



COUNTRY PROGRAMME ACTION PLAN 2016-2020



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MID-YEAR PROGRESS REPORT 2018

PROJECT PROFILE

PROJECT TITLE: Strengthening and Enhancing the Inclusiveness of Women Towards an Equitable Society in the 11th Malaysia Plan

AWARD ID: 00093359

PROJECT ID: 00085874

PROJECT PERIOD:

Sep 2016 – Dec 2020

REVISED PERIOD (if any):

PROJECT BUDGET:

USD 673,153

USD 108,500 (in-kind)

REVISED BUDGET (if any):

2018 BUDGET (AWP):

USD 255,000

IMPLEMENTING PARTNER:

Ministry of Women, Family, and Community Development (MWFCDC)

NATIONAL PROJECT DIRECTOR:

Azman b Mohd Yusof, Deputy Secretary-General (Strategic), MWFCDC

NATIONAL STEERING COMMITTEE CHAIR:

Dato Suriani bt Dato Ahmad, Secretary-General, MWFCDC

NSC MEETING(S) HELD:

Bil. 1/2018: 16 January 2018

minutes attached

UNDP MALAYSIA CPAP OUTCOME:

Inclusive Growth & Development

Sustainable & Resilient Development

11TH MALAYSIA PLAN STRATEGIC THRUSTS:

Enhancing inclusiveness towards an equitable society

Improving wellbeing for all

Accelerating human capital development for an advanced nation

Pursuing green growth for sustainability and resilience

Strengthening infrastructure to support economic expansion

Re-engineering economic growth for greater prosperity

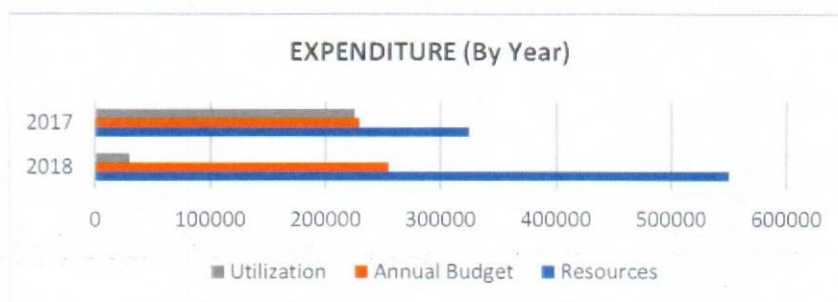
PROJECT DESCRIPTION (500 words max):

Reviewing the various initiatives across government ministries to mainstream gender and develop a framework that will enhance the implementation of gender mainstreaming in the planning, implementation, monitoring, and evaluation in the course of 11th

PROJECT IMPLEMENTATION OVERVIEW

EXPENDITURE:

YEAR	BUDGET	UTILIZATION	RATIO (%)
2017	\$229,576	\$225,384	98.2%
2018	\$255,000	\$33,801.47	13.3%
CUMULATIVE	\$484,576	\$259,185.47	38.5%



Project Outcome Snapshot

Component/Outcome & Total Outputs	Achieved (Output #)	On Track (Output #)	Off Track (Output #)	Not Achieved (Output #)
Outcome 1: Total outputs: 4	Output 1 Output 2	Output 4	Output 3	
Outcome: Project management	Output 1 Output 2	Output 3 Output 4		

List the outputs under outcomes in page 2.

Risk Management

Date Identified	Type	Management Response
April 2018	Political	Informed Consultants to expect slight delays.
May 2018	Political	Harmonization and alignment to Pakatan Harapan manifesto and Special Commitment for Women.



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Project Outcome Snapshot (expanded)

Outcome Description	2017	2018
Outcome: Gender perspectives are systematically and adequately integrated across all development policies, programmes, and activities, and interventions are guided by sound strategic planning; with faster progress in reducing gender inequality and promoting women's empowerment		
Output 1: Review of the effectiveness of the <i>National Policy on Women and National Action Plan for the Advancement of Women</i> (10 th Malaysia Plan)	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved
Output 2: Gender Mainstreaming Framework and Policy Recommendations for the Implementation of the 11 th Malaysia Plan	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved
Output 3: Gender Gap Index report (2010-2015)	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved	<input type="checkbox"/> On Track <input checked="" type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved
Output 4: Institutional Capacity Building: Gender Mainstreaming and Monitoring	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved
Outcome: Project Management		
Output 1: Project Management	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved	<input checked="" type="checkbox"/> On Track <input type="checkbox"/> Off Track <input type="checkbox"/> Achieved <input type="checkbox"/> Not Achieved

RISK MANAGEMENT (EXPANDED)

Date Identified	Type	Management Response
May 2018	Political	Change in the new government impacted programmatic delivery, however it provided opportunity for project to support the new government's gender objectives more effectively. Project staff contributed to the harmonization and alignment to Pakatan Harapan manifesto and Special Commitment for Women.

ANNEX

Please list additional documentation included in this report (including NSC meeting minutes; PIR report summary; additional project reporting)

1. National Steering Committee Meeting Minutes, 16 January 2018.
2. Draft Report Output 1: Executive Summary



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MID-YEAR REPORT NARRATIVE

Describe the project's achievements of outputs in 2018, with brief descriptions of progress of planned activity results for the year. Please highlight any contributions to gender made if any.

Describe the issues and challenges faced, and the project management response.

<p>Component/Outcome 1: Gender perspectives are systematically and adequately integrated across all development policies, programmes, and activities, and interventions are guided by sound strategic planning; with faster progress in reducing gender inequality and promoting women's empowerment</p>	<p>Progress Status</p> <p><input checked="" type="checkbox"/> Achieved <input type="checkbox"/> On track <input type="checkbox"/> Off track</p>
<p><u>Output 1: Review of the effectiveness of the National Policy on Women and National Action Plan for the Advancement of Women (10th Malaysia Plan)</u></p> <ol style="list-style-type: none"> 1. Achieved and completed – Results Indicator 1.1: Report on The Effectiveness of the National Policy on Women and the National Action Plan for the Advancement of Women during the 10th Malaysia Plan (2011-2015). 2. For Results Indicator 1.2: A report/chapter on 'Recommendations on Sex-Disaggregated Data for the Implementation of 11th Malaysia Plan' – this issue has been highlighted in the above report Results Indicator 1.1. The Consultant is finalizing this Chapter specifically on recommendations on Data and will be submitted along with Output 2 report by the end of 2018 as planned. 3. Interviewed 277 individuals from 16 ministries and 15 agencies from Prime Minister's Department from November 2017 to March 2018. Conducted Beneficiary Impact Assessments at 3 States: Kelantan, Sarawak and Sabah in January 2018. 4. Draft Reports circulated to Technical Working Committee members and a review meeting will be organized by end of July (26 July 2018). <p><u>Issues & Challenges:</u></p> <p>There were a number of difficulties encountered during the process of assessing the effectiveness of the National Policy of Women and Plan of Action (NPW-POA). These mostly revolved around the team's ability to access the right people or information as below:</p> <ul style="list-style-type: none"> • There was no one specific person or agency responsible for the NPW-POA • Many people who had been part of the initial formulation and implementation of the NPW-POA had moved or been transferred and this contributed to poor institutional memory. • This was compounded by the lack of systematic record keeping. Many files were incomplete; key data and reports were missing; and records for example of meetings, could not be found. <p><u>Action Taken by implementing Partner:</u></p> <ul style="list-style-type: none"> • Prepared a Letter signed by Secretary-General of MWFC to inform about this project and to facilitate interviews and data/information collection. 	<p>Output Target:</p> <p>Results Indicator 1.1: Report on The Effectiveness of the National Policy on Women and the National Action Plan for the Advancement of Women during the 10th Malaysia Plan (2011-2015).</p> <p>Results Indicator 1.2: A report/chapter on 'Recommendations on Sex-Disaggregated Data for the Implementation of 11th Malaysia Plan'.</p>



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<ul style="list-style-type: none"> Conducted a Courtesy Visit to Ministry of Health on 6 March 2018 to deliberate on Gender as a cross-cutting issue. <p>Additional Support Requested from UNDP/ EPU: UNDP will assist MWFCDC in preparation for upcoming workshops and policy dialogues.</p> <p>UNDP Management Response: Output 1 deliverables were on track. Draft report was reviewed. In view of the change of government and realignment of priorities, some delays were experienced, especially in securing a time for Technical Working Committee meeting to discuss Output findings and recommendations. UNDP hopes the matter will be rectified soon and that the TWC can convene.</p>	
<p><u>Output 2: Gender Mainstreaming Framework and Policy Recommendations for the Implementation of the 11th Malaysia Plan</u></p> <ol style="list-style-type: none"> Completed Draft Report – Results Indicator 2.1: A Gender Mainstreaming Framework and Policy Recommendations for the 11th Malaysia Plan. The Final Report on Gender Mainstreaming Framework and Policy Recommendations will be completed by the end of 2018 as planned. <p>Issues & Challenges:</p> <ul style="list-style-type: none"> Foresee human resource challenges from July 2018 onwards to organize the 9 dialogues, also in-lieu of Parliament sitting starting mid-July where most officers from MWFCDC Management and Policy Division will be engaged. <p>Action Taken by implementing Partner:</p> <ul style="list-style-type: none"> NGO dialogues will be informally organized to reduce formalities. MWFCDC may mobilize personnel from other Units to assist in project activities. <p>Additional Support Requested from UNDP/ EPU:</p> <ul style="list-style-type: none"> Looking into possibilities to hire support assistance. <p>UNDP Management Response: UNDP's Programme Associate is on board providing guidance and assistance in the planning and management of the workshops/dialogue sessions. MWFCDC's internal policies and lengthy approval processes may impede progress and cause delays.</p>	<p><input type="checkbox"/> Achieved <input checked="" type="checkbox"/> On track <input type="checkbox"/> Off track</p> <p>Output Target:</p> <p>Results Indicator 2.1 – Report: Gender Mainstreaming Framework and Policy Recommendations for the 11th Malaysia Plan.</p> <p>Results Indicator 2.2: At least one stakeholder review meeting held to review the report.</p>



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<p><u>Output 3: Gender Gap Index report (2010-2015)</u></p> <ul style="list-style-type: none"> In early 2018, the Consultants team completed the matching of data sets of gender gap index analysis against international data sets and index data. The team continued with the construction of the Malaysian Gender Gap Index and analysis of trend as well as gathering information and evidences to explain the reasons that contributed to the movement. The Final Report of the overall assessment of gender inequality in Malaysia are expected to be completed by September 2018. <p>Issues & Challenges:</p> <ul style="list-style-type: none"> Due to unfavorable health reasons, Output 3 activities were delayed, with a data workshop planned in April 2018 being postponed to July 2018. Progress were slow from March to May. Regular follow-ups with consultant to ensure index analysis work were going-on remotely. Output 3 will enter into a 6-month no-cost extension phase. <p>Action Taken by implementing Partner:</p> <ul style="list-style-type: none"> Consultant has written to MWFCDD to inform that under these circumstances, progress was slow but the work has resume by end of May. It is projected that this Consultancy will go into a 6-month extension with no cost until end of 2018. <p>Additional Support Requested from UNDP/ EPU:</p> <ul style="list-style-type: none"> UNDP to facilitate contract extension. <p>UNDP Management Response:</p> <ul style="list-style-type: none"> UNDP is aware of the delays in Output 3 due to unforeseen circumstances related to health issues of consultant and her immediate team members UNDP will process a no cost extension till 31 December 2018 for the said consultant to finish the deliverables UNDP hopes that with the recent Gender Gap Index Workshop from 9-10 July 2018 that Output 3 is put back on track and will complete all deliverables set out in the TOR 	<p><input type="checkbox"/> Achieved <input type="checkbox"/> On track <input checked="" type="checkbox"/> Off track</p> <p>Output Target:</p> <p>Results Indicator 3.1: Gender Gap Index Report 2010 – 2015 and a report on 2016.</p> <p>Results Indicator 3.2: Stakeholder Review Meeting</p>
<p><u>Output 4: Institutional Capacity Building: Gender Mainstreaming and Monitoring</u></p> <ol style="list-style-type: none"> This Consultancy Contract commenced from 1 April 2018 up to 30 June 2019. The work has progressed as planned and the Inception Report has been submitted in early June – that outlined the proposed methodology for implementation and proposed activities. <p>Issues & Challenges: Possibility of delays if Outputs 1 & 2 delayed as Output 4 will need inputs from Outputs 1 & 2.</p>	<p><input type="checkbox"/> Achieved <input checked="" type="checkbox"/> On track <input type="checkbox"/> Off track</p> <p>Output Target:</p> <p>Results Indicator 4.1: Increased level of understanding of gender mainstreaming.</p> <p>Results Indicator 4.2:</p>



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Action Taken by implementing Partner:

- The Inception Report will be presented to Technical Working Committee in July.

Additional Support Requested from UNDP/ EPU:

UNDP Management Response: Draft inception report is reviewed. UNDP kindly requests MWFCDC to accelerate internal approval processes so that all project outputs may proceed accordingly. Technical Working Committee meeting is pending for this Output 4.

Curriculum for training for mainstreaming gender equality institutionalised within government.

Mid Year Progress Report 2018 approved by:

Name:

AZMAN MOHD YUSOF

Designation:

**Deputy Secretary General (Strategic)
Ministry of Women, Family and
Community Development**

Date:

26 / 07 / 18

MINUTES OF MEETING

NATIONAL STEERING COMMITTEE NO.1/2018 STRENGTHENING AND ENHANCING THE INCLUSIVENESS OF WOMEN TOWARDS AN EQUITABLE SOCIETY IN THE 11th MALAYSIA PLAN

Date : 16 January 2018 (Tuesday)
Time : 10.00am - 12.00pm
Venue : Operation Room, 36th Floor
Ministry of Women, Family and Community Development
Chairperson : YBhg. Dato' Suriani Dato' Ahmad
Secretary General
Ministry of Women, Family and Community Development

1. OPENING REMARKS

- 1.1 YBhg. Dato' welcomed all members to the meeting and informed that the purpose of the meeting was to review the progress of the project based on 4 outputs/activities (a) Effectiveness of the National Policy on Women and its Action Plan; (b) Development of a gender mainstreaming framework; (c) Assessment of gender gaps in Malaysia (2010-2016); and (d) Development of institutional capacity building for gender mainstreaming and monitoring. The Gender Mainstreaming Project is a joint collaboration between the Ministry of Women, Family and Community Development (MWFCD) and the United Nations Development Programme (UNDP). The project is listed under the UNDP Country Action Plan which commenced in 2016 and is expected to be completed in 2020.
- 1.2 YBhg. Dato' further highlighted the roles of the NSC was to review project progress report and to provide direction and recommendations to ensure agreed deliverables are produced satisfactorily. The Chair of the Technical Committee assisted by the Project Manager shall report project status progress to the NSC which shall meet at least once a year.
- 1.3 YBhg. Dato' recorded appreciation to Dato' Dr. Rose Lena Lazemi the outgoing Chair of the NSC and welcomed Ms. Tashia Peterson the Consultant for Output 4.

For Information

2. CONFIRMATION OF MINUTES AND MATTERS ARISING

- 2.1 The minutes of the meeting held on 16 December 2016 was endorsed and feedbacks on matters arising is as attached in **Appendix 1**.

For Information

3. TECHNICAL COMMITTEE REPORT

- 3.1 The meeting noted the updates by Mr. Azman Yusof, Deputy Secretary General (Strategic), Chair of the Technical Committee which were as follows:

3.1.1 Three Technical Committee Meetings were held in February, August and November 2017. The meetings discussed the planning of the overall project including the recruitment of consultants, the Project Manager and the work plan for 2017.

3.1.2 Ms. Mae Tan Siew Mann of UNDP was appointed as the Project Manager on 15 June 2017. Dr. Prema Raj was appointed as the Consultant for Output 1: Report on the Effectiveness of the National Policy on Women and National Action Plan for the Advancement of Women and Output 2: Gender Mainstreaming Framework and Policy Recommendations for the 11th Malaysia Plan, and Dato' Rashidah Shuib for Output 3: Gender Gap Index Report (2010-2015 & 2016).

3.1.3 The Inception Reports outlining methodologies and work plans of the Consultants were tabled and subsequently adopted by the Technical Committee in August. The Mid-Year Progress Report 2017 was earlier submitted to the Economic Planning Unit (EPU) in July.

3.1.4 The work plan for 2017 was finalised to be signed by the National Project Director (Deputy Secretary General (Strategic)) and the Annual Work Plan 2018 will be tabled at the NSC meeting.

For Information

4. PRESENTATION AND DISCUSSION

Output 1 and Output 2

- 4.1 The meeting noted the presentation by Dr. Prema Raj for Output 1 and 2 as attached in **Appendix 2**. Dr. Prema highlighted in assessing the effectiveness of the National Action Plan and in developing a gender mainstreaming framework her team collected and will collate data, best practices, evaluate mechanisms and all related institutional factors related to gender mainstreaming.
- 4.2 Key informants, gender focal persons at relevant ministries and agencies were interviewed since November 2017. The exercise is expected to be completed by end of January 2018. To complete the required interviews, Dr. Prema requested the support of the Ministry of Higher Education and the Ministry of Finance to conduct interviews at the respective ministries.

Action: MOHE, MOF

- 4.3 The final report for Output 1 is targeted to be submitted for approval by the Technical Committee in April 2018. The report for Output 2 is targeted to be submitted in August 2018.

For Information

- 4.4 The meeting noted the recommendations by the Chairperson for the consultant to focus on the 13 sectors under the National Action Plan and the 5 clusters announced under the Women Empowerment 2018 agenda in drawing up future policy recommendations. Initiatives announced by the Prime Minister during the tabling of Budget 2018 on family care to increase women participation at work should also be considered.

Action: Consultant Output

Output 3

- 4.5 Dato' Prof Dr. Rashidah Shuib presented the progress of Output 3 as attached in **Appendix 3**. In comparison to the World Economic Forum Gender Gap Index (WEF-GGI) which is limited to 4 indicators (economic participation and opportunity; educational attainment; health and survival; and political empowerment) the Index to be constructed under Output 3 will consider indicators of the UN-Sustainable Development Goals Report (SDGs) and the UNDP-Human Development Report (HDR).

For Information

- 4.6 The proposed Index will cover 8 dimensions affecting women: health, empowerment, labour market, education, violence, technology access, legal rights, and family and care. The Consultant acknowledged that additional data will be required from the relevant ministries/agencies to construct the Index. A stakeholder engagement is planned to be held end of January 2018. The Chair informed the Consultant to list down all relevant ministries/agencies required to participate in the engagement.

Action: Consultant for Output 3 & MWFCD

- 4.7 Dr. Zakiah informed that there are still many health indicators which are not captured in the list of indicators presented by the consultant. Hence, she suggested that the data to be extracted from the National Health and Morbidity Survey (NHMS) on monitoring the health of the population in Malaysia by MOH as well as the Malaysian Population Family Survey (MPFS) by National Population and Family Development Board and any other related national surveys.
- 4.8 Mr. Asfaazam (UNDP) proposed the Consultant to recommend specific indicators to ensure continuous monitoring by MWFCD upon completion of the project. As MWFCD have been utilising UNDP indicators under the SDG roadmap, it was recommended the indicators of the UNDP-HDR be prioritised over the WEF-GGI.
- 4.9 Ms. Nazaria Baharudin (DOSM) suggested to the Consultant to benchmark data source with other countries.

For Information

Output 4

- 4.10 The meeting noted Ms. Tashia Peterson has been appointed as the Consultant for Output 4: Capacity Building: Gender Mainstreaming and Monitoring. Ms. Peterson's informed her work will start in April 2018 and look forward to developing an appropriate tool to enhance capacity building in gender mainstreaming.

For Information

- 4.11 Mr. Chua (MWFCD) recommended the Social Institute of Malaysia (ISM) be involved in developing capacity building programme. ISM has been entrusted to conduct several programmes on gender mainstreaming.

Action: Consultant for Output 4

Annual Work Plan 2018

4.11 Ms. Mae Tan presented the Annual Work Plan 2018 as attached in **Appendix 4**. The work plan consists of activities to be undertaken for Output 1 to Output 4 and the budget allocated. Mr. Asfaazam (UNDP) informed a sum of USD255,000 has been allocated for 2018.

4.12 The Annual Work Plan 2018 was endorsed by the meeting.

Action: Project Manager

5. OTHER MATTERS

5.1 The meeting noted:

5.1.1 YAB Prime Minister has announced 2018 as Women Empowerment Year; and

5.1.2 The Technical Committee meeting will be held in the first quarter of 2017.

For Information

6. CONCLUSION

6.1 YBhg. Dato' Chair Person thanked members of the meeting for their presence and participation and expressed hope that all activities planned, would be successfully implemented.

The meeting was adjourned at 12.00 p.m.

Prepared by:
Policy and Strategic Planning Division
Ministry of Women, Family and Community Development
18 January 2018

LIST OF ATTENDANCE:

Ministry of Women, Family and Community Development (MWFCD)

1. YBhg. Dato' Suriani Dato' Ahmad - Chairperson
Secretary General
2. Mr. Azman Mohd. Yusof
Deputy Secretary General (Strategic)
Chair, Gender Mainstreaming Technical Committee
3. Mr. Chua Choon Hwa
Undersecretary, Policy and Strategic Planning Division
4. Ms. Fadzilah bt Fadzil
Undersecretary, International Relation Division
5. Ms. Zarena Shuib
Undersecretary, Strategic Collaboration Division
6. Ms. Dg. Shalbia Abdul Ghani
Deputy Undersecretary, Policy and Strategic Planning Division
7. Ms. Mae Tan Siew Mann
UNDP Project Manager for Gender Mainstreaming
8. Mr. Mohd Fakhrul Zaman Che Hamzah
Assistant Secretary (Data), Policy and Strategic Planning Division

Departments and Agencies

9. Mr. Asfaazam Kasbani
Assistant Resident Representative (Programme).
United Nations Development Programme (UNDP)
10. Dr. Faridah Awang
Deputy Director General
Department of Women Development
11. Ms. Nazaria Baharudin
Deputy Chief Statistician
Chief Statistician Office
Department of Statistics Malaysia
12. Mr. Bashah Bachik
Undersecretary
Labour Policy Division
Ministry of Human Resource

13. Ms. Ashikin Abdul Razak
Director
International Cooperation Section
Economic Planning Unit, Prime Minister's Department
14. Ms. Fatimah Zuraidah Hj. Salleh
Director
Planning and Development Division
Department of Social Welfare
15. Ms. Norasikin Noordin
Deputy Undersecretary
Strategic Planning Division
Ministry of Rural and Regional Development
16. Ms. Norhayati Uteh
Head of Unit
International Education Coordination Unit
Ministry of Education
17. Ms. Ezatul Nisha Abdul Rahman
Senior Deputy Director
Population and Demographic Statistics Division
Department of Statistics Malaysia
18. Mr. Hairil Fadzly Md. Akir
Deputy Director
General Office (Policy)
National Population and Family Development Board
19. Ms. Seri Devi Subramaniam
Head of Cluster
Cluster of Capacity and Gender Development
Malaysia Social Institute
20. Dr. Zakiah Mohd. Said
Public Health Physician
Family Health Development Division
Ministry of Health
21. Mr. Mohd Marruan Mohamad Sabu
Assistant Director
Social Service Section
Economic Planning Unit, Prime Minister's Department
22. Ms. Roslinda Razali Chong
Assistant Director
National Budget Office
Ministry of Finance

23. Ms. Sri Sharminy Naidu
Assistant Director
Coordination, Monitoring and Evaluation Division
Department of Women Development
24. Ms. Laura Lee
Programme Associate
United Nations Development Programme (UNDP)
25. Ms. Jun Jabar
Programme Associate
United Nations Development Programme (UNDP)

Consultants

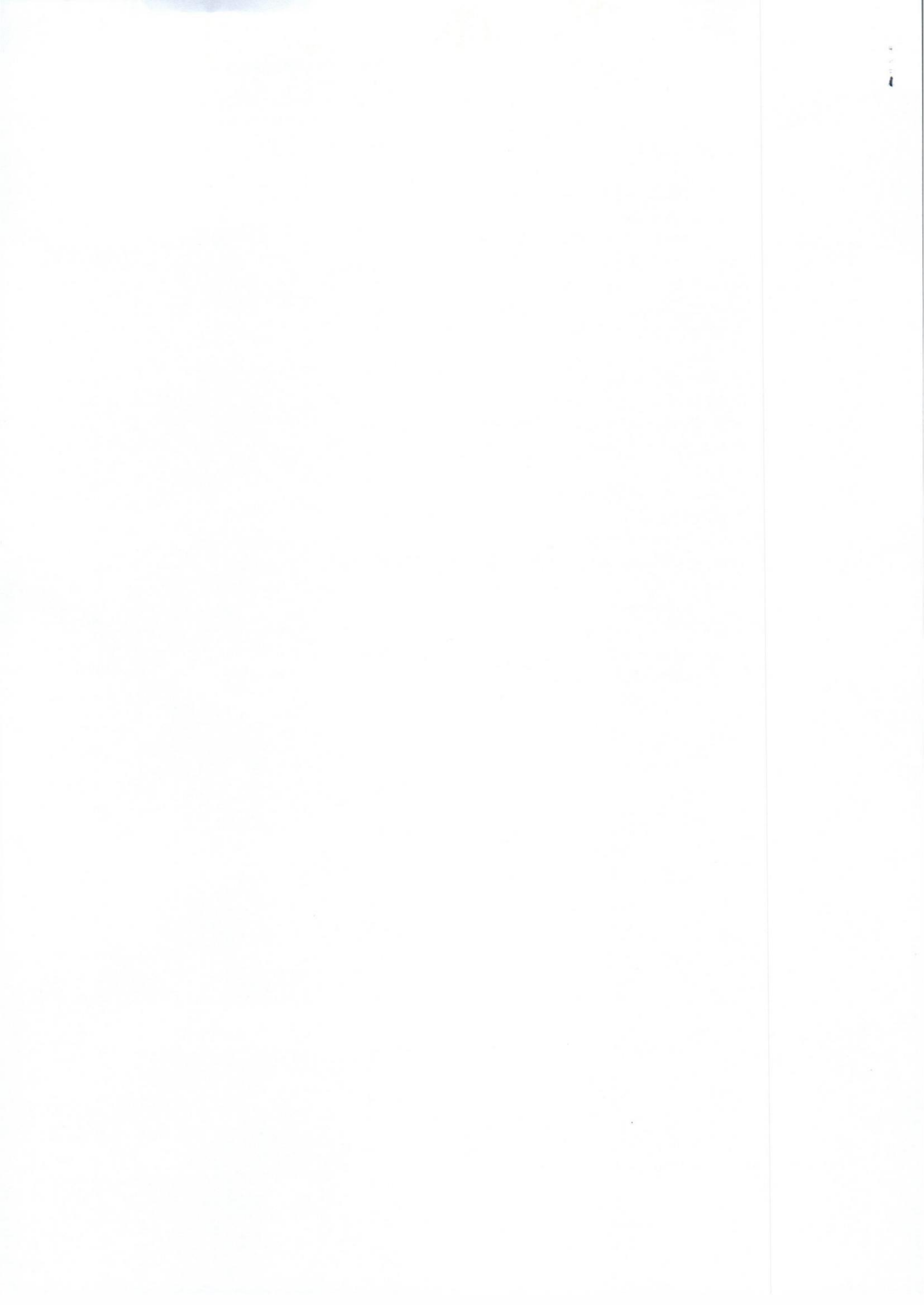
26. Dr. Prema Devaraj
Consultant for Output 1 & 2
27. Ms. Tan Beng Hui
Consultant for Output 1 & 2
28. Ms. Noraisah Yusop
Consultant for Output 1 & 2
29. Dato' Prof. Dr. Rashidah Shuib
Consultant for Output 3
30. Ms. Tashia Peterson
Consultant for Output 4

Secretariat

31. Ms. Nurul Huda Zainuddin
Assistant Secretary, Women and Gender Unit
Policy and Strategic Planning Division
32. Ms. Nik Hasni Sabihah W AB Rahman
Assistant Secretary, Women and Gender Unit
Policy and Strategic Planning Division
33. Ms. Norshafarina Asaari
Assistant Secretary, Women and Gender Unit
Policy and Strategic Planning Division

Absence with Regrets

34. YBhg. Datuk Yatimah Sarjiman
Head of Director
Department of Women Development
35. Mr. Haji Mohd Fazari Mohd Salleh
Head of Director
Department of Social Welfare
35. Dr. Habibah Abdul Rahim
Director
Educational Planning and Research Division
Ministry of Education
36. Mr. Ahmad Faezal Md. Ramli
Deputy Director
Social Service Section
Economic Planning Unit, Prime Minister's Department
37. Ms. Ang Li Ling
Principal Assistant Secretary
Research Planning and Policy Coordination Division
Ministry of Higher Education



DRAFT REPORT

**The Effectiveness of the
National Policy on Women
and the
National Action Plan
for the Advancement of Women
during the 10th Malaysia Plan
(2011 – 2015)**

by



24 April 2018

draft

This is the Report of Output 1 of the Project: Strengthening and Enhancing the Inclusiveness of Women Towards An Equitable Society in the 11th Malaysia Plan (2016-2020)

Consultant Agency: Nessie Sdn Bhd

Lead Consultant: Dr. Prema Devaraj

Co Consultants: Dr. tan beng hui
Mr James M. Lochhead

Research Assistant: Ms Noraisah bt Yusop

Executive Summary

As part of the project *Strengthening and Enhancing the Inclusiveness of Women Towards an Equitable Society in the 11th Malaysia Plan (11MP)*, consultants from Nessie Sdn. Bhd. were appointed to review and assess various initiatives across Ministries and agencies in implementing the National Policy on Women (NPW) and its corresponding National Action Plan for the Advancement of Women (POA) during the 10th Malaysia Plan (10MP, 2011-2015). This was to result in two outputs, Output 1: A Report on the Effectiveness of the National Policy on Women (NPW) and the National Action Plan for the Advancement of Women (POA) during the 10MP (2011-2015), and Output 2: A Gender Mainstreaming Framework and Policy Recommendations for the 11MP (2016-2020).

For Output 1, the effectiveness of the NPW and its POA was evaluated through a four-pronged approach. Firstly, by reviewing the formulation of the POA using a SMART criteria. Secondly, by examining factors affecting the implementation of the POA. Thirdly, by evaluating the achievement of each of the 60 objectives and 373 outcomes of the 13 Sectors of the POA. Lastly, by assessing the overall goals and implementing strategies of the NPW. From all this, a set of recommendations was produced, which are incorporated into Output 2.

Findings

1) Formulation of the POA

In mapping the formulation of the POA against a SMART criteria, significant issues were found in relation to specificity, measurability, achievability, relevance and timeliness. The Report highlights how often either the objective, specific objective, strategy, activity or outcome set out in the POA lacked specificity, used terms which were subjective or difficult to interpret, overlapped or repeated each other, or lacked an internal logic and coherence. 'Activities' were very often more strategic in nature; very few were specific as to who was to organise what, when, how many and for which target group. The lack of specificity also meant the identification of appropriate indicators for the purposes of monitoring and evaluation was too often difficult.

It is also noted that the scope of the 2009 NPW extended the scope of the earlier 1989 NPW but was still not relevant to many women. They included women who still faced difficulties in accessing and benefitting from the policy, as well as whole groups of women including refugees and migrant workers (including domestic workers) who were excluded from the policy.

The way activities and outcomes were ascribed a timeline also often appeared random; most of the ambitions of this sector were meant to have been completed within the first sixteen months of the NPW, by the end of 2010. This was not a realistic proposition.

The Report concludes that the consequence of this sort of formulation was the increased challenges for both implementation and assessment.

2) Implementation of the POA

The Report highlights six main aspects related to the implementation of the NPW through its POA. These were the issues of capacity and expertise; overall coordination; partnerships and competing priorities; data; gender responsive budgeting; and the wider, political environment

- **Capacity and expertise.** The Report states that it is difficult to over-exaggerate the importance of capacity and expertise, and the consequences of not having sufficient of either. It outlines the challenges faced within the MWFCDC in building the sort of capacity and expertise necessary to drive a policy like the NPW, which include the lack of systematic training of staff to bring about common understanding and ownership of the crucial concepts and goals related to the NPW; the lack of incentives for staff to undertake gender-related training; and the limited external opportunities to obtain necessary skills and knowledge related to the NPW. The issue of continuity, with staff being consistently moved on even if they have acquired the sufficient expertise, is also discussed. The consequence was that the Ministry was hard pressed to find the right human resources to promote and drive the policy and ensure it was fully and effectively implemented.
- **Overall Coordination.** With the issues of capacity and expertise highlighted as fundamental to overall coordination, the Report also points out that there was no specific person(s) from within the MWFCDC given the responsibility for the individual sectors. This made it difficult to proactively and consistently link with designated partners, follow through on activities, search for and initiate appropriate data collection and analysis, and ensure as far as possible that outcomes were being achieved. Mobilisation of other human resources including through the National Advisory Council for Women (MPWN) and the Advisory Council for Women and Family (MPWK) were limited in their success. And crucially, the allocation of appropriate budgets to support the designated activities and partnerships set out in the POA was missing. These factors had major consequences on a successful implementation.
- **Partnerships.** The Report argues that a successful implementation of the NPW through its POA was heavily dependent on successful partnerships. These included partnerships within the MWFCDC, partnership with external government Ministries and agencies, partnerships with NGOs, and partnerships with research and academic institutions.

The Report argues that the possibility of effective partnerships within the MWFCDC was undermined by a number of factors, including differing priorities of its agencies and divisions; competition for (scarce) human and financial resources; lack of a shared understanding of the NPW goals; and a range of commitments which meant focus on the NPW was strongly diluted. It highlights that at the time of the NPW, there were seven other policies and five other plans of action governing the work of the five different agencies within the MWFCDC and that few of these referenced the NPW.

Factors relating to partnerships with other Ministries and government agencies also included the competing priorities within the respective organisations often underpinned by their own Strategic Plans and organisational goals; the fact that these priorities rarely showed a common understanding of and commitment to gender equality and the importance of building women's capacity; the relative failure of the Gender Focal Point initiative; and the lack of resources and drivers provided by the MWFCDC.

The lack of a designated person and budget able to support and drive the activities for collaborations with the non-government community and with academic and research institutions was also crucial in limiting the potential effectiveness of these partnerships.

- **Data.** Issues relating to data are consistently highlighted throughout the Report. These include the difficulties encountered in the assessment of the 373 outcomes, where the formulation required a qualitative assessment of progress, but which no agency was undertaking. The non-specificity of some of the objectives and outcomes of the POA added to the challenge of monitoring and evaluation. Where indicators for assessment could be identified, the fact that the MWFCDC had no internal capacity to monitor and evaluate progress of the POA meant a reliance on external agencies to supply the data. The diversity of such agencies, the fact that many did not collect sex-disaggregated data or saw the NPW-POA as a priority, together with the limited number of specialists able to interpret the data from a gender perspective, resulted in major difficulties in the assessment of the effectiveness of the NPW.
- **Gender Responsive Budgeting (GRB).** The Report argues that GRB was one initiative the successful adoption of which would have made a significant difference as to how gender was mainstreamed across government. It describes the considerable efforts put into making GRB understood and implemented, that these efforts were close to fruition, but then stalled. One of the recommendations is to resurrect commitments to GRB.
- **Political Environment.** The Report noted the importance of considering the wider political environment that might encourage or inhibit a successful implementation of the NPW-POA. Factors here included the lack of respect accorded to the MWFCDC and its relatively low status in the government hierarchy; the lack of a perception that the goals of gender equality were anyone's responsibility but the MWFCDC's; and the difficulty shared across people and sectors in differentiating between 'gender' and 'women'. These factors were and are importantly influenced by the way in which the politicisation of culture, ethnicity and religion has supported or inhibited the goals and therefore the effective implementation of the NPW-POA.

3) Overall Assessment of Outcomes and Objectives

Each of the 373 outcomes and 60 objectives of the 13 Sectors of the POA was assessed against an Assessment Criteria. This was an indicative exercise to contribute to the overall assessment of the overall effectiveness of the NPW. Importantly, 43.4% of the outcomes were scored as 'Not Assessable', either because the definitions were too vague, or the qualitative data or the quantitative data was not available. This compromised the ability to accurately assess the objectives.

36.2% of the outcomes were assessed as 'achieved' or 'partially achieved', though it is pointed out that the reasons for this may not always have been directly attributable to the NPW. The detailed assessments and relevant discussions are carried in the 13 sectoral analyses contained in the Annex.

4) Overall Assessment of the NPW's Goals and Strategies.

The NPW's Preamble set out the overall goals and implementing strategies of the policy. It clearly linked the goals relating to the building of women's capacity to the wider goals of gender equality

and national development. The important point is made that in the formulation of the objectives, strategies, activities and outcomes for the 13 sectors of the POA, this connectivity largely got lost. The Report highlights how, in the POA, very few activities, outcomes or objectives set gender-related goals. Most concentrated on 'women'. In doing so, it missed the opportunity to clarify the difference between 'the capacity of women' and 'gender equality', and allowed a continuing confusion of 'women' and 'gender'.

Further, the report highlights that the objectives and outcomes relating to 'women' also often failed to distinguish between the different roles and backgrounds of different women. Included in these are the hugely important roles women play in the domestic sphere and in the 'care economy'. These are critically important to understand if initiatives related to for example economic empowerment or leadership of women are to be successful.

The Report notes that the overall goals and implementing strategies of the NPW, as set out in its Preamble, are still highly relevant. It also concludes that all the many difficulties discussed in Report in relation to the effectiveness of the implementation of the NPW-POA carry valuable lessons which can be incorporated into future plans..

Recommendations

Recommendations are offered in four areas, as follows:

1. The importance of obtaining an understanding and commitment (buy-in) to gender equality;
2. Components related to institutionalising gender mainstreaming;
3. The need to review the role and structure of MWFCDC; and
4. The possibilities associated with the promotion of 'Inclusivity' in line with the ambitions of the 11MP, commitments to Sustainable Development Goals, and wider government transformation ambitions.

It is stressed that the recommendations are already activated, incorporated into the Discussion Document for Output 2.