



Government of Malawi

GENDER AND DEVELOPMENT INDEX

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Foreword and Acknowledgement



This is the second edition of the Malawi Gender and Development Index (MGDI) produced to measure gender equality and women empowerment in the country. In 2009, Malawi joined the twelve African countries which piloted the Gender and Development Index that was initiated by the Economic Commission for Africa.

This report, therefore, highlights disparities between men and women in economic, social and political space and the progress the Government of Malawi has made in implementing national, regional and international instruments in addressing these disparities.

The MGDI will enable the Government, civil society organisations, development partners and the private sector implement and support programmes that are aimed at reducing disparities that exist between men and women in Malawi.

The Ministry of Gender, Children and Community Development and the National Statistical Office (NSO) acknowledge the technical and financial assistance from the Government of Malawi, the Department for International Development (DFID), United Nations Population Fund (UNFPA) and the Economic Commission for Africa (ECA) that facilitated the production of the report. Further, the input from all Government Ministries, Departments, Institutions, the civil society organizations, the private sector and individuals towards the production of this report is greatly appreciated. Lastly, I would like to thank the members of staff from Ministry of Gender and from the National Statistical Office for working on this report namely Mr Shelton Kanyanda (team leader NSO); Mr Harry Chidengu-Gama (team leader Ministry); Ms Alice Mkandawire; Mr Blazio Haleke; Mr Kondwani Chilopa; Mr Ernest Msukwa; Tabitha Mlotha and Lloyd Simwaka (Consultant).

Charles Machinjili

Commissioner of Statistics

COUNTRY PROFILE

Malawi is a landlocked country south of the equator in sub-Saharan Africa. It is bordered to the north and north-east by the United Republic of Tanzania; to the east, south and south-west by Mozambique and to the north-west by the Republic of Zambia.

The country is 901 kilometers long and ranges in width from 80 to 161 kilometers. It has a total area of 118,484 square kilometers of which 94,276 square kilometers is land area. The remaining area is mostly composed of Lake Malawi, which is about 475 kilometers long and runs down Malawi's eastern boundary with Mozambique.

Malawi's most striking topographic feature is the Rift Valley that runs the entire length of the country, passing through Lake Malawi in the northern and central regions to the Shire Valley in the South. The Shire River drains the water from Lake Malawi into the Zambezi River in Mozambique. To the west and south of Lake Malawi lays fertile plains and mountain ranges whose peaks range from 1,700 to 3,000 meters above sea level.

The country is divided into three regions: the Northern, Central and Southern regions which are further divided into districts. In total, there are 28 districts in the country. Administratively, the districts are subdivided into Traditional Authorities (TAs), presided over by chiefs. Traditional Authorities are composed of villages, which are the smallest administrative units and are presided over by village headmen.

Demographically, the 2008 Population and Housing Census recorded a total population of 13.1 million and projections estimate that the 2011 total population is at 14.4 million of which 51 per cent is female. The population is largely rural-based with only 15.3 percent residing in the urban areas.

Malawi is categorized as one of the developing countries in the world with nearly half (52.4%) of the population living below the poverty line and poverty is more prevalent in the rural and peri-urban areas. Agriculture is the backbone of the economy, accounting for more than 90 percent of its export earnings, contributing approximately 45 percent of gross domestic product (GDP), and supporting 90 percent of the population. The country's export trade is dominated by tobacco, tea, cotton, coffee and sugar.

BACKGROUND

The Economic Commission for Africa (ECA) introduced an African Gender and Development Index (AGDI) to facilitate an effective monitoring mechanism on gender equality and women's advancement. The AGDI is designed to measure the gap in the status of women and men in Africa and to assess the progress made by African governments in implementing the gender policies they have developed. It is a composite index consisting of two parts, a Gender Status Index (GSI) and the African Women's Progress Scoreboard (AWPS).

The AGDI incorporates the major international and African charters and conventions and integrates a number of variables that have a particular importance for African men and women. It is widely recognized that the existing global instruments used to measure gender and development issues and women's empowerment should be expanded to better reflect the realities of women and men on the African continent, so as to assess the gender gap in each African country and to help governments improve their performance on gender equality and equity.

The AGDI is a measure that focuses on the African continent. It is specifically an African index in three aspects. Firstly, it takes into account the major African charters and documents that have a bearing on gender relations. Secondly, it identifies gender gaps in the selected power blocks and facilitates the review of the underlying gender relations in Africa. Thirdly, its findings are specifically from the African countries, based on nationally available statistics.

The AGDI is constructed as a tool for women's empowerment and gender equality and is based on an analysis of gender gaps and the underlying gender relations in Africa. Effective gender policies can work towards greater gender justice and equality. It is important to note that gender equality does not mean sameness between men and women, but equality of rights, participation, opportunities and access and control over resources. The AGDI will present the level of inequality that exists between women and men through the gaps in the various indicators under review.

Malawi, with financial and technical assistance from the Government of Malawi, the Department of International Development (DFID) and the Economic Commission for Africa (ECA) started developing the Malawi Gender and Development Index (MGDI) in early 2009. The process has been a collaborative effort between the National Statistical Office (NSO) and the Ministry of Gender, Children and Community Development. This is an adaptation of the African Gender and Development Index. The MGDI is a composite index that combines both a

quantitative assessment of gender equality in the social, economic and political spheres using a Gender Status Index (GSI); and a qualitative evaluation of government's performance in their implementation of specific treaties, declarations, and resolutions through an African Women's Progress Scoreboard (AWPS). Amalgamating the two has provided a holistic picture of the status of women in Malawi and offers opportunities for actions to be taken to correct imbalances between males and females in their access to social, economic, and political space in society.

The GSI is a measure of relative gender equality that captures issues related to gender that can be measured quantitatively. The GSI is based on three blocks; social power, economic power and political power. The 'social power' block includes indicators on education and health; the 'economic power' block contains indicators on income, time use, employment and access to resources; the 'political power' block consists of indicators on formal and informal political power.

Each block of the GSI is divided into various components. The components are subdivided into a number of sub-components and then into indicators/variables. Since the GSI deals with gender, women specific issues such as maternal mortality are not included in the GSI but in the scoreboard. The various indicators receive equal weight within the particular sub-component and component. This principle is upheld for the components within each block. The three blocks receive an equal weight in computing the GSI.

The second component of the MGDI is the African Women's Progress Scoreboard (AWPS) which complements the GSI. The AWPS is a measure of government policy performance regarding women's advancement and empowerment and deals with qualitative issues. It tracks government progress in ratifying relevant conventions such as Convention on the Elimination of All Forms of Discrimination Against Women CEDAW, the Beijing Declaration and Platform for Action and the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (African Women's Rights Protocol), and in implementing policies, in line with international documents, on such issues as violence against women, maternal mortality, contraception, HIV and AIDS, women's land rights, women's right to equal wages and access to new technologies and agricultural extension services. Lastly it looks at measures governments have or have not taken in relation to women's political participation. The AWPS indicates both where Malawi is performing well and where there are gaps in implementation. The AWPS, together with the GSI, provides the

“Together the Gender Status Index and the Women's Progress Scoreboard indicate where the Government and Civil Society could increase their efforts to improve women's status in Malawi”

information on the basis of which progress in achieving the Malawi Growth and Development Strategy (MGDS), Millennium Development Goals (MDG's) and gender policies can be tracked.

METHODOLOGY AND DATA SOURCES

The Malawi Gender and Development Index (MGDI) consist of two parts:

- The Gender Status Index (GSI) which is measured quantitatively and
- The Women's Progress Scoreboard (WPS) which is measured qualitatively

THE GENDER STATUS INDEX (GSI)

The Gender Status Index (GSI) is composed of three blocks that are divided into components as follows:-

1. **Social Power:** comprising the following two components Education and Health
2. **Economic Power:** comprising three components:- Income, Time Use or Employment & Access to Resources
3. **Political Power:** comprising two components:- Public Sector & Civil Society

Each component is further divided into sub-components under which there are indicators. The Gender and Status Index has a total of 44 indicators.

Calculation of the GSI

Each GSI indicator is calculated by comparing the ratio of female achievement to that of males'. The closer the result is to 1.00, the greater the indication of gender equality. Some indicators, however, do not follow this method of computation. These are in relation to eight "negative indicators": health (stunting, underweight, under-five mortality) HIV/AIDS prevalence; income (share of women under poverty line); time-use (domestic care and volunteer activities; time spent in non-market economic activities or unpaid family workers in market activities) and youth unemployment. For all of these the calculations are based on comparing the situation of males to that of females. Once the indicators are calculated, the value for each sub-component, component and block is assessed sequentially using a simple arithmetic mean. The

overall GSI is finally compiled as the mean of the THREE BLOCKS to give the overall gender profile of Malawi.

Weighting System

The forty four (44) indicators were selected for their adequacy to measure gender inequalities and for their availability. These indicators do not necessarily have the same weight. However each indicator has the same weight in a sub-component. The more sub-components and components in a Block the less each individual indicator weighs. In general all indicators in a component have equal weight. Hence indicators which are not built into sub-components but directly into components have a more prominent weight.

THE MALAWI WOMEN'S PROGRESS SCOREBOARD (MWPS)

This is a measure of government policy performance regarding women's advancement and empowerment and deals with qualitative issues. Similar to the GSI, the Scoreboard functions under the THREE BLOCKS of social, economic and political. However, in view of its unique objectives of also assessing the human rights of women, it also possesses a *women's rights* block as an additional (fourth) block. The inclusion of a rights assessment of the GDI framework is not to suggest that the other blocks are not sensitive to women's rights. This rights block rather reinforces the other three by providing a special window of opportunity for investigating the country's performance of treaty obligations in fields that are social, economic and political.

Calculation of the Women's Progress Scoreboard

A simple scoring system based on a three-point of 0-1-2 is used for computation of each indicator against 15 performance indicators of (1) Ratification (2) Reporting (3) Law (4) Policy Commitment (5) Development of Plan (6) Targets (7) Institutional mechanism (8) Budget (9) Human resource (10) Research (11) Involvement of civil society (12) Information and dissemination (13) Monitoring and evaluation (14) Capacity Enhancement, and (15) Accountability and Transparency.

The guiding bench marks are as follows:-

- 0 (zero) indicates no action taken;
- 1 (one) indicates partial action taken; and
- 2 (two) full action taken.

The computation is different from that of the GSI, where the blocks receive equal weight. All scoreboard variables receive the same weight as opposed to the block as a whole. The Scoreboard is measured in percentages set to a possible maximum score, in which each row has a possible maximum score set at 100 per cent. The total score of the scoreboard is similarly computed from the total of all thirteen rows, which again is set at 100 per cent.

Data Sources

Data used in the computation of the Gender Status Index came from two data types. The first data type was official published reports from government ministries and departments while the other data type was data collected from relevant institutions by the team working on the GDI. Published reports include the 2008 Population and Housing Census; 2009 Welfare Monitoring Survey; 2010 Education Management Information System (EMIS); 2006 Multiple Indicators Cluster Survey (MICS); 2004 Integrated Household Survey (IHS); 2007 National Census of Agriculture and Livestock (NACAL); Status of Early Childhood Development in Malawi: Analysis of trends, successes and challenges (2011); and 2010 Malawi Demographic and Health Survey (MDHS) carried out by the National Statistical Office. Table 8 provides a detailed list of the data and information sources. Additionally, a number of documents were also reviewed to give meaning and explanations to the scores in the GSI and the Scoreboard. A list of additional references is also provided.

On the other hand, the scoring of the Malawi Women's Progress Scoreboard was undertaken by the AGDI National Advisory Panel whose representatives are from Ministry of Gender, Children and Community Development in consultation with the Ministry of Justice and Constitutional Affairs; Ministry of Labour; Ministry of Lands and Urban Development; Ministry of Development Planning and Cooperation; Ministry of Agriculture and Food Security; Ministry of Health; Ministry of Foreign Affairs; Department of Nutrition, HIV and AIDS; Human Rights Commission; National Statistical Office; Malawi Police Service; United Nations Population Fund; Ministry of Education and NGO Gender Coordination Network.

MAIN FINDINGS

The 2011 MGDI shows that the overall Gender Status Index is at 0.621 a slight decline from 0.639 registered in 2010. On the other hand the Women's Progress Scoreboard is at 61.8 per cent which is also a decline from 67.1 per cent recorded in 2010 (See Tables 9 and 10). However, it should be noted that for consistency and better comparability of the indices and scores over the years, the indicators for both the GSI and WPS need not be changed for a period of at least 4-5 years.

GENDER STATUS INDEX

The 0.621 result imply that Malawi is doing fairly well in gender equality performance. Of the three blocks that form the index, the country is doing very well in the social power (0.939) which has registered an increase from the previous figure of 0.926 followed by economic power (0.661) which is a decline from 0.724 in the preceding year. However, the country continued performing poorly in the area of political power. This component was the lowest in the previous year recording 0.266 and has slightly gone up to 0.230 in the period under review.

Performance under each component that constitutes the three blocks of the index is discussed in the subsequent sections and sub-sections.

Social Power "Capabilities"

The Social Power or Capabilities block has indicators on education and health. Achievements on each of the selected indicators for the GSI under this block are presented in the table below.

Table 1: Gender gaps in the Social Block

Component	Sub-component	Indicator	Data			Sub Component	Component	Block
			Women	Men	Indicator			
Education	Enrolment	Early Childhood enrolment	-	-				
		Primary enrolment rate (net)	84.0	82.0	1.024			
		Secondary enrolment rate (net)	15.0	12.0	1.250			
		Tertiary enrolment rate (gross)	0.3	0.7	0.429	0.901		
	Completion	Proportion of pupils starting grade 1 who reach last grade primary	68.0	73.0	0.932			
	Literacy	Literacy rate of 15 - 24 years old	60.0	79.0	0.759		0.864	
Health	Child Health	Stunting under 5 using minus 2 standard deviation	43.3	51.1	1.160			
		Underweight under 5 using minus 2 standard deviation	11.7	14.0	1.027			
		Mortality under 5	117.0	138.0	1.024	1.070		
	HIV/AIDS	HIV/AIDS prevalence among 15-24 years old	12.9	8.1	0.948			
		Access to anti retroviral treatment	274,238.0	177,308.0	0.971	0.959	1.015	0.939

Social Power “Capabilities” - Education

Enrolment¹, Survival and drop out

Under the enrolment sub-component, there has been a further decline in gender disparities particularly for primary and secondary school education. Gender disaggregated data for early childhood enrolment has been hard to find, therefore it has not been possible to paint a clear picture of progress between female and male children in this area. The scarcity of early childhood enrolment data is currently not available because it is not being collected. The only data which is collected at the end of the year is the aggregate number ECD Centres and number of children at ECD centres. The Ministry of Gender, Children and Community Development with support from the World Bank and UNICEF is currently setting up a database which will be able to capture data on early childhood enrolment. Absolute numbers show that by 2010 there were 895,818 children enrolled in 9,780 Early Childhood Development (ECD) Centres representing 34 % coverage across the country compared to 771,666 children enrolled in 8,890 Centers in 2009 representing 32% (CSEC, 2011).

Through the Ministry of Gender, Youth and Community Services, the Government of Malawi developed a policy on Early Childhood Development (ECD) in 2003 to provide clear guidance to all stakeholders and co-operating partners on how best to prepare a future generation for Malawi. The ECD Policy recognises that investing in early childhood helps to reduce inequalities rooted in poverty and social discrimination in society by enabling all children a fair and sound start in life. The policy ensures that the provision of care and support is in the best interest of the Malawian child and in line with the United Nations Convention on the Rights of the Child.

To operationalize the policy, the Government translated it into two major vernacular languages before distributing copies to various stakeholders concerned about and involved in ECD activities. Further, the Government developed a National Strategic Plan (2009 - 2014), an Advocacy and Communication Strategy and training materials on ECD. Caregivers and Parents Committees have been trained. Incentives have also been provided to caregivers to encourage them in their work.

¹ This refers to net enrolment which is defined for ages 6-13 for primary school and 14-17 for secondary school and 18-21 for tertiary education.

Although women in Malawi generally seem to fare worse than their male counterparts on most social indicators including health, tertiary education enrolment and literacy, the country has achieved gender parity with respect to primary and secondary school enrolments with girls slightly surpassing boys as is depicted in the Table 1 above which is an indication of improvement in attitudes towards girls' education. The gender parity also creates the picture that Malawi has succeeded in enrolling the majority of its primary school age group with an overall enrolment rate of 83% which is a very good stride towards the Millennium Development Goal and the Education For All (EFA) goals for 2015. The introduction of Free Primary Education in 1994 has played a significant role in primary school enrollments.

In terms of net primary education enrolment, 84% girls as compared to 82% boys were enrolled. Whilst the available statistics shows that the primary school age population of girls has grown faster than that of boys in the recent past leading to the achievement of parity in net enrolment rate, the picture may be slightly different if the issues of repetition at each level of the primary education cycle were to be factored in. The repetition rate between standards 1 and 8 ranges between 12.9% and 25.1% for boys and 13.5% and 24.1% for girls.

Data from the Education Management Information System (EMIS, 2010) shows an increasing trend in the survival rate² of pupils to standard 8 (the last grade of primary education). According to EMIS 2010, the total survival rate for standard 8 increased from 26.1% in 2005 to 48.8% in 2010. In terms of gender, the trends have also been increasing for both boys and girls during the period. However, the rate of increase for girls has been lagging behind that of boys. For instance, in 2005 the survival rate for girls to standard 8 was 22.9% against 30.1% for boys and in 2010 the rate for girls was 45.0% as compared to 53.1% for boys. It should, however be noted that by 2010 survival rate was higher in lower classes up to standard 5, with a record 74.7% for boys and 72.0% for girls. An increase in the survival rate may partly be attributed to an improvement in sanitary facilities particularly for girls in most schools.

Despite the stated discrepancy which has continued over the years, it should be noted that there has been an improvement in the survival rate for both standards 5 and 8 since 2005. In 2005 the aggregate survival rate for standards 5 and 8 were at 49.8% and 26.1% respectively before rising to 51.8% and 30.2% in 2007 before getting to 73.5% and 48.8% in 2010 (EMIS, 2010).

² This is defined as the proportion of a cohort of pupils who reach each successive Standard expressed as percentage of pupils enrolled in the first Standard of a given cycle in a given school year.

A Country Status Report for Malawi (2009) on education highlights both demand and supply factors that influence the low retention and the survival rate in primary schools. On the demand side, families' economic difficulties and behaviour such as pushing girls into early marriage as well as early pregnancy and family responsibilities are cited as the main factors. With regard to economic difficulties, most families would resort to sending their children to engage in child labour either as house workers in towns and/or to work in farms. When girls reach standard 5 and a little beyond, they reach puberty and are often subjected to sexual harassment and assault both on their way to and from school as well as within the classroom walls from their male peers and teachers. This discourages the girls from continuing with school. Their parents would also keep them home from school both to protect them from violence, as well as to help with childcare, food gathering and household chores as they are deemed to be of age. Long distance to schools is also a significant factor leading to school dropout.

On the supply side, crowded classrooms with a pupil classroom ratio of 101 in 2010 which increased from 85 in 2005, and open air or temporary classrooms mainly due to the introduction of free primary education in 1994 without adequate infrastructure in form of classrooms and sanitary facilities has influenced more pupils, particularly girls who become more aware of their sanitary needs as they get to puberty, to drop out of school. Learning under a tree becomes more problematic during the rainy seasons when the little available classroom space is preserved for the younger pupils in the lower classes at the expense of the upper classes. This means some classes are frequently disrupted by the rains which then discourages the learners and leads to increased absenteeism and drop out. Despite improvements in sanitary facilities particularly for girls in most schools the situation still remains dire.

Whilst the survival rate indicator is used to measure the extent to which the school system is able to retain pupils, with or without repetition, it conversely measures the magnitude of dropout as has been discussed above. Despite the notable progress in reducing school dropout at entry point, the situation is still not good with slow improvement as one goes up the ladder. EMIS (2010) data shows high dropout rates particularly for girls in higher classes i.e. standard 7 and 8 and also in rural as compared to urban areas. The main reasons for girls' dropout continue to be poverty, early marriages, pregnancies and family responsibilities. Dropout at secondary school level is also influenced by lack of fees due to poverty. Generally, the opportunity cost of sending female children to school in rural areas, where girls are married quite early, is high because benefits of girls' schooling seem to be far-fetched for most poor households.

Boys' dropout is influenced by family responsibilities and employment, usually as child labour. Distance to school also has an impact on both boys and girls but would be more significant for girls as they are more prone to sexual abuse and gender based violence during the long walk to and from school. Walking long distances on empty stomachs also has a bearing on child school attendance. The trend here seems to reveal that despite the progress being made, the primary education system still loses a significant number of girls on the ladder to the last class in primary.

There are still a number of challenges facing the education sector in Malawi particularly with regard to primary education which has an impact on its performance and retention of pupils. Despite the introduction of policies and plans which aim at promoting equitable and quality education service provision like the Policy and Investment Framework (PIF, 2001), the National Education Sector Plan (NESP, 2008-2017), and the Education Sector Implementation Plan (ESIP, 2009-2013) to improve education in the country, the problem of compromised quality of education still lurks in the sector. For instance, as at the end of 2011 most ECD centres were still operating under poor conditions and lacked standard instructional materials and operational guidelines. There were also acute shortages of trained teachers for ECD (CSEC, 2011).

In primary education, the quality of education for both boys and girls is compromised by an increasing pupil-teacher ratio as well as the pupil-classroom ratio.

When free primary education was introduced in 1994, the number of pupils increased and as a result, there were inadequate classrooms for the pupils, inadequate teaching and learning materials, and inadequate qualified teachers to teach the newly inflated classes. In response, the government recruited unqualified and untrained teachers in an attempt to close the gap. Some of the recruited teachers did not even have the Malawi School Certificate of Education, which is the equivalent of the British General Certificate of Education 'O' Level.

Worse still, the untrained teachers became demoralized due to poor salaries, poor housing, and lack of teaching and learning materials. This further frustrated most pupils and as a result, there was a lot of absenteeism, poor performance, and a very high repetition rate. The situation has not changed much as the number of schools has not increased significantly to match with the demand, leading to the recorded persistent high pupil classroom ratio.

Data from EMIS (2010) shows that in 2005, the general pupil-teacher ratio was at 71 and increased to 80 in 2010. The ratio for pupils to the number of trained teachers was even higher at 83 in 2005 and rose to 91 in 2010. In terms of classroom structures, 15% of the structures in use for the 2009/10 school year were temporary or makeshift structures probably to accommodate the increasing number of pupils. Crowded classrooms, open-air or temporary classrooms, and incomplete classroom blocks and schools have had a negative effect on retention.

The Malawi Education Country Status Report (CSR) of 2008/09 found that 16% of pupils were enrolled in a school that did not provide the 8 grades of the primary cycle and giving a high probability of the students to dropout before completion.

Among some of the measures that the Government of Malawi needs to undertake to address the decrease in the quality of education include, increase investment in infrastructure development especially classrooms and sanitary facilities, provide adequate teaching and learning materials to schools, train more teachers by promoting more private sector participation in establishment and running of teachers' training colleges. With regard to infrastructure, as of 2010, there were 36,819 classrooms in the public primary schools against 1,470 classrooms under private schools comprising only 3.8% of the total. The Government should also provide incentives to teachers like transport and house allowances as many stay far away from the schools where they teach. To ease the problem of shortage of teacher houses, more investment needs to be made in the area. Increased budgetary allocation to the education sector to support private schools would also encourage them to play an active role in the promotion of education.

Gender parity has also been achieved in Secondary school enrolment. Statistics show that net enrolment rate for females and males by 2009 were 15% and 12% respectively (EMIS, 2010). With an overall NER of 13% it shows that fewer students enter secondary education mainly due to less number of spaces in terms of schools and classroom space at the secondary level than in primary. During the 2009/10 there were 5,392 primary schools compared to 1,045 secondary schools.

Despite this gloomy picture, the private sector and religious agencies under the Association of Christian Educators in Malawi (ACEM) are doing a lot in recruiting girls in secondary schools. They have more girls-only secondary schools than the government. Out of 28 girls-only secondary schools, government only owns one representing a mere 3.6%.

With regard to tertiary education, males (66.4%) continue to dominate females (33.4%). Data on tertiary education was obtained from two public universities, University of Malawi and Mzuzu University, and three prominent private universities viz. Catholic University, University of Livingstonia and Shareworld University. Of the two categories of providers, the gender gap is higher in the public than in the private institutions. The two public institutions in 2011 together recruited 31.8% females and 68.2% males whereas the private institutions combined recruited 45% females and 55% males in the same year.

The major discrepancy in the public institutions emanates from two major factors which border around college accommodation space and university entry requirements. From the time of establishment, both University of Malawi and Mzuzu University have had more bed spaces for male than female students and so could only admit a specified number of females into the universities. The other limiting factor for female admission has been, until recently, the overemphasis on good passes in science subjects including mathematics. In most cases it has been male students who have had an upper hand in science subjects than females which has perpetuated the enrolment differences between males and females. On the whole, male students have always enjoyed a higher pass rate than their female counterparts. For instance, in 2010 nearly 58% male students passed their Malawi School Certificate of Education Examinations (MSCE)³ against 46.5% for females.

To mitigate the gender disparities in tertiary education, the University of Malawi introduced non-residential system to increase intake for both males and females and also constructed more hostels for female students. Currently the Ministry of Education is in the process of introducing pool selection system where all tertiary institutions would be given a chance to select students from a pool of school leavers. Additionally, the institutions will also be encouraged to enrol students based on class space and not bed space. These two initiatives will definitely increase the number of females enrolled for tertiary education. For the Teachers Training Colleges in the country, Government has adopted the 50-50 enrolment policy in order to reduce disparity between males and females.

In 2010 the education enrolment sub-component had a score of 0.874 and has gone up to 0.901 in 2011. However, because more girls dropped out of school relative to boys it affected the overall education score leading to a slight decline in the score from 0.872 to 0.864 for the preceding and current years respectively.

³ MSCE which is equivalent to GCE "O" Levels and is an entry grade for tertiary education.

Literacy

This sub-component has recorded a slight increase from 0.839 to 0.864 indicating that the proportion of women who are able to read and write is increasing towards that of men. Out of the 70% of the adult population who were literate, 69% were females and 79% were males. Findings of the 2009 Welfare Monitoring Survey (WMS) show that literacy rates decreased with increased age both among male and females which correlates with the observed trend of increasing enrolment experienced over the

Social Power “Capabilities” – Health

Child Health

Malawi still has very poor child health indicators. The country is faced with an endemic malnutrition problem whose major contributing factors are low availability and access to food in terms of quantity, quality and diversity; poor child care practices, poor hygiene and sanitation, as well as low availability and access to optimal health care services. The most recent data collected through the Demographic and Health Survey (MDHS, 2010) on the nutritional status of children, revealed that there has been an improvement in the nutritional status of children from 2004 when the previous MDHS was conducted. A comparative analysis of the results of the 2004 MDHS and 2010 MDHS shows that the percentage of stunted children decreased from 53% to 47% and the percentage of those who are underweight decreased from 17% to 13%.

As seen in table 1 above, more (51%) male children are stunted than their female counterparts (43%). The results of the 2010 MDHS also show that rural children are more likely to be stunted (48%) than those in the urban areas (41%). There is also a relationship between education and wealth in the sense that children born to poor mothers and those with no education are likely to be stunted than children born to wealthy and/or mothers with some education.

With regard to underweight, the situation remains the same that more male children (14%) are underweight compared to 11.7% of their female counterparts. There is also an inverse relationship between underweight on the one hand and location and a mother's level of education on the other.

Whilst it has not been possible to establish the main determinants of the difference in stunting and underweight between boys and girls as reflected above, a meta-analysis of 16 Demographic and Health Surveys in Sub-Saharan Africa (Malawi inclusive) by

Wamani H et al (2007) also found the same results.⁴ The analysis found that male children under five years of age are more likely to become stunted than their female counterparts, suggesting that boys are more vulnerable to health inequalities than females in the same age groups.

Child Mortality

Trends in early childhood mortality as captured by the 2010 MDHS shows a decline from 234 deaths per 1,000 live births in 1992 to 112 deaths per 1,000 live births in 2010. In 2010 the MDHS estimated lower childhood mortality at 117 deaths per 1,000 live births amongst female children under the age of 5 years compared to 138 deaths per 1,000 live births for male children of the same age. Whilst there may be many causes of childhood deaths, some of the major causes among others include education level, wealth and age of the mother as well as child spacing and birth size of the child.

In terms of child health, girls have overtaken boys in the areas of stunting, underweight and under-five mortality as shown in the statistics above. In 2010 the score under this sub-component indicated equality while in 2011 the score is 1.185, an indication that more girls are less stunted, underweight and experience less under-five mortality than boys. There are reasons that are being advanced as contributing factors to this trend. Previously, in the communities more preference was being given to male children in terms of feeding. Comparatively, a boy would be given more food than a girl child with a view that a boy requires more food than a girl rooted in the belief that boys are busier than girls. The recognition of this difference is physiologically correct as scientific studies show that boys need more daily calorie intake than girls.⁵

However, with a lot of gender sensitisation and awareness, most communities have started treating boys and girls equally in line with the principles of gender equality. In this regard, the preferential treatment that was being given to boys related to feeding is gradually declining. This is therefore a disadvantage to boys who need more daily calories than girls leading to more boys than girls being underweight and stunted.

HIV Prevalence

Data on HIV prevalence was obtained from the 2010 MDHS which shows that the country's HIV prevalence among adults aged 15-49 has been declining over the

⁴ <http://www.ncbi.nih.gov/pubmed>

⁵ <http://www.ehow.com>

years. Rising to 16.2% in 1999, the prevalence rate decreased to 11.8% in 2004 and 10.6% in 2010.

The national HIV prevalence by sex as depicted in table 1 above shows that there were more women (12.9%) than men (8.1%) living with HIV by 2010 thereby scoring an index of 1.087 on the GSI. A further analysis by age still depicts females aged 15-19 having a prevalence rate that is higher (4.2%) than that of males (1.3%) of the same age. Within the 20-24 age band, the prevalence is still higher amongst females (6.4%) as compared to 2.8% for males.

Access to Anti-Retroviral Treatment

Although Malawi has a policy on equity in access to Anti-Retroviral Therapy (ART) which is provided for free since 2004, studies show that there is urban bias in provision of counselling and testing and also that more females than males access counselling and testing. Reports from the Ministry of Health show that there were more women (274,238) representing 61% that access ART than men (177,308) or 39% (Ministry of Health, 2011). With the HIV prevalence statistics presented above, holding everything constant, it is not surprising to see more women accessing ART than their male counterparts thereby registering a score of 1.547 in favour of females.

The difference in access to ART is also largely explained by women's access through programmes supporting the prevention of mother to child transmission where they access HTC services. During antenatal clinics women also access HTC services which then enable them access ART services considering that HTC is an entry point to accessing ART. Further to this is the fact that men usually do not want to go for HTC because of ego and fear of stigma and discrimination.

In order to increase men's access to ART, the Government has introduced 'moonlight' testing where HTC services are provided to couples under the cover of darkness. This intervention is said to have encouraged more men to go for testing and then linked to ART services. The Government has also tried implementing 'door-to-door' testing which has been found to be favourable among men as well who would prefer to be tested at home and as a family. The Government is also considering introduce community workers to deliver, among other services, door-to-door HTC, provide nutritional education and follow up on those that underwent HTC.

Economic Power “Opportunities”

A significant amount of data in the Economic Power block was obtained through a questionnaire administered to a purposively selected category of respondents, and from a 2005 Integrated Household Survey report.

Table 2: Gender gaps in the Economic Block

Component	Sub-component	Indicator	Data			Sub Component	Component	Block	
			Women	Men	Indicator				
Income	Wages	Wages in agriculture	55,000.00	55,000.00	1.000				
		Wages in civil service	36,802.00	36802.00	1.000				
		Wages in formal sector (public and/or private)	49,786.00	49,786.00	1.000				
		Wages in informal sector	4,500.00	4,500.00	1.000	1.000			
	Income	Income from informal enterprise	16243.00	33091.50	0.491				
		Income from small agricultural household enterprise	16222.40	20712.20	0.783				
		Share of women under the poverty line	51.6	48.4	.0938	0.737	0.869		
Time-use and employment	Time-use	Time spent in market economic activities (as paid employee, own-accountor employer)	18.4	28.0	0.657				
		Time spent in non market economic activities or as unpaid family worker in market economic activities	13.7	13.8	1.007				
		Time spent in domestic, care and volunteer activities	7.7	1.2	0.156	0.607			
	Employment	Share of women in non-agricultural wage employment	21.0	79.0	0.266				
		Youth unemployment rate	3.00	5.00	1.400	0.833	0.720		
Access to resources	Means of production	Ownership of	rural land/farms	2,273,485	4,419,540	0.514			
			Urban plots/houses	20.0	80.0	0.250			
			Livestock	45.0	55.0	0.818			
		Access to credit (commercial and micro-credit)	10.7	14.0	0.764	0.587			
	Management	Employers	0.2	0.6	0.333				
		Own-account workers	15.6	19.6	0.796				
		High Civil servants (Class A)	187	628	0.298				
		Members of professional syndicates	585	3,297	0.177	0.401	0.494	0.694	

Economic Power “Opportunities” –Income

Wages

Findings from a scan of wages in the agriculture, civil service, the private sector and the informal sector as highlighted in table 2 above show that there is no discrimination or disparities in wages between women and men as long as they are on the same grade or are performing the same tasks. The parity in wages in Malawi is reinforced by law through an Act of Parliament on employment which establishes, reinforces and regulates minimum standards of employment with the purpose of ensuring equity necessary for enhancing industrial peace, accelerated economic growth and social justice. Specifically, the Employment Act of 2000 in Section 6 (1)

stipulates that: *Every employer shall pay employees equal remuneration for work of equal value without distinction or discrimination of any kind, in particular, on basis of race, colour, sex, language, religion, political or other opinion, nationality, ethnic or social origin, disability, property, birth, marital or other status or family responsibilities.*

Income

Results of the second Integrated Household Survey (IHS2) conducted in 2005 showed that there are disparities in income earned by women and men. As shown in Table 2, women earn nearly 50% of what their male counterparts involved in similar ventures in informal enterprise earn. Despite the fact that the informal sector is heavily patronized by women, their earnings still lag behind those of men.

In a World Bank (2002) paper on women in the informal sector, it is argued that women as compared to men are less able to compete in labor, capital, and product markets because of their relatively low levels of education and skills or are less likely to own property or have market know-how. It is further argued that women's time and mobility are constrained by social and cultural norms that assign the reproductive roles and responsibilities to women and underplay any investment in girls' and women's education and training. These are likely the same reasons that make so many women who work in the informal sector to be disproportionately affected and remain poor.

Women also play a significant role in agriculture, particularly in small scale agricultural household enterprises in Malawi and the world over. It is estimated that about 70% of the agricultural workers and 80% of food producers are women. However, from Table 2 above, women still earn a little less (78%) from smallholder agricultural enterprises than their male counterparts. The reasons for this disparity may be similar to those presented in the preceding paragraph.

The results above show significant disparities between men and women in terms of income from informal and small agricultural household enterprises with men earning nearly double the income of women. This partly explains why there are more women (51.6%) than men (48.4%) who live below the poverty line.

Economic Power “Opportunities” -Time-use and employment

Time-use

Time use is defined as the total number of hours devoted to market, non-market, domestic, care and volunteer activities. From this analysis, it has been noted that there is a gap in the time spent in market activities as either paid employees, own account or employer where men have recorded a higher number of hours compared to their female counterparts. According to the results in Table 2, men spend about one and a half times more hours than women in market economic activities. On the other hand, the results show that there is no difference on the time spent in non-market economic activities or as unpaid family worker in market activities. Unlike the two cases above, the results show that women spent more, about six times as much, time in domestic, care and volunteer activities as compared to men. The findings above show that men are more involved in productive activities vis-à-vis their female counterparts who are more involved in reproductive activities. The gender segregation in access to economic opportunities in turn reinforces gender differences in time use and thus reinforces women’s specialization in nonmarket activities.

Employment

In the non-agricultural employment sector, the share of women in wage employment remains significantly low. Understandably, the low education and literacy levels for women as highlighted above are major factors in maintaining the status quo in terms of women’s participation in the non-agriculture wage employment. According to the results of the IHS2 (2005), more (79%) men were engaged in non-agricultural wage employment vis-à-vis a mere 21% for women. These results indicate that there has been very little progress in increasing the share of women in wage employment in non-agriculture sector.

With regard to youth unemployment, there are more boys than girls who are unemployed. Youth unemployment rate, according to the 2009 WMS which is the main source of data for this indicator, is referred to as unemployed persons expressed as a proportion of persons in the labour force. In the same vein, unemployed persons are those not working during the reference period but were looking for and ready to work during the last 4 weeks preceding the survey.

As there are more males than females who continue and finish school, there are obviously more male youths than females looking for employment that are not being absorbed in the formal labour market which is not expanding fast enough to absorb

all the school leavers. In contrast, most female youth who had dropped out of school and opted for early marriages would not be on the job market as they would already be engaged either in subsistent farming, in the informal sector, or would be mere housewives.

Economic Power “Opportunities” – Access to resources

Means of production

Under this sub-component, it has been noted that the gap between women and men regarding ownership of urban plots/houses or land is wide between men (80%) and women (20%) whilst ownership of livestock as means of production is minimal i.e. 45% for women and 55% for men. Still men dominate in both cases. On the other hand, men (14%) seem to have slightly more access to credit compared to their female (10.7%) counterparts.

Some of the known limiting factors to accessing credit at banks and microfinance institutions remain the issues of collateral and security guarantees. Studies in microfinance have found that formal lenders in Malawi including rural banks, savings and credit cooperatives, and special credit programs supported by the government and nongovernmental organizations prefer to give loans to households with diversified asset portfolios and with diversified incomes. This usually put women at a disadvantage compared to their male counterparts.

Data on ownership of rural land/farms was obtained from the National Census of Agriculture and Livestock (NACAL) of 2007. The census shows that there were 6.7 million plots in Malawi, out of which 4.4 million were operated by males and 2.3 million were operated by females. Data on urban plots and houses as well as livestock ownership obtained from IHS2 (2005) also depicts disparities between women and men. A major explanatory factor for the difference is that men have more financial capacity than women to procure, own and operate on farms/plots, urban land and own houses. The 20% women who are able to buy urban land and houses are those in the working class or successful business women. The effects of lower education for girls and women and the beliefs that men should own property which is gradually diminishing can also be felt at this stage.

Management

Data on employers was extracted from the 2008 Malawi Population and Housing Census Economic Activity report. Out of the meagre 0.4% employers available in Malawi, men are dominant and comprise 0.6% against 0.2% females. However, despite men's dominance there is a slight increase in share of women as employers from 0.180 in 2010 to 0.333 in 2011. Nevertheless, this result gives an indication that more men than women occupy high decision-making positions in companies and organisations, and own companies and organisations. This finding points to the fact that there may be lower numbers of qualified women within many organisations to occupy the managerial positions, but to a large extent the disparity is due to discriminatory tactics employed by employers who are mainly men. The SADC Gender Protocol Barometer for Malawi (2010) also highlights the fact that in the world of employment gender gaps are entrenched through recruitment, promotion, working conditions and workplace dynamics such as harassment. The report highlights that women are more suppressed than men in employment.

The source of data for the calculation of Own-account workers was also the 2008 Malawi Population and Housing Census Economic Activity report. The data presented in Table 2 above for this indicator disaggregated by sex are a composite of self-employed and family business for each case. The results portray a picture that more men (19.6%) are self-employed and run family businesses than their female counterparts (15.6%) with an overall score of 0.796 demonstrating that there is a relatively small gap between the two sexes.

Following recommendations from the 2010 Report for Employment Gender Audit, this report has included High Civil Servants from Grade A-F compared to previous report which only included up to Grade E. The score now stands at 0.298 an increase from 0.109 in 2010. Whilst this result depicts a significant improvement in the number of women as high civil servants, the disparity with their male colleagues remains high at a ratio of close to 1:3 respectively. Similar issues of women being discriminated against during recruitment and promotion would come into play here. To address the gender gaps in the high civil servant position there may be the need for Government to take deliberate steps to recruit and promote more women into high position. Affirmative action is required to achieve parity within the public as well as in the other sectors.

There has also been a slight change in the calculation of members of professional syndicates as this was limited only to five professional groups. This means that data for the calculation of the score for the members of professional syndicates was obtained from the Society of Accountants in Malawi, Malawi Institute of Engineers, Association of Architects, Law Society of Malawi and Medical Council of Malawi.

A comparative analysis of cumulative membership of the professional syndicates mentioned just mentioned by sex reveals a huge dominance by men (85%) leading to a score of 0.177. However, it should be noted that the highest gender gaps were observed in institutions like the Malawi Institute of Engineers where women only represent 2.4% followed by 5% in the Association of Architects and 11% for the Law Society of Malawi. The huge disparities between men and women occupying positions in these professional syndicates is mainly due to the fact that these occupations are to a large extent considered to be male domains so much so that only a few females are trained in the trades. According to the 2010 SADC Gender Protocol Barometer, the common trend in Malawi is that women dominate in traditional low paying jobs such as nursing, teaching and administrative jobs, and very few are in non-traditional ones which include engineering, architecture, surveying and others. The type of subjects that girls like and choose to study at secondary and tertiary levels of education is the main determining factor in their specialisation. Based on the types of jobs that women dominate in, it is clear that more girls than boys enrol for non-science subjects or subjects that are not heavy in mathematics and sciences.

Several studies have reported that there are gender differences in attitude towards mathematics with girls showing more negative attitudes than boys (Chamdimba, 2007). Amongst the key causes of this include factors like lack of confidence by girls, girls perceiving mathematics as a male domain, girls being anxious about mathematics and students' classroom experiences where girls are made to internalise the feeling that they are inferior to boys in mathematics.

Statistics indicate that there is disparity between boys and girls in the enrolment for national examinations at primary and secondary schools between boys and girls. This difference is carried over to the pass rate. For instance, according to the EMIS (2010), there were 39,842 boys against 28,800 girls who entered the 2010 Malawi School Certificate Examinations⁶ and out of these 57.77% boys passed compared to 46.48% for girls. All throughout the years from 2005 to 2010 boys surpassed girls in Primary School Leaving Certificate Examinations, Junior Certificate Examinations, and Malawi School Certificate Examinations. Studies conducted in both primary and secondary schools in Malawi also show that boys outperformed girls in science subjects. The performance differential between boys and girls is widest in Mathematics and Science subjects.⁷ The attitudes that reinforce girls' traditional roles and the generally low overall performance of girls in the sciences places them at a great disadvantage in terms of competing for recognition and positions in Mathematics, Science and Technology related disciplines. Interventions at primary,

⁶ Equivalent to British GCE 'O' Levels.

⁷ Chamdimba, P.C. (2007). Students' Attitude towards mathematics in Malawi: Can they be improved?

secondary and tertiary education levels to encourage more girls to like and take up science, mathematics and technology subjects would go a long way in reversing the trend.

Political Power “Agency”

The Political Power block provides a comparative analysis of women and men’s participation in decision-making in Malawi spanning across two major components comprising the public sector and the civil society with an inclusion of the private sector. Within the public sector, three arms of Government that comprise the Executive, Legislature and Judiciary; the security forces; and local government were assessed. Political parties, trade unions, employers’ associations and NGOs were covered under the civil society component. Table 3 below provides a summary of the results.

Table 3: Gender gaps in the Political Block

Component	Indicator	Data			Sub Component	Component	Block	
		Women	Men	Indicator				
Public Sector	Members of parliament	43	150	0.287				
	Cabinet Ministers	9	21	0.429				
	Higher positions in civil service and parastatals	4	41	0.098				
	Employment in the security forces	0.2	0.8	0.250				
	Judges of	Higher courts	4	25	0.160			
		Lower courts	40	129	0.310			
		Traditional and religious courts	-	-	-			
	Members of local councils	76	767	0.099				
Number of male/female traditional rulers	16	249	0.064		0.212			
Civil Society	Senior Positions in	Political parties	2	39	0.051			
		Trade Unions	24	52	0.462			
		Employers’ Association	14	63	0.222			
		Heads or managers in NGOs	106	418	0.254		0.247	0.230

Political Power “Agency” – Public Sector

The Malawi National Assembly and the Office of the President and Cabinet were the key sources of data on the numbers and compositions of the Members of Parliament and Cabinet Ministers. Regarding the composition of parliamentarians, there has been no change between 2010 and 2011 as the figure still stands at 43 representing 22% against 150 or 78% males based on the 2009 elections which gives a score of 0.230. A slight increase in the number of female cabinet ministers and their deputies has been recorded with 9 female and 21 male representing 30% and 70%

respectively.⁸ Despite the registered improvement which moved the score from 0.323 in 2010 to 0.429 in 2011, the number of female MPs still falls short by 20% to achieve the 50% women representation in parliament in accordance with the '50-50 campaign' programme that the Government of Malawi and the civil society have been implementing prior to the 2009 parliamentary elections in line with the SADC Protocol on Gender and Development which recommends that "*State Parties shall endeavour that by 2015 at least 50% of decision making positions in the public and private sectors are held by women,...*"

Regarding the participation of women in politics and electoral processes, in Malawi the playing field between women and men continues to be uneven. The factors behind this situation are multiple and diverse and may require solutions that are complex in nature. To start with, because of culture women's assertiveness to compete with men is very low. It is against this background that most people, both men and women do not have the trust to have a woman as their leader. This means that there is still belief and myth that women cannot perform better than men. As a clear manifestation of this attitude, one of the members of the governing body of the country's ruling party, Democratic Progressive Party, stated at a public rally in 2011 that *Malawi is not ready for a female president*. Women's representation in high positions in political parties is also very low as depicted in the Scoreboard below.

Further, considering that women constitute 52% of the population (NSO, 2008), it means that they comprise a significant number of voters as compared to men. However, when it comes to voting they would rather vote for a male than their fellow woman candidate giving rise to the majority of men than women winning parliamentary seats as indicated above.

The third factor that limits women's participation in politics particularly in parliamentary representation is financial requirements. To run for a parliamentary seat one needs to have funds to conduct campaigns across his/her constituency. Additionally, in order to participate in Presidential and Parliamentary elections, election nomination fees was K500, 000.00 for Presidential and K100, 000.00 for Parliamentary candidates. These sums of money are a deterrent to most women as they usually would not manage to pay the fees compared to their male counterparts. However, during the 2009 Presidential and Parliamentary Elections the 50/50 National Programme provided some financial and material support to the women who expressed interest to participate in the elections but the support fell short to meet all the requirements for one to run an effective election campaign.

⁸ The Cabinet portfolios are based on the 2011 data sourced from the Office of the President and Cabinet.

Nevertheless, a significant achievement was made in the 2009 elections as compared to 2004. For the first time in 2009 elections Malawi had a female presidential candidate and witnessed the highest number of women candidates aspiring for parliamentary seats. A record 237 women contested in 2009 compared to 136 in 2004 elections of whom 43 won in 2009 against 27 in 2004.⁹ This finding is a clear indication that with more financial and material support provided to women aspiring for political leadership, many would make it to the different positions of leadership particularly as MPs. To increase women's assertiveness and courage to equally compete with men, there is need for a lot of investment in orientation activities.

Violence is another factor that is known to discourage women from participating in political electoral processes. The presidential and parliamentary elections in 1999 and 2004 were marred by pre and post-election violence across the country. With pressures from their families and also considering that women cannot match up with men in terms of dealing with violent situations, they would withdraw from the race and leave only men to compete. It should however be mentioned that the 2009 elections were very peaceful and had no single incidence of violence registered particularly during and after polling.

Higher positions in the civil service comprising Ambassadors, District Commissioners and Chief Executives of parastatal organisations are dominated by men as well. Out of the 45 positions that were assessed using data from the Ministry of Local Government and Rural Development, and Ministry of Foreign Affairs revealed that by 2011 only 4 positions were occupied by women representing a mere 9% depicting a very wide gap with a score of 0.098.

Data on employment in the security services was solicited from key security institutions comprising the Malawi Police Service (MPS), Prison Services, the Immigration Department and the Malawi Defence Force (MDF). The score for this indicator stand at 0.250. This shows that all these institutions are male dominated with the widest gap observed in the Malawi Defence Force where women make up only 6.8% of the active-duty military. The under representation of women in the MDF is understandable considering that the institution only started recruiting female soldiers in the late 1990s following consistent and ardent gender and development advocacy and campaigns. However, the drive to increase the number of female soldiers has been thwarted by the lack of adequate hostels for female soldiers. There are, nevertheless, a number of success stories in female soldiers' role in peace-keeping missions that Malawi has participated in, in accordance with the UN Resolution 1325 of 2000.

⁹ 2010 SADC Gender Protocol Barometer for Malawi

The Police Service is the only institution amongst the security forces which has the highest number of female service persons at 21.7%. Apart from opening up to female police recruits long ago, the institution prides in having more women in its top ranks as Commissioners. By March 2010, out of the total of 6 Commissioners, 2 or 33.3% were females. Some of the limiting factors in having more female officers included the misconception and fear by most females who look at police work as a challenging job meant for men. And so, although advertisements for jobs in the police service are open to all as an equal opportunity employer, fewer females compared to males apply.

The other reason for the smaller number of female police officers is the competitiveness of the recruitment process. All applicants for the job in the police service, both male and female, are subjected to the same interviews which include physical, written and oral. However, at the end of the recruitment exercise only a few female candidates succeed. Nevertheless, in response to the 50-50 campaign, the institution has established a Gender Desk headed by a female Deputy Inspector General responsible for Administration to stimulate and promote gender sensitivity in the institution. More female officers can only be recruited once vacancies arise due to retirement by male officers.

While the lower number of female officers in the Immigration Department (20%) cannot be explained, 22% female Prison Service officer can be justified if the idea is to have a proportional number of female officers to match with the number of prisoners. Generally, there are at all times less number of female convicts than males.

With regard to the judiciary service particularly the court judges, a decline has been registered in the share of women in the higher courts judges from 0.533 in 2010 to 0.160 in 2011. Relatively the lower courts have a bit more female judges than is the case in the higher courts. Based on the data obtained from the Ministry of Justice, by 2011, only 24% of the magistrates in the lower courts were female, which is approximately twice the number of females in the higher courts at 14%. Malawi does not have formal religious courts, and traditional courts were abolished in the mid-1990s just after the ushering in of the democratic dispensation.

Malawi conducted its local government elections in 2000 and the terms of office for the ward Councillors' ended in 2005. Since then there have been no Local Government elections. The next elections are due in 2014 together with Presidential and Parliamentary elections. Hence the data used was obtained from the Ministry of Local Governments and Rural Development from the situation in 2004. At that time, there were 843 Councillors in total and of these only 9% or 76 were female. The score for members of Local Councils therefore remains the same at 0.099.

Lastly for the public sector component, in 2011 there were a total of 265 registered traditional rulers as Chiefs and Sub-Chiefs based on the records obtained from the Ministry of Local Government and Rural Development. Of these, only 16 representing a mere 6% were women registering a score of 0.064. Considering that succession in the chieftaincy is based on and follows one's lineage, it may not be easy to influence change in terms of gender balance.

Political Power “Agency” - Civil Society

Overall, the civil society component has declined from 0.270 to 0.247. Among those indicators that have registered a decline in the representation of women include senior positions in political parties which registered a score of 0.051, employers' associations with a score of 0.222, and heads or managers of NGOs which has a score of 0.254 down from 0.269 in 2010. The only increase in the representation of women has been noted in the headship of trade unions which has risen from 0.364 in 2010 to 0.462 in 2011.

In absolute terms, data from the Registrar of Political Parties shows that the number of persons holding three top positions in each of the registered political parties is 41 in total.¹⁰ Of these women occupy only 2 (4.8%) positions as President and Vice-President of two different political parties. In the Trade Unions there are 24 women against 52 men. An assessment of 16 companies and organisations that employ people shows that out of 77 senior positions (ranging from four to six positions) only 14 or 18% were occupied by women. An extreme situation is where in one of the companies, Southern Bottlers Limited, all the 6 senior positions were occupied by men only.

WOMEN'S PROGRESS SCOREBOARD

As indicated in the background, the GSI measures relative gender equality that captures issues related to gender that can be measured quantitatively, while the Women's Progress Scoreboard compliments the GSI by investigating government policy performance regarding women's advancement and empowerment and deals with qualitative issues.

Progress made in each block of the Women's Progress Scoreboard is discussed in the subsequent sections.

¹⁰ The three top positions are President, Vice-President and Secretary General.

Table 4: Malawian Women's Progress Scoreboard - Women's Rights Block

		Ratification	Reporting	Law	Policy commitment	Development of plan	Targets	Institutional mechanism	Budget	Human resource	Research	Involvement of civil society	Information & dissemination	Monitoring & evaluation	Capacity Enhancement	Accountability/ Transparency	Total	%		
WOMENS RIGHTS	CEDAW	Ratification	2	2	1	2	2	1	2	1	1	1	2	1	1	1	1	21	70	
		Optional Protocol	0	1	1	2	2	1	2	1	1	1	2	1	1	1	1	18	60	
		Article 2	2	2	2	1	1	1	1	1	2	1	2	2	1	1	1	21	70	
		Article 16	2	2	1	1	1	1	2	1	1	2	2	1	1	1	1	20	67	
	Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa		2	1	1	1	1	1	2	1	1	1	1	1	1	1	1	17	57	
	Beijing Platform for Action		X	2	1	1	2	1	2	1	1	0	2	1	1	1	2	18	64	
	Harmful practices FGM/ Early Marriage/Widow Inheritance		X	X	1	1	2	1	1	1	1	1	2	1	1	1	1	15	58	
	Review and modification of customary law		X	X	1	1	2	1	1	1	1	1	2	1	1	1	1	15	58	
	Violence against Women and children		Domestic Violence	X	X	2	1	2	1	2	1	1	2	1	1	1	1	17	65	
			Rape	X	X	2	2	2	1	1	1	1	0	2	2	1	1	1	17	65
			Statutory rape/ Defilement	X	X	2	2	2	1	2	1	1	1	2	2	1	1	1	19	73
			Sexual harassment	X	X	2	2	2	1	1	1	1	0	2	2	1	1	1	17	65
			Traffic in women	X	1	1	1	0	0	1	1	1	1	0	2	2	1	1	1	13
	African Charter on the Rights of the Child art XXVII		2	2	1	2	1	2	2	1	1	1	2	2	1	1	1	22	73	
Total Score for Women's Rights Block																250	64			

Women's Rights

The Women's Rights Block covers implementation of the CEDAW, the African Women's Right Protocol, Beijing Platform for Action and Violence Against Women.

Convention on Elimination of all forms of Discrimination Against Women

Malawi ratified the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) in September, 1987 but has not yet ratified the Optional Protocol. In accordance with Article 18 which commits State Parties to submit to the Secretary-General of the United Nations, for consideration by the Committee on the

Elimination of Discrimination Against Women, a report on the legislative, judicial, administrative or other measures which they have adopted to give effect to the provisions of the Convention and on the progress made, the initial report was submitted in 1988 to the Committee. After 18 years, Malawi submitted the Combined Second, Third, Fourth and Fifth Report in 2006. The Sixth report covering the period from 2006 to 2008 was submitted in 2009. The subsequent report would need to be submitted in 2012.

In terms of legislation, there are a number of pieces of legislation related to CEDAW. Paramount among them is the Malawi Constitution (1994) which devoted a whole section (Section 24) defining the rights of women in addition to the general human rights provisions. In the Constitution, women are explicitly protected against violence, sexual abuse and harassment. It also invalidates any discriminatory laws and practices. The Employment Act (2000) invalidates all forms of discrimination with regard to employment, remuneration, benefits and other employees' entitlements based on sex, marital or other status of family responsibilities, among other factors.

To promote gender equality, Malawi has developed a Gender Equality Bill that is yet to be passed into law. Currently the Ministry of Gender, Children and Community Development is lobbying the Cabinet, the Parliamentary Women Caucus, and the Community and Social Affairs Parliamentary Committee which is responsible for gender issues before the bill is tabled in Parliament. Further, to govern marriage and family relations, there is a Wills and Inheritance Act which was further reviewed in 2005 to remove any discriminatory aspects of the legislation. The Act aims at improving the status of widows and children who have lost their parents by enabling the widows to have the right and equitable share in the inheritance of her husband's property. The Act provides for the making of wills and the devolution of property under a will; the inheritance to the estates of persons dying without valid wills; the protection of deceased estates; the administration of deceased estates; the prosecution of offences relating to deceased estates; the civic education of the public; the functions of courts in relation to deceased estates and for other connected matters. There is also a Marriage, Divorce and Family Relations Bill which proposes that rights and obligations of parties to a marriage remain the same regardless of how marriage was contracted. The bill is yet to be presented to parliament before being passed into law.

A number of development policies and plans have adopted the CEDAW obligations. Notable are the Malawi Growth and Development Strategy (MGDS) which is an overarching development strategy, the National Gender Policy, and other sectoral policies and plans. All policies as a MUST take cognisance of the need to promote

gender equality. However, the revised National Gender Policy to replace the first one which was launched in 2000 and expired in 2005 has not been launched since its revision in 2007. This has created a vacuum in the provision of guidance on gender issues.

The Ministry of Gender, Children and Community Development (MGCCD) provides institutional leadership in the implementation of the CEDAW and all other gender related protocols and instruments that Malawi is a party to albeit inadequate human and financial capacity in the Ministry and other related institutions. To mitigate this gap, the Government of Malawi effectively engages and works with the civil society organisations through the NGO-Gender Coordination Network (NGO-GCN). Nevertheless, there are still weaknesses in the areas of information dissemination, monitoring and evaluation.

Malawi also ratified and reports on Articles 2 and 16 of the CEDAW. In compliance with the provisions of these Articles, among important instruments that embody the principle of equality is the Malawi Constitution (1994) and laws that guarantee equality of men and women. Apart from some laws that have already been mentioned above, in 2004 the Government of Malawi enacted a law on Wills and Inheritance which was amended in 2011 to take care of the observed gaps in the original Act.

African Women's Rights Protocol and Beijing Platform of Action

Malawi also ratified the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa in May 2005 and submitted this initial report covering the period May 2005 to April 2009 in June 2009. With regard to the Beijing Platform of Action (BPfA) which was adopted at the 1995 Beijing Conference, the Government of Malawi through the Ministry of Gender came up with its own Platform for Action in 1997 and a National Gender Policy in March 2000 through a consultative process with NGOs, the private sector, the civil society and donors. The National Platform for Action, which only singled out 4 of the 12 BPfA Areas of Concern called for the integration of gender perspectives in all national development policies and programmes. As part of implementing some of the Critical Areas of Concern in the Beijing Platform for Action, the Government in 2006 came up with a Prevention of Domestic Violence Act.

Violence Against Women (VAW)

There are a number of interventions to curb VAW in Malawi. VAW encompasses domestic violence, rape, defilement, sexual harassment, harmful cultural practices against women, and women trafficking. Available statistics indicate the existence of these problems. According to the Sexual Offences Report for 2010 compiled by the Malawi Police Service, in 2010 alone, a total of 1,679 sex related cases were reported to police which translated to an average of 140 sex-related offences in a month.

To address violence against women and its consequences, the Government of Malawi launched the first National Strategy to Combat Gender Based violence (2002-2006), enacted the prevention of domestic violence Act in 2006 and developed the National Response to Gender Based Violence programme in Malawi (2008-2013), in order to accelerate progress towards meeting the Millennium Development Goals (MDG3) as well as the SADC Declaration on Gender and Development targets to halve cases of GBV by 2015. Malawi is a signatory to the SADC Declaration which includes an Addendum on "Prevention and Eradication of Violence Against Women and Children".

The National Gender Policy also stipulates measures to eradicate gender based violence including VAW. The Prevention of Domestic Violence Act invalidates and criminalises sexual abuse of any kind in accordance with Chapter XV of the Penal Code. To popularise the law, the Act was translated into vernacular (Chichewa) so that it is widely available to the majority of the rural masses who are not conversant with the English.

In addition, the Government in collaboration with the civil society through the NGO-GCN has instituted a number of measures to deal with victims and perpetrators of gender based violence including VAW. For instance, through the Ministry of Gender, Children and Community Development, Government is implementing a nationwide programme on Community Safety and Security: Justice for Women and Children. The programme aims at creating a protective environment that will contribute to the progressive elimination of gender-based violence and child abuse through the establishment and running of community victim support units (CVSUs). This project contributes to the realisation of **Article XXVII** of the **African Charter on the Rights and Welfare of the Child** which stipulates that "*children should be protected from all forms of sexual exploitation and sexual abuse*". There is also an Act on Child Care, Protection and Justice which provides the legal framework for the consolidation of the law relating to children by making provision for child care and protection and for child justice.

The Government of Malawi has not been explicitly allocating financial resources for the implementation of GBV and VAW activities. The Ministry of Gender which is the National Gender Machinery is grossly under-resourced. The only budget allocated towards GBV and VAW is the support that goes to the Ministry of Gender as the National Gender Machinery for its recurrent transactions.

Amidst limited financial resources, the Ministry of Gender has been providing policy guidance and leadership to CSOs to implement activities to combat gender based violence including violence against women. For instance, the Malawi Human Rights Resource Centre (MHRRC) has been implementing a programme on Community Mobilisation on the Twin Pandemic of Gender-based Violence and HIV and AIDS: An Advocacy for Social Justice Programme. Through these interventions which are similar to those under the Community Safety and Security project of the Ministry of Gender, communities, women and girls are empowered to report and seek legal action on any gender based violence including sexual abuse and rape.

The Ministry of Gender has also been providing leadership in the implementation of an annual campaign dubbed: 16 Days of Activism against Gender Based Violence which aims at raising awareness on gender based violence particularly violence against women and girls. Both the Ministry of Gender and CSOs particularly the MHRRC have established community action groups on gender based violence under the on-going work by the Network Against Gender Based Violence and other initiatives on GBV to modify and eradicate harmful cultural practices, reduce early and forced marriages and many more.

The Network Against Gender Based Violence (NAGBV) comprising the National Gender Machinery, government institutions such as the Police, Judiciary, District Councils, media, FBOs, NGOs, and community action groups was established in 2000 to implement GBV activities.

Trafficking in Women and Children

Although trafficking in women and children is not pronounced in Malawi due to lack of harmonised data on trafficking and also because it happens under cover, its existence cannot be denied. Although there is no legislation to prevent human trafficking particularly women trafficking, there is legislation through an Act of Parliament on Child Care, Protection and Justice of 2010 which provides for the prevention of Children from undesirable practices that include child abduction, trafficking, forced marriages or betrothal and harmful cultural practices, among others. The Malawi Constitution [Section 23 (4)] and the Penal Code (Section 138) protect children from any form of abuse and exploitation.

Social Block

The social Block examines progress in the areas of health and education as summarised in Table 5 below.

Table 5: Malawian Women's Progress Scoreboard – Social Block

			Ratification	Reporting	Law	Policy commitment	Development of plan	Targets	Institutional mechanism	Budget	Human resource	Research	Involvement of civil society	Information & dissemination	Monitoring & evaluation	Capacity Enhancement	Accountability/ Transparency	Total	%
SOCIAL	Health-ICPD Plan of Action	HIV and AIDS	X	X	1	2	2	2	2	1	2	1	2	2	2	2	2	23	88
		Maternal Mortality	X	X	0	2	2	2	2	1	2	1	2	2	1	1	1	19	73
		Family Planning	X	X	0	2	2	2	2	1	2	1	2	2	1	2	2	21	81
		Safe Abortions	X	X	0	0	1	0	1	0	1	0	1	1	1	1	1	8	31
	Education	Policy on girls school dropouts	X	X	0	1	2	1	2	1	2	1	1	1	1	1	1	15	58
		Education on human/women's rights	X	X	0	1	1	1	2	1	1	1	1	2	1	1	1	14	54
Total Score for Social Block																	100	64	

Health - ICPD POA+5

HIV and AIDS and STIs

Malawi is one of the countries in the SADC region that has made a lot of progress in reducing the HIV prevalence rate among adults aged 15-49. Malawi has reduced the prevalence from 16.2% in 1999 to 10.6% in 2010 (MDHS, 2010). This is the reason the country has registered the highest score under HIV and AIDS (86.4%) followed by STIs (81.8%) in the Social Block and for the whole Scoreboard at 72.4%. However, it has to be noted that HIV has disproportionately affected women and men. For instance, HIV prevalence rate is higher among women age 15-49 at 13% against 8% for men of the same age. Taking cognisance of these disparities, the national HIV and AIDS Policy, the NAF and National HIV and AIDS Strategic Plan all promote comprehensive multi-sectoral and multi-disciplinary response to HIV and AIDS which provides impetus in dealing with the gender dimensions of the pandemic in tandem with the national priorities and other regional and international protocols and declarations such as the 2001 Abuja Declaration on HIV/AIDS. It is a well-known fact that HIV and AIDS in Malawi and the world over-bears a woman face.

Due to the differential impact that the epidemic has on women as compared to men, the HIV and AIDS Policy has a dedicated section that seeks to reduce gender inequalities in as far as the HIV and AIDS responses are concerned. For instance, among others, the policy ensures that women and girls, regardless of marital status, have equal access to appropriate, sound HIV related information and education programmes, means of prevention and health services; protects the rights of women to have control over and to decide responsibly, free of discrimination or coercive violence, on matters related to their sexuality, including sexual and reproductive health; and promotes development and implementation of gender-sensitive HIV/AIDS care programmes that ensure continuity of care among hospital, clinic, community care, family or household, and hospice.

With an emphasis on gender equality in the national HIV and AIDS response, there are a number of gains that have been recorded. In terms of the knowledge gap, by 2010 parity had been achieved where 42.1% of women against 41.9% men were knowledgeable about HIV and AIDS compared to 23.6% and 36.3% for women and men respectively in 2004 (UNAIDS, 2010). Despite the parity achieved, the rates are still low at less than 50%. The increase in the level of knowledge has also translated into an increase in the uptake of PMTCT services and increase in number of women who go for VCT/HTC services as discussed in the subsequent paragraph.

To prevent transmission of HIV from mothers to their children, the Government came up with a programme on PMTCT guided by a comprehensive strategy and by mid-2011 there were 486 health facilities in the country providing PMTCT and antenatal clinics and maternity with a coverage of 40% of pregnant women with HIV receiving ART. This was an increase from 5.4% in 2005 to 26% in 2007 and 38.8% in 2010. The PMTCT strategy also promotes male involvement in PMTCT services concerning their spouses.

The Government of Malawi, through the National AIDS Commission (NAC), has been providing leadership for a sustained and more effective management of the multi-sectoral national HIV and AIDS response. As a further Government commitment for an effective response and to ensure an integrated approach in addressing HIV and AIDS and Nutrition as a package, a Department of Nutrition and HIV and AIDS (DNHA) in the Office of the President and Cabinet headed by the president was established. Both the DNHA and NAC provide a comprehensive institutional mechanism for an effective response to the pandemic.

Malawi developed the first comprehensive National HIV and AIDS Policy in 2003 which run for five years from 2003 to 2008. The operationalization of the Policy was guided by a National Action Framework that covered the period 2005 to 2009 which was reviewed at its expiry and was extended to 2012. After the expiry of the first

policy, a revised version was produced in 2011 to run for another five years. In both the policy and NAF, issues of gender take prominence. For instance, the 2011-2016 National HIV and AIDS Policy explicitly commits to ensure the protection against gender-based violence and harmful cultural practices that put children and other vulnerable groups that include women and girls at risk of HIV infection.

Apart from the Policy and NAF, the Government of Malawi has developed a National HIV and AIDS Strategic Plan to provide direction to the response for the period 2012-2016. There are also several other policies and strategic documents that have been developed by Government to ensure an effective response to the epidemic. Notable are: the Policy on Equity in Access to ART (2005), National HIV and AIDS Prevention Strategy (2009), Malawi Public Service HIV and AIDS Workplace Policy Guidelines for HIV and AIDS Workplace Programmes, a Programme and National Plan of Action on Women, Girls and HIV/AIDS (2005-2010) which is currently under review, Guidelines for service providers on Management of Sexually Transmitted Infections using Syndromic Management Approach (2007) and the National Sexual and Reproductive Health and Rights Policy (2009) where Sexually Transmitted Infections (STIs) and HIV and AIDS are considered together because of their close relationship, among others.

Considering the close relationship between HIV and AIDS and nutrition, the Government also developed a comprehensive National Nutrition Policy and Strategic Plan (2007-2012) to prevent and control, among other targeted groups, people with HIV. All the policies and strategic documents mentioned above have clear targets and milestones to measure achievements.

Further, in line with the “three ones” principle Malawi has a comprehensive Monitoring and Evaluation framework for the HIV and AIDS response managed by NAC. The Malawi Growth and Development Strategy which is an overarching development policy also recognises HIV and AIDS as a key developmental issue by devoting a full chapter to ensure that the response to the pandemic carries the weight it deserves.

Civil society organisations are also actively involved in the implementation of various HIV and AIDS interventions. A lot of information regarding the pandemic has been disseminated to the extent that there is a record 98% awareness about the pandemic. The Government of Malawi allocates an amount in the budget contributing to the pool of funding with other donors for the HIV and AIDS response. Additionally, the Government earmarks 2% of Other Recurrent Transactions (ORT) budgetary allocations to Ministries and Departments for HIV and AIDS activities. However, with the dwindling donor support towards HIV and AIDS programmes, the Government’s contribution to the response falls short of the requirement.

Maternal Mortality

Maternal Mortality Ratio (MMR) in Malawi is still high at 675 as estimated by the 2010 MDHS. There are no specific laws dealing with issues of maternal mortality and family planning. However, there are policies that govern implementation of interventions to reduce maternal mortality, reproductive health and promote family planning services in the country. There are also service provision guidelines for service delivery at health facility level. In 2005 the Government developed the Road Map for accelerating the reduction of Maternal and Neonatal Mortality and Morbidity (currently under review to incorporate emerging issues), the National Health Policy, and the National Sexual and Reproductive Health and Rights (SRHR) Policy (2009). The SRHR policy regulates family planning responses for all the players. All these documents have clear baselines and targets to be reached by 2015.

A multi-sectoral approach involving the Ministry of Health and Population as lead agency, the Reproductive Health Unit (RHU) in the Ministry of Health, Parliamentary Committee on Health, Nurses and Midwives Council/Associations and Medical Council, Nurses and Midwives Associations, Training Institutions, Christian Health Association (CHAM), CSOs, District Health Offices, Hospitals and Clinics provides an effective institutional mechanism for implementation of the policies and plans.

At the District level there is a Coordinator under the Reproductive Health Unit (RHU) of the Ministry of Health who monitors and reports on issues of safe motherhood. While most health facilities have been upgraded to provide a minimum package for maternal and neonatal health, work is underway to train more health workers to provide Basic Emergency Obstetrics Care (BEmoC). In all these initiatives the main limiting factor is inadequate funding for effective provision of the services.

Education

Girls School Dropout

Malawi does not have a comprehensive girls' school dropout policy but has a readmission policy for girls who have dropped out of school due to pregnancy. Despite this inadequacy in policy, the Government has introduced a number of initiatives aimed at reducing girls' school dropout. Of significance are: introduction of free primary education (FPE) in 1994, introduction of school feeding programme in primary schools, a two-year cash transfer programme targeting girls aged 13 to 22 with small stipends paid directly to young girls to encourage their school attendance

and prevent them from dropping out.¹¹ There are also bursaries for girls to continue with their education especially at secondary school level. At secondary level, some day-release secondary schools have been converted into boarding schools. This has been done by constructing male and female hostels. Over the years, more female than male hostels have been constructed.

Other measures have been civic education by talking to parents and learners trying to get some awareness on the importance of education. Mother Groups are made up of women from schools' local communities – the mothers and grandmothers of the learners. Their role is to advocate for girls' education in the community and support girls to prevent and address problems that might cause them to drop out of school. Further, a new curriculum called 'Primary Curriculum and Assessment Reform' (PCAR) was rolled out in 2007 and puts the needs of pupils first. It encourages their social as well as academic development, and gives them an active role in the learning process. The actual impact of PCAR is yet to be assessed.

As highlighted elsewhere in the report, the reasons for school dropout go beyond the borders of the school yard and have to do with economic, social, as well as personal factors. As such, learner retention in school cannot be the sole responsibility of Government and the Ministry of Education. An integrated and cross-sectional approach is required.

Education on Human/Women's Rights

With regard to education on human and women's rights, there is no specific policy that promotes the integration of human rights including women and girls' rights in education. However, life skills education is integrated into primary education curriculum. The Ministry of Youth, Sports and Culture and some CSOs also provide skills education for both in-school and out of school youth.

Life skills education is needed particularly for boys and girls to promote positive health and attitudinal and behavioural change. Life skills for primary school education emphasise psychosocial, social and entrepreneurship skills for boys and girls. The main topics covered under life skills education are: Decision making; Problem solving; Effective communication; Coping with stress; Interpersonal relationship skills; Planning; Empathy; Entrepreneurship skills; Coping with emotion; Peaceful conflict resolution; Self-esteem; Creativity; Critical thinking; and Values clarification.¹²

¹¹ UNAIDS, 2010. Study: In Malawi, money in girls' hands boosts school enrolment

¹² ACEM, 2006. HIV/AIDS Communication and Life Skills. Teachers' Training Manual.

Economic Block

This Block highlights achievements made under the International Labour Organisations protocols that Malawi ratified; women access to productive resources as well as the integration of gender in the poverty reduction strategies. As is shown in Table 6 below, within the Economic Block, significant progress was made in the area regarding promotion of access to agricultural extension services which scored 79%.

Table 6: Malawian Women's Progress Scoreboard – Economic Block

			Ratification	Reporting	Law	Policy commitment	Development of plan	Targets	Institutional mechanism	Budget	Human resource	Research	Involvement of civil society	Information & dissemination	Monitoring & evaluation	Capacity Enhancement	Accountability/ Transparency	Total	%	
ECONOMIC	ILO Conventions	Convention 100	2	2	2	1	1	0	1	1	2	1	2	1	1	1	1	19	63	
		Convention 111	2	2	2	1	1	0	1	1	2	1	2	1	1	1	1	19	63	
		Convention 183	0	1	2	1	1	0	1	1	2	1	2	1	1	1	1	18	60	
		Engendering NPRS	X	X	X	2	1	2	1	1	1	1	2	1	1	1	1	15	63	
		Access to agric extension	X	X	X	2	2	2	2	1	2	1	1	2	1	2	1	19	79	
		Access to technology	X	X	X	1	2	2	2	1	1	1	2	2	1	1	1	17	71	
		Equal access to land	X	X	1	2	2	2	2	1	0	0	2	1	1	1	1	16	62	
		Gender Mainstreaming in all Departments	X	X	0	2	2	1	2	1	1	1	1	1	1	2	1	1	16	62
	Total Score for Economic Block																		139	65

Malawi ratified and reports on the ILO Conventions 100, 111 and 183 which specify the principles of equal remuneration for men and women workers for work of equal value as well as non-discrimination. The Malawi Constitution in Section IV (20)-1 invalidates all kinds of discrimination on grounds of race, colour, sex, language, religion, political or other opinion, nationality, ethnic or social origin, disability, property, birth or other status. There is also an Act to establish, reinforce and regulate minimum standards of employment with the purpose of ensuring equity and non-discrimination against any employee or prospective employee on the basis of sex, race, colour, disability, marital or other status, family responsibility etc. The Employment Act also guarantees maternal leave within every three years of at least eight weeks on full pay and her normal benefits and entitlements etc.

Engendering National Poverty Reduction Strategies (NPRS)

The Malawi Growth and Development Strategy (MGDS) is the country's overarching medium-term strategy for poverty reduction and creation of wealth. It is a home-grown poverty reduction strategy that succeeded initial poverty reduction strategies viz. the Malawi Economic Growth Strategy (MEGS) and the Malawi Poverty Reduction Strategy (MPRS). The first Strategy, MGDS I run between 2006 and 2011 and has been replaced by MGDS II which runs from 2012 through 2016. Both the first and second MGDSs recognise the importance of mainstreaming gender in the national development process to reduce gender inequalities and enhance equal participation of both sexes for sustainable development.

In both MGDS I and II gender has been presented as a sub-theme and is considered as a cross-cutting issue affecting all sectors of development making gender fundamental for effective realisation of all development goals. Notwithstanding this, there are several challenges that have compromised achievement of intended results of engendering National Poverty Reduction Strategies (NPRS). For instance, there is wide acceptance that most sector plans are not clear on strategies to address gender disparities although this is recognized as being critical. Secondly, there is lack of gender disaggregated data, poor commitment to resource allocation towards gender mainstreaming as well as weak institutional capacity to analyze and systematically mainstream gender in all sectors (Malawi Government, 2011).

The Government through the Ministries of Gender, Children and Community Development; Economic Planning and Development; and Finance developed the Guidelines and Checklist for Gender in Public Budgeting, and Guidelines for mainstreaming gender in the programme cycle and policies.

Access to Agriculture Extension, Technology and Land

Women are key players in agricultural production the world over. Studies by UNDP and FAO (2007) show that women provide 70% of the agricultural labour force and 80% of food for home consumption, and so their access to agricultural extension is crucial for increased productivity and food security. However, studies show that women have limited access, ownership and control over agricultural assets, resources and services such as land, credit, extension and training. Recent statistics indicate that fewer women (14%) than men (18%) access extension services. The small disparity between women and men in accessing agricultural extensions services has scored highly (79%) on the scoreboard. Access to land ownership also favours men to women so much so that average land holding size for female headed households is lower at 0.803 hectare than 1.031 hectares for male headed households (Malawi Government, 2007).

However, realizing that gender disparities and HIV issues are among the major constraints that affect agricultural production and food security in the country, the Government through the Ministry of Agriculture and Food Security developed an Agriculture Sector Gender, HIV and AIDS Strategy in 2003 which was implemented up to 2008 and has since been revised incorporating lesson learnt. Overall, the Government has a National Agricultural Policy (2011-2016) which seeks to promote agricultural productivity for national food security, economic growth and development through value chain development. The policy which mirrors the Gender, HIV and AIDS Strategy recognises the importance of mainstreaming gender in agricultural development.

There is an Agriculture Sector Wide Approach (ASWAp) as a medium term investment framework to enhance growth in the sector. The ASWAp also recognises the importance of mainstreaming gender as a crosscutting issue. Although the sector does not have consolidated targets, the annual work plans and budgets for the various sub-sectors (cost centres) within the sector indicate targets to be achieved within a year. Work is underway to have sector-wide targets.

The agriculture sector in Malawi has got officers deployed at national, regional, district, and community levels for the delivery of services including agricultural extension. Most of these officers including senior managers have been trained to enhance their capacity in mainstreaming of gender in the different sectoral programmes, projects and activities. All the 1,200 extension workers in the Ministry are trained in gender to ensure that the programmes that are being delivered to farmers are gender sensitive and women farmers are deliberately targeted.

Political Block

The Political Block provides a summary of achievements made with regard to support towards women's quota and affirmative action, women's participation in decision-making positions, and gender mainstreaming policy for all government departments. The UN Resolution 1325 on Conflict Resolution and the BPfA are already discussed in other sections of the report above.

Table 7: Malawian Women's Progress Scoreboard – Political Block

		Ratification	Reporting	Law	Policy commitment	Development of plan	Targets	Institutional mechanism	Budget	Human resource	Research	Involvement of civil society	Information & dissemination	Monitoring & evaluation	Capacity Enhancement	Accountability/ Transparency	Total	%	
POLITICAL	UN 1325, 1820, 1888 and 1889 Conflict Resolution	X	X	0	1	0	0	1	1	1	0	1	1	1	1	1	9	35	
	Participation of women in traditional governance	X	X	0	2	2	1	1	1	1	0	1	1	1	1	1	13	50	
	Participation in peace processes and negotiations	X	X	0	1	1	1	1	1	1	0	1	0	0	1	0	8	31	
	Policies	Support to women's quota and affirmative action	X	X	1	1	2	2	1	1	1	1	2	1	1	1	1	16	62
		Gender Mainstreaming in all Departments	X	X	0	2	2	1	2	1	1	1	1	1	2	1	1	16	62
Total Score for Political Block																	62	48	

Policies on Support to Women's Quota, Affirmative Action and Decision Making

As has been mentioned before, Malawi is a signatory to a number of international and regional protocols and declarations that promote gender equality in all spheres of life. In domesticating these international and regional instruments the Malawi Constitution promotes equality between women and men and contains the Bill of Rights, which invalidates any practice that discriminates against women. The revised National Gender Policy promotes the full and equal participation of men and women in decision-making at all levels including the community, district and the highest political levels. Furthermore, the National Gender Programme (2004) aims to promote and protect women's participation in Politics and Decision Making and the rights of women.

The policies and programme mentioned in the preceding paragraph do not specify the types of women's quotas and affirmative actions. Nevertheless, they are indications of the seriousness which the Government of Malawi has on women's equal participation in all development spheres. The Ministry of Gender, Children and Community Development collaborates and works with CSOs and provides overall policy direction and guidance on issues relating to gender equality. As part of the fulfilment of this objective, the Ministry developed a 50-50 campaign project in accordance with the objective of the 2008 SADC Protocol on Gender and Development which states that 50% of women should be elected to all political posts by 2015. To facilitate implementation of the 50-50 campaign and other gender equality programmes, the Ministry developed a 'Training Manual for Women aspiring for Leadership Positions in Local and National Assemblies in Malawi'.

Gender Mainstreaming in Departments

Gender Mainstreaming is an accepted strategy worldwide for promoting gender equality. Gender mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities involving policy development, legislation, resource allocation, research, planning, and implementation and monitoring of development programmes and projects.

The Government of Malawi through the Ministry of Gender in collaboration with the Ministry of Finance developed 'Guidelines and Checklist to integrate Gender in Public Budgeting' in the early 2000. Further to that in 2011 the Government through Ministry of Gender in conjunction with the Ministry of Development Planning and Cooperation developed 'Guidelines for Mainstreaming Gender in the Programme Cycle and Policies'. The Ministry also conducted several gender capacity building activities for officers in the other Ministries and Departments, but the reach was limited due to inadequate resources.

Gender focal points were also set up in most government institutions to coordinate and implement gender activities. However, most of the officers who were identified to work as Gender Focal Points were of low grades and so could not effectively push through their gender agenda. Further, no resources were provided for the execution of the focal points' functions. Due to these shortfalls, most of the identified officers as focal points were rendered ineffective.

Based on the scoreboard system, the overall average score is 61.7%, a decline from 67.1% recorded in 2010. A score of 48% under the Political Block in the Scoreboard is the main contributing factor to the decline in the overall score. However, another contributing factor to the overall decline is likely to be the introduction of new and

more indicators that were not there in the previous year. Nevertheless, 61.7% is still quite a high score compared to a number of countries that have piloted the Gender Development Index¹³. This is primarily due to a number of factors such as high performance with regards to the implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Beijing Platform for Action, African Charter on the Rights of the Child, issues of HIV and AIDS, maternal mortality, contraception, access to agriculture extension services, and policy on girls' school dropout. On the other hand the country still needs to do more in the implementation of UN 1325 Conflict Resolution, Trafficking in Women and Education on human/women's rights.

¹³ See African Women's Report 2009 (UNECA)

CONCLUSION

This analysis shows that the disparities between men and women declined in the reporting period. This decline has been largely reflected in the social and economic power blocks. However large disparities still exist in the political power block which has further increased in the reporting period. Among other things, this could be attributed to Government's commitment to the implementation of various national, regional and international protocols and conventions on women's empowerment and promotion of gender equality.

Although women in Malawi generally seem to fare worse than their male counterparts on most social indicators including health, tertiary education enrolment and literacy, the country has achieved gender parity with respect to primary and secondary school enrolments with girls slightly surpassing boys.

There are still a number of challenges facing the education sector in Malawi particularly with regard to primary education, which has an impact on its performance and retention of pupils. In primary education, the quality of education for both boys and girls is compromised by an increasing pupil-teacher ratio, inadequate trained teachers as well as the pupil-classroom ratio.

There is also evidence that Malawi still has very poor child health indicators. The country is faced with an endemic malnutrition problem whose major contributing factors are low availability and access to food in terms of quantity, quality and diversity; poor child care practices, poor hygiene and sanitation, as well as low availability and access to optimal health care services. In terms of child health, girls have overtaken boys in the areas of stunting, underweight and under-five mortality. The government and all the other players including the private, the third sector as well as development partners will need to coordinate and invest more to improve the situation.

Data in the HIV and AIDS sector depicts that more females than males access counselling and testing. During the reporting period there were more women (61%) than men (39%) that were accessing ART services. In order to increase men's access to ART, among others interventions, Government has introduced 'moonlight' testing where HTC services are provided to couples under the cover of darkness and this known to have encouraged more men to go for HTC services.

In the economic sector, results of a survey conducted for the purpose of this report shows that there is no discrimination or disparities in wages between women and men as long as they are on the same grade or are performing the same tasks. However, with regard to income, it was established that women earn nearly 50% of what their male counterparts involved in similar ventures in informal enterprise earn. Despite the fact that the informal sector is heavily patronized by women, their earnings still lag behind those of men. Differences have also been observed with regard to ownership of urban plots/houses or land which is wide between men (80%) and women (20%) whilst ownership of livestock as means of production is minimal. Women economic empowerment interventions which recognise and consider the gender dimensions related to access to resources and means of production need to be promoted.

Regarding participation in more men than women occupy high decision-making positions in companies and organisations, and own companies and organisations. This finding points to the fact that there may be lower numbers of qualified women within many organisations to occupy the managerial positions, but to a large extent the disparity is due to discriminatory tactics employed by employers who are mainly men. Similarly, there are more men than women occupying positions in professional syndicates such as engineers, architects and medical associations and others mainly due to the fact that these occupations are to a large extent considered to be male domains. To reverse the trend, affirmative action is required to reduce the gap and achieve parity. Interventions at primary, secondary and tertiary education levels to encourage more girls to like and take up science, mathematics and technology subjects would also go a long way in reversing the trend.

In the political power agency, it was also found that men outpaced women regarding participation in political decision making positions including as members of parliament. Some of the reasons that entrench this situation include low assertiveness on the part of women to compete with men in political races, and comparatively lower financial capability amongst women to sustain political campaigns for elections. To increase women's assertiveness and courage to equally compete with men, there is need for a lot of investment in orientation activities as well as financial support for them to favourably compete with their male counterparts.

Finally, Malawi has ratified a number of international conventions and protocols to promote women's empowerment and reduce discrimination against women and girls. These, among others, include the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, the Beijing Platform

of Action (BPfA), SADC Declaration on Gender and Development. Several laws, policies and instruments have been put in place in an effort to domesticate and operationalize and implement the conventions and protocols.

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Table 8: Gender Status Index Sources of Data

Component	Indicator	Definition	Source	Ref. Time
Education	Primary Enrolment rate	Early Childhood enrolment	CSEC	2011
		Number of children in primary school-going ages (6-13 years) attending primary school (grades 1-8), as a proportion of all children in primary school-going ages (6-13 years)	Welfare Monitoring Survey	2009
	Secondary enrolment rate	Number of children in secondary school going age (14-17 years), attending secondary school (forms 1-4) as a proportion of all children in secondary school going ages of (14-17 years)	Welfare Monitoring Survey	2009
	Tertiary enrolment rate	Proportion of enrolled university students to the university going population age-group of 18-21 years	University of Malawi	2011
			Mzuzu University	2011
			Catholic University	2011
			Livingstonia University	2011
Shareworld University			2011	
Completion	Proportion of pupils starting grade 1 who reach last grade of primary	MICS	2006	
Literacy	Literacy rate of 15-24 years old	Welfare Monitoring Survey	2009	
Health	Stunting Under 5	Stunting Under 5 using minus 2 standard deviation	MDHS	2010
	Underweight Under 3	Underweight Under 5 using minus 2 standard deviation	MDHS	2010
	Mortality Under 5	Mortality Under 5	MDHS	2010
	New HIV Infection	HIV/AIDS prevalence among 15-24 years old	MDHS	2010
		Access to anti-retroviral treatment	Ministry Of Health, Quarterly HIV Programme report	April-June 2011
Income	Wages in Agriculture	Monthly wages of staff of the same grade in the agriculture industry.	Sable Farming(Grade 1)	2011
	Wages in Civil Service	Monthly wages of civil servants of the same grade.	Government Salary Structure(SEO)	2011
	Wages in Formal Sector (public and/or private)	Monthly wages of bank staff of the same grade.	National Bank	2011
	Wages in Informal Sector	Monthly wages of shop employees of the same grade at the flea market.	Flea Market Shop	2011
	Income from informal enterprise		IHS	2005
	Income from small agricultural household enterprise		IHS	2005

	Share of women under poverty line		IHS	2005
Time- use or employment	Time spent in market economic activities (as paid employees, own account or employer)		IHS	2005
	Time spent in non-market economic activities or as unpaid family worker in market activities		IHS	2005
	Time spent in domestic , care and volunteer activities.		IHS	2005
	Share of women in non-agricultural wage employment		IHS	2005
	Youth unemployment rate	Youth unemployment rate	WMS	2009
	Access to resources	Ownership of	rural land/farms	NACAL
Urban plots/houses			IHS	2005
Livestock			IHS	2005
Access to credit (Commercial and micro-credit)		Access to credit (Commercial and micro-credit)	IHS	2005
		Employers	Population and Housing Census	2008
		Own account workers	PHC 2008, Analytical Report: Volume 10 ECONOMIC ACTIVITY	2008
High Civil servants (Class A-F)		High Civil servants (Class A-F)	Department of Human Resources	2011
Professional syndicates		Members of professional syndicates	SOCAM	2011
			Malawi Institute of Engineers	2011
			Association of Architects	2011
			Law Society of Malawi	2011
	Medical Council of Malawi		2011	
Public sector	Members of Parliament	Number of female and male parliamentarians as per the 2009 elections.	National Assembly	2011
	Cabinet Ministers	Number of female and male cabinet ministers and their deputies	OPC	2011
		Higher positions in civil service and parastatals (Ambassadors, District Commissioners, Chief Executives)	Ministry Of Local Government, Ministry of Foreign Affairs	2011
	Employment in	Police Service	Police	2011

	security forces	Prisons Service	Prisons	2011
		Immigration	Immigration	2011
		MDF	MDF/Min of Defense	2011
	Judges	Higher courts	Ministry of Justice	2011
		Lower courts	Ministry of Justice	2011
		Traditional		
	Number of female and male councilors as per 2004 local councils.	Number of female and male councilors as per 2004 local councils.	Ministry of Local Government	2011
Number of male/female traditional rulers	Number of male/female traditional rulers	Ministry of Local Government	2011	
Civil Society	Senior positions in political parties	Total number of persons holding three top positions in each of the registered political parties (President, Vice president and Secretary General.	Registered political parties	2011
	Senior positions in trade unions	Total number of persons holding three top positions in each of the registered Trade Unions (President, Vice president and Secretary General.	MCTU	2011
	Senior positions in Employers' associations	Total number of four to six positions (according to institution's organization chart) in organizations that employ people.	ADMARC	2011
			Air Malawi	2011
			Banja La Mtsogolo	2011
			BP Malawi	2011
			Bata Shoe Company	2011
			Chibuku Products	2011
			ESCOM	2011
			GDC Hauliers	2011
			Lilongwe Water Board	2011
			MANEB	2011
			Malawi Posts Cooperation	2011
			Nation Publications	2011
			Southern Bottlers Ltd	2011
Southern Region Water Board	2011			
Toyota Malawi	2011			
World Vision Malawi	2011			
Heads or managers of NGOs	Number of women and men who head NGO's in Malawi.	CONGOMA	2011	

Table 9: Indices for components and sub-components and aggregate GSI

Block	Component	Sub-component	Indicator			
			Indicator	Index		
Social power 'Capabilities'	Education	Enrolment	Early Childhood enrolment			
			Primary enrolment rate (net)		1.024	
			Secondary enrolment rate (net)		1.250	
			Tertiary enrolment rate (gross)		0.429	
		Enrolment			0.901	
		Completion	Proportion of pupils starting grade 1 who reach last grade of primary		0.932	
	Literacy		Literacy rate of 15-24 years old		0.759	
		Education			0.864	
	Health	Child health	Stunting under 5 using minus 2 standard deviation		1.160	
			Underweight under 5 using minus 2 standard deviation		1.027	
			Mortality under 5		1.024	
			Child health			1.070
		HIV/AIDS	HIV/AIDS Prevalence among 15-24 years old		0.948	
			Access to anti-retroviral treatment		0.971	
HIV/AIDS			0.959			
Health			1.015			
SOCIAL				0.939		
Economic power 'Opportunities'	Income	Wages	Wages in agriculture		1.000	
			Wages in civil service		1.000	
			Wages in formal sector(public and/or private)		1.000	
			Wages in informal sector		1.000	
		Wages			1.000	
		Income	Income from informal enterprise		0.491	
	Income from small agricultural household enterprise		0.783			
	Share of women under poverty line		0.938			
	Income			0.737		
	Income			0.869		
	Time-use- and employment	Time-use	Time spent in market economic activities (as paid employee, own account or employer)		0.657	
			Time spent in non market economic activities or as unpaid family worker in market activities		1.007	
			Time spent in domestic, care and volunteer activities		0.156	
			Time use			0.607
		Employment	Share of women in non-agricultural wage employment		0.266	
			Youth unemployment rate		1.400	
	Employment			0.833		
	Time-use and employment			0.720		
	Access to resources	Means of production	Ownership of	rural land/farms	0.514	
				Urban plots/houses	0.250	
livestock				0.818		
Access to credit (commercial and micro-credit)			0.764			
Means of production			0.587			
Management		Employers		0.333		
		Own- account workers		0.796		
		High civil servants (class A)		0.298		
	Members of professional syndicates		0.177			
Management			0.401			
Access to resources			0.494			
Economic				0.694		
Political power 'Agency'	Public sector	Members of parliament		0.287		
		Cabinet ministers		0.429		
		Higher positions in civil service and parastatals		0.098		
		Employment in the security services		0.250		
		Judges of	higher courts	0.160		
			lower courts	0.310		
			traditional and religious courts			
		Members of local councils		0.099		
	Number of male/female traditional rulers		0.064			
	Public Sector			0.212		
	Civil society	Senior positions in	Political parties		0.051	
			Trade unions		0.462	
			Employers' associations		0.222	
			Heads or managers of NGOs		0.254	
Civil Society			0.247			
Political			0.230			
GSI				0.621		

Table 10: Malawian Women's Progress Scoreboard – All Blocks

		Ratification	Reporting	Law	Policy commitment	Development of plan	Targets	Institutional mechanism	Budget	Human resource	Research	Involvement of civil society	Information & dissemination	Monitoring & evaluation	Capacity Enhancement	Accountability/ Transparency	Total	%	
WOMEN'S RIGHTS	CEDAW	Ratification	2	2	1	2	2	1	2	1	1	1	2	1	1	1	1	21	70
		Optional Protocol	0	1	1	2	2	1	2	1	1	1	2	1	1	1	1	18	60
		Article 2	2	2	2	1	1	1	1	1	2	1	2	2	1	1	1	21	70
		Article 16	2	2	1	1	1	1	2	1	1	2	2	1	1	1	1	20	67
	Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa		2	1	1	1	1	1	2	1	1	1	1	1	1	1	1	17	57
	Beijing Platform for Action		X	2	1	1	2	1	2	1	1	0	2	1	1	1	2	18	64
		Harmful practices FGM/ Early Marriage/Widow Inheritance	X	X	1	1	2	1	1	1	1	1	2	1	1	1	1	15	58
		Review and modification of customary law	X	X	1	1	2	1	1	1	1	1	2	1	1	1	1	15	58
	Violence against Women and children	Domestic Violence	X	X	2	1	2	1	2	1	1	1	2	1	1	1	1	17	65
		Rape	X	X	2	2	2	1	1	1	1	0	2	2	1	1	1	17	65
		Statutory rape/ Defilement	X	X	2	2	2	1	2	1	1	1	2	2	1	1	1	19	73
		Sexual harassment	X	X	2	2	2	1	1	1	1	0	2	2	1	1	1	17	65
Traffic in women		X	1	1	1	0	0	1	1	1	0	2	2	1	1	1	13	46	
African Charter on the Rights of the Child art XXVII		2	2	1	2	1	2	2	1	1	1	2	2	1	1	1	22	73	
SOCIAL	Health-ICPD Plan of Action	HIV and AIDS	X	X	1	2	2	2	2	1	2	1	2	2	2	2	2	23	88
		Maternal Mortality	X	X	0	2	2	2	2	1	2	1	2	2	1	1	1	19	73
		Family Planning	X	X	0	2	2	2	2	1	2	1	2	2	1	2	2	21	81
		Safe Abortions	X	X	0	0	1	0	1	0	1	0	1	1	1	1	1	8	31
	Education	Policy on girls school dropouts	X	X	0	1	2	1	2	1	2	1	1	1	1	1	1	15	58
Education on human/women's rights		X	X	0	1	1	1	2	1	1	1	1	1	1	2	1	14	54	
ECONOMIC	ILO Conventions	Convention 100	2	2	2	1	1	0	1	1	2	1	2	1	1	1	1	19	63
		Convention 111	2	2	2	1	1	0	1	1	2	1	2	1	1	1	1	19	63
		Convention 183	0	1	2	1	1	0	1	1	2	1	2	1	1	1	1	18	60
	Engendering NPRS	Engendering NPRS	X	X	X	2	1	2	1	1	1	1	2	1	1	1	1	15	63
		Access to agric extension	X	X	X	2	2	2	2	1	2	1	1	2	1	2	1	19	79
	Access to technology	X	X	X	1	2	2	2	1	1	1	2	2	1	1	1	17	71	
	Equal access to land	X	X	1	2	2	2	2	1	0	0	2	1	1	1	1	16	62	
POLITICAL	UN 1325, 1820, 1888 and 1889 Conflict Resolution		X	X	0	1	0	0	1	1	1	0	1	1	1	1	1	9	35
	Participation of women in traditional governance		X	X	0	2	2	1	1	1	1	0	1	1	1	1	1	13	50
	Participation in peace processes and negotiations		X	X	0	1	1	1	1	1	1	0	1	0	0	1	0	8	31
	Policies	Support to women's quota and affirmative action	X	X	1	1	2	2	1	1	1	1	2	1	1	1	1	16	62
Gender Mainstreaming in all Departments		X	X	0	2	2	1	2	1	1	1	1	1	2	1	1	16	62	
Total Score																	535	61.8	

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