rather perpetuate stereotypical roles by portraying women primarily as caregivers or doing domestic work whereas men are portrayed as breadwinners. The annual report from 2009 does however show an indication of more gender-awareness by using more pictures showing men and women engaged in similar activities. The ICEIDA web-based magazine is a source of information on gender issues and also creates links to other sources of gender-related information which increases accessibility.

3.4 Work unit's perception of gender and achievement on gender equality

Project staff does not show any conceptual confusion between sex and gender. All agree that the ALP has succeeded in raising gender-awareness and contributed to gender equality with better literacy and awareness of women, as compared to men. However, as the project has no gender indicators or benchmarks, it is difficult to measure to what extent exactly the objective of increased gender equality has been achieved. The work unit makes little or no reference to ICEIDA's Gender Equality Policy which indicates that, in practice, it is not associated with the promotion of gender equality.

4 RECOMMENDATIONS

Based on the above conclusions the following are recommendations of how to:

1. **Improve expertise, competence and capacity building of project / programme staff in gender**

- Designate a gender focal point as part of systematic strategy to build gender competence of work unit / programme. Make sure that the duties of the gender focal point are specified in a job description to give her/his position more legitimacy and accountability.
- Offer all programme staff training on gender and gender mainstreaming because they, irrespective of their focus area, should have sound knowledge of gender concerns. Explore establishing linkages between ICEIDA and the Gender Equality Training Programme University of Iceland for these purposes (e. g. short courses and seminars on gender equality for professionals).
- Create alliances with women's organizations, governmental or NGO, as they are key partners for gender and can bring new competences to gender debates.
- Participate with other like-minded donors on gender equality in sector working groups (such as DAGG) or roundtables and increase policy dialogue and joint support for gender equality initiatives.

2. **Translate gender equality objectives into action in programming and implementation cycles**

- Apply gender budgeting to show firm commitment to gender equality, i.e. by specifically ear-marking resources for gender-related work, expectations and requirements for gender mainstreaming have been set in place.
- Incorporate gender equality objectives into the annual work plans by setting gender benchmarks and make sure that indicators and monitoring mechanisms are in place.
- Develop gender-sensitive indicators which measure how far and in what ways development initiatives have met their gender objectives and achieved results related to gender equality[2]. The results from these indicators must be measured from some baseline, or starting point, in order to measure how effective an action has been and how much, if any, change has been achieved.
- Use annual planning as a key moment to take stock of new gender related issues that may have emerged during implementation (e.g. increased participation of women in livelihood projects does not automatically give them decision-making power) and how they may be improved to support gender equality further.

3. **Improve information and knowledge management within the work unit**

- Gender-specific information should be systematically collected and communicated within the work unit by a designated officer (could be one of the duties of the gender focal point). This will eventually lead to increased gender competence of staff.
- Key document such as ICEIDA Gender Equality Policy should be disseminated to all stakeholders in the beginning of a programme and mechanisms put in place to make sure it is implemented.

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[2] The DAC Nework on Gender Equality has some useful practice notes on how to develop gender-sensitive indicators (http://www.oecd.org/document/13/0,3746,en_2649_34541_44833933_1_1_1_1,00.html).

4. Ensure that all ICEIDA projects/programmes promote gender equality

- ICEIDA Headquarters and Country Offices should specify or initiate the development of an action plan for carrying out ICEIDA's Gender Equality Policy.

- Apply gender criteria to all projects/programmes to assess their contribution to gender equality. Meeting the criteria (fully or partly) could also serve as one of the conditions for approval of new projects/programmes[3].

- Develop a gender checklist to guide gender mainstreaming into future ICEIDA projects/ programmes with the aim of achieving greater gender equality. The checklist should preferably be developed in a participatory manner by the users to make sure that it is a 'living' and usable tool.

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[3] The Austrian Development Cooperation has developed a gender equality questionnaire which ICEIDA could for example draw upon. It accessible on their website: http://www.entwicklung.at/search/en

ANNEXES

Annex I: List over gender audit interviews/discussions and documents reviewed

Interviews and discussions

<u>Individual interviews</u>

J. T. Berg, ALP Project Manager, ICEIDA
L. Soko, ALP Project Coordinator, ICEIDA
F. Kaulembe, CDA, GoM
J. Chingoni, CDA, GoM
A. Chilupani, CDA, GoM

<u>Discussions</u>

Facilitators at a monthly recurrent meeting in the Community Resource Centre, Monkey Bay
CDAs group discussion in the Community Resource Centre, Monkey Bay
Literacy circle participants and Circle Management Committee during a visit to a literacy circle

Documents reviewed

<u>Documents/material put through a gender lens</u>

ICEIDA/GoM (2006). Support to the National Adult Literacy Programme in TA Nankumba 2006-2010.
ICEIDA Annual Reports from 2008 and 2009.
ICEIDA/GoM [year]. Guidelines of livelihood activities for poverty reduction.
Minutes from ALP PIT meetings July 2009, November 2009, May 2010.
Minutes from ALP PMC meetings August 2009, December 2009.
Minutes from ALP recurrent meeting April 2009.
Status report on ALP, August 2010.
Report on the REFLECT facilitators initial training in the REFLECT approach, June 2010.
Report on the community drama groups training, May 2010.
Report on REFLECT Circle Management Committee (CMC) refresher course, May 2009.
Report on REFLECT CMC community based training, July 2010.
Annual work plans and budget from 2008, 2009 and 2010.
ICEIDA website.
ICEIDA weekly web-based magazine on development issues in September 2010 (five issues).

<u>Support documents</u>

ICEIDA (2004). Gender Equality Policy. Policy Paper No 2.
ICEIDA (2008). A Comparative Assessment of ICEIDA's Rural Development Programmes in Uganda and Malawi with the Millennium Villages Project Approach. Report by Wanjiku, M. with contributions from Denning, G., Kozar, R. and Olayo, B. The MDG Centre East and Southern Africa.

SIDA (2007). Gender Mainstreaming Manual.

ILO (2007). A manual for gender audit facilitators: The ILO participatory gender audit methodology.

NORAD (1999). Handbook in Gender and Empowerment Assessment.

GoM, [year]. The National Gender Policy.

GoM/EU (2008). Gender Manual: Capacity Building Programme for Non-State Actors in Malawi.

S. Karuti for the MDG Centre (2009). MVP Gender Checklist.

Austrian Development Cooperation (2008). Gender Equality Questionnaire.

K. Benediktsson and L. R. Kamtengeni (2004). Support to the National Adult Literacy Programme Monkey Bay 2001-2004. External Evaluation.

A. Rogers (2008). A process review of the ICEIDA supported REFLECT programme in Monkey Bay.

Annex II: Definitions of terms

Gender: The social differences and relations between men and women that are learned, changeable over time, and have wide variations both within and between societies and cultures. These differences and relationships are socially constructed and are learned through the socialization process. They determine what is considered appropriate for members of each sex. They are context-specific and can be modified.

Gender budgeting: The application of gender mainstreaming in the budgetary process. It means incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

Gender roles: The roles and tasks that the genders are expected to perform respectively in society and which are often based on stereotypical ideas on the abilities and "nature" of the genders. Thus, it is often presumed that women are by nature better suited to raising children and men are better suited to changing tyres.

Gender equality: The equal status, opportunities and rights of men and women in the community.

Gender mainstreaming: The view that gender equality issues are issues that concern society as a whole. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.

Gender-sensitive indicators: Indicators disaggregated by sex, age and socio-economic background. They are designed to demonstrate changes in relations between women and men in a given society over a period of time. The indicators comprise a tool to assess the progress of a particular development intervention towards achieving gender equality. Sex-disaggregated data demonstrates whether both rural women and men are included in the programme or project as agents/project staff, and as beneficiaries at all levels. The approach allows for effective monitoring and evaluation.

Annex III: Question list for ALP Project Manager/Project Coordinator/Community Development Workers

Gender equality awareness and building gender competence

- Have you heard of ICEIDA's Gender Equality policy (GEP)?
  If yes, has it been made available to you?

- Has the GEP been introduced to partners of ICEIDA?

- Have you attended any training/courses that deal specifically with gender?

- What are the perceived and real levels of expertise regarding gender: knowledge, skills and attitude?

- How is learning in the workplace promoted?

Programming and implementation

- What are the overall objectives of the project?

- Where do you see gender mainstreaming fitting into the overall direction of the ALP?

- How much time do you spend on gender-related tasks?

Perception of achievement on gender equality

- How do you perceive gender?

- What is the relative success and outcomes of the project's work on gender equality (if any)? Qualify these perceptions in terms of:
- changes resulting from the work done
- their relation to the objectives of ICEIDA's Gender Policy
- the objectives of the project

Annex IV: Focus of analysis in each key area

<table>
<tr><td colspan="2">1. Gender issues in the context of the work unit and existing expertise, competence and capacity building</td></tr>
<tr><td>Unit´s interaction with national gender machineries and women's organizations</td><td>Existing gender expertise and strategy for building gender competence</td></tr>
<tr><td colspan="2" align="center">Guiding questions</td></tr>
<tr><td>1. Does the work unit interact actively with national gender institutions and women's organizations working for women's advancement or with international gender networks for gender equality?</td><td>1. Are there specific posts and resources for gender specialists/advisory staff in the unit?</td></tr>
<tr><td>2. Does the work unit maintain contacts with representatives of NGOs, including women's associations and academic institutions? What is the nature of these contacts?</td><td>2. What initiatives have been taken by the unit's management to promote capacity building on gender?</td></tr>
<tr><td>3. Has the work unit identified institutions that pose constraints to its achievement of gender equality?</td><td>3. How is learning in the workplace promoted?</td></tr>
</table>

<table>
<tr><td colspan="3">2. Gender issues in the work unit´s objectives, programming and implementation cycles</td></tr>
<tr><td>Organization's mainstreamed strategy on gender equality as reflected in work unit's objectives, programme and budget</td><td>Mainstreaming of gender equality in the implementation of programmes</td><td>Systems and instruments in use for monitoring and evaluation</td></tr>
<tr><td colspan="3" align="center">Guiding questions</td></tr>
<tr><td>1. Is gender equality integrated into the work unit's programme objectives, and, if so, how?</td><td>1. What activities are specifically geared towards gender equality? What proportion of the total activities do they represent?</td><td>1. What systems, methods and/or programme instructions for planning and reporting does the work unit staff use?</td></tr>
<tr><td>2. Do the policies and strategic objectives show that gender is understood as concerning women only or as concerning both sexes and the relations between them?</td><td>2. How have these activities come about? Have they been identified by gender analysis, personnel in the unit or by others?</td><td>2. Are any mechanisms in place to monitor and evaluate gender issues in the project? If not, what kind of mechanisms are needed?</td></tr>
<tr><td>3. Are gender equality objectives formulated and translated into performance indicators and targets at the level of the programme and budget?</td><td>3. Is an organized approach for considering gender issues (gender analysis) applied in the project?</td><td>3. Are sex-disaggregated data collected and used systematically in planning and reporting?</td></tr>
<tr><td>4. Is gender budgeting applied in the project, and, if so, how does it impact the project?</td><td>4. Are gender equality objectives reflected in both regular budget allocations and extra-budgetary allocations?</td><td>4. How can systems be improved in order to better incorporate and monitor gender?</td></tr>
<tr><td>5. Are gender equality objectives incorporated into the work unit's work plans?</td><td>5. Does the project address the gender imbalances which are pronounced in Malawian society?</td><td></td></tr>
<tr><td>6. Has a plan to prioritize gender issues in the sector/region/country been formulated?</td><td></td><td></td></tr>
</table>

3. Information and knowledge management within the work unit
Guiding questions
1. Is information collected, disseminated and used in a structured manner? Is someone assigned to this task?
2. Is there an overview of existing documentation on gender equality, and is this widely accessible?
3. Is there an overview of available gender training modules/tools?
4. Are policy documents on gender available and actively disseminated to the work unit's staff and partner organizations?
5. If there is a work unit newsletter, does it pay attention to experiences in projects on gender issues?

4. Work unit's perception of achievement on gender equality
Guiding questions
1. Perceptions of gender differ for different people – how do stakeholders in the project perceive gender?
2. Do work units have ideas about the relative success and outcomes of their work on gender equality? Qualify these perceptions in terms of: - changes resulting from the work done - their relation to the objectives of the organization´s gender equality and mainstreaming policy - the objectives of the project