Mpala Nkonkomalimba

End of programme Evaluation

Programme for the Promotion & Protection of Women & Children’s Rights in Zambia (PPPWCRZ)

# Acronyms

ACRWC African Charter on the Rights and Welfare of the Child

AU African Union

CEDAW Convention on Elimination of all forms of Discrimination Against Women

CP Cooperating Partner

CPC Criminal Procedure Code

CRC Convention on the Rights of the Child

CSO Central Statistical Office

CSO Civil Society Organisation

DFID UK Department for International Development

FTC Fast track Courts

GBV Gender-based violence

GFPP Gender Focal Point Persons

GRZ Government of the Republic of Zambia

JGSP Joint Gender Support Programme

MDG Millennium Development Goals

MGCD Ministry of Gender and Child Development

MoA Ministry of Agriculture

MoE Ministry of Education

MoG Ministry of Gender

MoLNREP Ministry of Lands, Natural Resources and Environmental Protection

M&E Monitoring and evaluation

PITC Programme Implementation Technical Committee

PPPWCR Programme for Promotion and Protection of Women and Children’s Rights

PS Permanent Secretary

7thSNDP Seventh National Development Plan

R-SNDP Revised Sixth National Development Plan

SADC Southern African Development Community

SAG Sector Advisory Group

SDG Sustainable Development Goals

ToC Theory of Change

UNDAF United Nations Assistance Development Framework

UNDP United Nations Development Programme

WiLDAf Women in Law and Development in Africa

WLSA Women and Law in Southern Africa Research and Educational Trust-Zambia

ZDHS Zambia Demographic Health Survey

ZNWL Zambia National Women’s Lobby

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# 1.0 Executive Summary

Background

The Programme for the Promotion and Protection of Women & Children’s Rights (PPPWCR) in Zambia was developed to address the gender imbalances and children’s deprivations that still within different developmental sectors in Zambia. The programme was intended to build upon previous initiatives on gender and child development implemented by the Government of the Republic of Zambia in collaboration with Civil Society Organizations (CSOs) and Cooperation Partners (CPs). The Programme had a focus on four themes, these being:

1. Legislative reform;
2. Social empowerment;
3. Economic empowerment; and
4. Political representation.

This Programme aimed to contribute to a strengthened oversight responsibility of the then Ministry of Gender and Child Development (MoGCD) to influence policy review, legislative reforms and implementation in conformity with national, regional and international commitments on gender and child development. Thus, the thrust of the Programme in contributing to the achievement of the four thematic areas of focus was to be guided by the Ministry’s mandate of policy and legislative review and advocacy for gender mainstreaming and identification and inclusion of child development issues.

**Purpose of the Evaluation**

The evaluation was conducted to assess how the Programme for the Promotion & Protection of Women’s and Children’s Rights in Zambia attained stated results as well as identify issues and recommend course correction measures for future programmes. The evaluation was also planned to highlight constraints and challenges affecting the implementation of planned activities, as well as document lessons learnt and best practices. It is hoped that the results of the evaluation will be used by the National Gender Institutions, the United Nations (UN) and Cooperating Partners to strengthen the development and implementation of future interventions on gender in Zambia as well as feed into the documentation of lessons learned and best practices in the promotion of gender equality and women’s empowerment in Zambia. The evaluation is part of the Zambia country office evaluation plan for 2017-2018.

**Evaluation findings**

**The programmes overall approach**

The overall approach used by the programme was results based with a clear focus on results as evidenced by the consistent use of the logical framework on which workplans were set. The project document followed clear logic through its development and it is clear from the interviews with the Ministry of Gender and UNDP that there were attempts made to ensure that the Ministry did not digress from this logic.

**Relevance of the programme**

The programme was relevant at the start and continued to be relevant throughout its implementation. The programme by design was in line with the various national legislation and guidelines that clearly outline the country’s commitment to promoting gender equality and inclusiveness as a whole as well as the United Nations Development Framework for the Country. It is specifically also noted that by design, the Programme worked to coordinate between various stakeholders in ensuring that the commitments were upheld.

**Impacts of the programme**

In the absence of a monitoring and evaluation system, the programme impact cannot be measured. There are several positive changes impacting on women in different sectors including health and education but it is difficult to attribute these changes to the work undertaken by the Ministry under this programme.

**Effectiveness of the programme**

The programme was planned to be implemented over a five year period but due to delays in workplan finalisation and therefore funds disbursement, it was implemented over a three year time frame. A number of planned outputs were delivered and indicators achieved but the overall implementation and delivery was marred by challenges of high staff turnover at both the permanent Secretary level as well as changes at the staffing levels both within the Ministry of Gender and other line Ministries.

**Efficiency of the programme**

The programme was to some extent efficient in that it work to leverage the mandate of the Ministry to tap into and coordinate interventions even by CSOs outside the programme.

**Sustainability of the programme**

Without the imbedding of the programme interventions started such as the sensitisations, the internal and external staff training and the engagement of traditional leaders into the core budget of the Ministry it is difficult to see how these will be sustained. The loss in institutional memory as a result of high staff turnover has also affected the extent to which the impact of the interventions can be sustained. What can be seen as positive is the work around policy and legislative environment which can help ensure that the general citizens have tools to hold line Ministries accountable for in as far as the promotion of gender equity and equality are concerned.

**Overall key recommendations**

1. To the greatest extent possible, there is need to ensure that when the Ministry is implementing programmes, these should have synergies built between them but not have outputs and outcomes that are so similar it becomes difficult to know what impacts and outcomes to attribute to which programme.
2. The Ministry of Gender needs to finalise the development of the **M&E system** and components of any new programmes should then be integrated into this Ministerial M&E system. This will include the development of capacity development data base that should capture who gets trained.
3. Capacity development of staff within the Ministry needs to be ongoing and embedded in the strategic plan of the Ministry as opposed to being a component of a programme.
4. The staffing levels of the Ministry need to be improved with the hiring of professionals well versed in gender mainstreaming and that have commitment and passion to follow through on tasks.
5. Being a coordinating Ministry, there is need to have a platform through which the Ministry can consistently lobby Government for resources to sustain interventions started. This includes sustaining steering and accountability mechanisms as well as integrating both internal and external capacity development as part of the Ministry’s core mandate.
6. **Engagement with the Ministries** was planned for through the establishment and functioning of the Permanent Secretaries Committee, this needs to be re-established and made functional as a core coordination function. Its running and sustenance should not be based on a programme but also made a part of the core functions of the Ministry. In addition, the various gender sub-committees in the key Ministries need to be restarted and the ones that are still running acknowledged.
7. **With regard to NGOs engagement**, there is need to strengthen the functionality of the NGO Forum by ensuring that it is meeting on a regular basis and by ensuring that within it is a mechanism for reaching out and getting the view of all NGOs including small ones in districts outside of Lusaka.
8. There is further need to engage **the private sector** through the establishment of a strategy formulated with their participation. This would include further exploring how best the learning from Panama on the Seal Certification Programme can best be replicated here in Zambia.

# 2.0 Background

The Programme for the Promotion and Protection of Women & Children’s Rights (PPPWCR) in Zambia was developed to address the gender imbalances and children’s deprivations that still exist at various levels of development. The programme was intended to build upon previous initiatives on gender and child development implemented by the Government of the Republic of Zambia in collaboration with Civil Society Organizations (CSOs) and Cooperation Partners (CPs). The Programme had a focus on four themes, these being:

1. Legislative reform;
2. Social empowerment;
3. Economic empowerment; and
4. Political representation.

This Programme aimed to contribute to a strengthened oversight responsibility of the then Ministry of Gender and Child Development (MoGCD) to influence policy review, legislative reforms and implementation in conformity with national, regional and international commitments on gender and child development. Thus, the thrust of the Programme in contributing to the achievement of the four thematic areas of focus was to be guided by the Ministry’s mandate of policy and legislative review and advocacy for gender mainstreaming and identification and inclusion of child development issues.

## 2.1 Programme impact and outcomes

The Programme goal was to contribute to the promotion and protection of women and children’s rights in Zambia. The overall impact was: **Reduced gender imbalances in social, political and economic spheres in the country.**

The medium term impact was: **Priority line Ministries and targeted non-state organisations have gender and child responsive policy, legal and institutional frameworks.**

The following were the set programme outcomes:

1. **Outcome I:** Provisions of The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and The Convention on the Rights of Children (CRC)/ African Charter on the Rights and Welfare of the Child (ACRWC) domesticated and provisions of the Anti-Gender Based Violence (GBV) Act implemented.
2. **Outcome II:** Policies and programmes in four priority sectors (Lands, Agriculture, Health and Education) are reviewed and developed in conformity to gender audit, CEDAW and CRC recommendations
3. **Outcome III:** Ministry of Gender and Child Development (MGCD) and its non-state partners have promoted increased participation of women in the political and civic spheres of development
4. **Outcome IV:** MGCD has coordinated a multi-sectoral and evidence-based response to gender and child development issues.

## 2.2 Purpose of the Evaluation

The evaluation was conducted to assess how the Programme for the Promotion & Protection of Women’s and Children’s Rights in Zambia attained stated results as well as identify issues and recommend course correction measures for future programmes. The evaluation was also planned to highlight constraints and challenges affecting the implementation of planned activities, as well as document lessons learnt and best practices. It is hoped that the results of the evaluation will be used by the National Gender Institutions, the United Nations (UN) and Cooperating Partners to strengthen the development and implementation of future interventions on gender in Zambia as well as feed into the documentation of lessons learned and best practices in the promotion of gender equality and women’s empowerment in Zambia. The evaluation is part of the Zambia country office evaluation plan for 2017-2018.

## 2.3 Scope and objectives and Evaluation

The evaluation was planned to cover all activities undertaken in the programme in all the four (4) outcome areas from the beginning of the programme up to the time the evaluation was being conducted. As the programme aimed to contribute to the Sixth National Development Plan (SNDP), the evaluation was also planned to assess the programmes contribution towards the attainment of results for both the UN and Government frameworks.

The evaluation compared planned against actual results at output and outcome level and also assessed both upstream and downstream activities and their results.

The specific objectives of the evaluation were as follows:

1. Provide an in-depth and independent assessment of progress made towards achievement of the programme outcomes and outputs - looking at targets, and using indicators when possible
2. Evaluate the programme strategic contribution and relevance to national priorities, and identify possible adjustments to the programme implementation and sustainability strategy.
3. Evaluate and assess the programme’s partnership with the government, civil society and private sector, Cooperating Partners in Programme implementation and highlight what has worked and what has not;
4. Identify lessons learned, best practices, constraints, challenges and opportunities and determine what mid-course adjustments are required in programme focus, results framework, implementation and funding strategy, management arrangements, and in monitoring and evaluation to achieve the stated programme results;
5. Identify weaknesses and strengths of the project design and develop recommendations for any necessary changes in the overall design and orientation of future projects.

## 2.4 Evaluation approach and methodology

The evaluation used qualitative methods as well as document review as the key evaluation approach and methodology. The evaluation approach and methodology was mainly focused on **Key informant interviews** using semi structured questionnaires developed from the evaluation matrix of questions. Among those interviewed were:

1. Government staff from the Ministry of Gender, Central Statistical Office (CSO) , Ministry of Education (MoE), Ministry of National Planning (MoNP).
2. Civil society organisations namely Zambia National Women’s Lobby (ZNWL), the National legal Aid Clinic for Women, Women and Law in Southern Africa Research and Educational Trust-Zambia (WLSA), Women in Law and Development in Africa (WiLDAF)
3. United Nations Development Programme (UNDP) staff.

## 2.5 Limitations of the evaluation

1. The programme had a logical framework with clear indicators but there was no monitoring and evaluation (M&E) system developed through which the programme outcomes and impact were being documented this making it difficult to attribute particular achievements to the programme.
2. There has been institutional memory loss which is as a result of the high staff turnover both within the staff at the Ministry of Gender as well as staff within other key Ministries and the partner institutions. As such people that would have been available to provide data on the impact the programme has had were not available having retired or moved to different Ministries/institutions during and after the programmers’ implementation.
3. In the same vein, there have also been a high staff turnover within other Ministries that participated particularly in the capacity development interventions and this impacted on the collection of data on impact of capacity development interventions conducted.
4. Due to inadequate resources, it was not possible to visit some of the sites where interventions had been conducted.

# 4.0 Evaluation Findings

## 4.1 The overall design of the programme – key observations

**The overall approach**: The overall approach used by the programme was results based with a clear focus on results as evidenced by the consistent use of the logical framework on which workplans were set. The project document followed clear logic through its development and it is clear from the interviews with the Ministry of Gender and UNDP that there were attempts made to ensure that the Ministry did not digress from this logic. It is further noted that in 2016, the Child Development was transferred to the Ministry of Sport, Youth and Child Development (MoSYCD) and the Ministry was renamed the Ministry of Gender (MoG). With this change, the Ministry refocussed the logical framework to again indicate this change and also reflect the realistic expectations given the changes.

The programme outcomes were developed to support the overall mandate of the Ministry which can be summarised as being to promote, coordinate and monitor gender equality and equity for sustainable development. The core themes Legislative reform and political representation appear to have been the strengths of the programme as evidenced by the efforts to influence policy reform both within the Ministry and in other Ministries and the work that the Ministry put into promoting women in politics through the development of a strategy dubbed Count her in and the engagement of the political leaders.

The other two themes, social and economic empowerment are also approached through the overall design of the programme. For example, on the one hand, **social empowerment** (which is understood as the process of developing a sense of autonomy and self-confidence, and acting individually and collectively to change social relationships and the institutions and discourses that exclude poor people and keep them in poverty) can be said to have been promoted through the work with traditional leaders and internally through the mentorship programme targeting the staff. On the other hand, **economic empowerment** (which is the capacity of women and men to participate in, contribute to and benefit from growth processes in ways that recognise the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth can be said to have been tackled through efforts made to build the capacities of various Ministries to gender mainstream and the promotion of gender responsive budgeting. The interventions recognised the feminisation of poverty in Zambia and the need to shift the mindsets of those with planning mandates.

It is noted that although there were efforts made to get the Ministry to make contributions to the programme even in kind, this did not happen and as a result what is missing at implementation stage are deliberate efforts to ensure that the programme interventions once started could be included in the core budget of the Ministry. The planned interventions were all costed under the programme and as a result an exit strategy ensuring the financial sustainability of the interventions is not obvious.

**The theory of change:** Theory of change’ is an outcomes-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. A Theory of change (ToC) is an on-going process of reflection to explore change and how it happens and what that means for the part we play in a particular context, sector and/or group of people. A clear theory of change that indicates the changes that the Ministry and the partners were planning to see was well elaborated in the project document and in the final development of the programme logical framework.

**The identification of outputs and corresponding indicators:** An output by definition is something that a programme should be able to guarantee at the end of its lifespan. It is noted that one output in the final logical framework was outside of the control of the Ministry and should have been placed at the higher outcome level. Specifically ***Output 2:*** ***Priority line ministries implement gender-responsive policies, planning and budgeting.*** The Ministry did not have direct control over priority Ministries implementation of gender responsive policies, planning and budgeting and this should have therefore been placed at the higher outcome level and monitored there.

**Identification of baseline data and milestones:** Although no M&E system was actually developed to monitor the programme, the programme did develop clear milestones against which reporting was then done.

**The monitoring of assumptions:** Critical assumptions were developed as part of the project document but in the absence of a monitoring framework, there is no indication that these were monitored and learning taken from results documented.

## 4.2 Relevance of the project

The criteria relevance assesses the extent to which the programme implemented was suited to the priorities and policies of the country as a whole. It is clear from the interviews held that the programme was relevant at the start and continued to be relevant throughout its implementation. The programme by design was in line with the various national legislation and guidelines that clearly outline the country’s commitment to promoting gender equality and inclusiveness as a whole as well as the United Nations Development Framework for the Country. It is specifically also noted that by design, the Programme worked to coordinate between various stakeholders in ensuring that the commitments were upheld.

### 4.2.1 Relevance in the promotion of gender equality

**The Amended Constitution No. 2 of 2016:** This has various provisions that promote gender equality including the following:

* **The preamble:** Confirm the equal worth of women and men and their right to freely participate in, determine and build a sustainable political, legal, economic and social order;
* **Part II National Values, Principles and Economic Policies:** The Constitution commits the country to (d) human dignity, equity, social justice, equality and non-discrimination;
* **PART XIII PUBLIC SERVICE Values and Principles:** adequate and equal opportunities for appointments, training and advancement of members of both gender and members of all ethnic groups
* **Part XX General Provisions** – Nominations and appointments, (b) that fifty percent of each gender is nominated or appointed from the total available positions, unless it is not practicable to do so.

**The Vision 2030:** This was produced in 2006 after consultation with line ministries, provinces, districts, donors and civil society. Vision 2030 sets out the country’s long-term vision. It sets the framework for developing medium term plans and provides the nation’s long term objectives. It outlines, in broad terms, possible avenues to be taken by institutions to achieve the country’s long-term targets. The vision is operationalised through five-year medium term planning instruments which contain specific policies, programmes and projects. These are primarily targeted towards wealth creation and poverty reduction. The Zambian people’s vision is to become ***“A Prosperous Middle Income Nation by 2030”.***This vision is underpinned by the principles of: (i) *gender responsive sustainable development;* (ii) democracy; (iii) respect for human rights; (iv)good traditional and family values; (v) positive attitude towards work; (vi) peaceful coexistence and; (vii) private-public partnerships. For the first time, the Government through this document articulated its long term gender vision which is “to achieve gender equity and equality in the socio-economic development process by 2030”.

The programme speaks to several of these principles namely the first principle, the third, the fourth and the fifth. For example, the relevance of the capacity building, coaching and mentorship as planned under the programme, can be seen in connection to the fifth principle of promoting positive attitude towards work.

**The Sixth National Development Plan (SNDP):** The SNDP had three objectives related to gender:

1. To develop gender responsive policies and legal framework,
2. To enhance the capacity of women to participate in national development, and
3. To strengthen institutional capacities for gender mainstreaming.

Specifically it committed to:

1. Mainstreaming gender into policies and legislation and support to the socio-economic empowerment of women;
2. Comprehensively integrate, into national policies and Programmes, important international and regional conventions and treaties on gender to which Zambia is party namely the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Southern African Development Community (SADC) Protocol on Gender and Development and Millennium Development Goals (MDGs);
3. The collection and generation of sex disaggregated data in Ministries Provinces and other Spending Agencies MPSAs;
4. The development of a gender sector monitoring and evaluation system will be a priority.

**The Revised Sixth National Development Plan (R-SNDP):** The revised SNDP also aimed at accelerating growth and improving livelihoods of the Zambian people particularly in rural areas. With regard to gender, the R-SNDP called for its mainstreaming in all sector specific implementation plans of the R-SNDP to an extent that programme/project deliverables should reflect the cross cutting issues. Sectors were called to mainstream gender in key output indicators, reflect them in the implementation plans and ensure they are part of the monitoring and evaluation mechanisms.

The programme, had specific interventions promoting gender mainstreaming and gender responsive budgeting among the key priority Ministries.

### 4.2.2 Relevance in promoting women in leadership

Overall, the legislative and policy framework in support for women’s participation in politics both as voters and actual candidates is in place in Zambia and can be used as a basis for having women claim their rights both as voters and as political candidates. Legislation and policies include:

**The Constitution:** Article 45(1) of the new constitution stipulates that Zambia’s electoral system for the election of President, Member of Parliament or Councillor must ensure fair representation of the various interest groups in society and that there should be gender equity in the National Assembly or Council. Furthermore, Article 231 provides for the long sought after Gender Equity and Equality Commission whose role will be to (*a)* monitor, investigate, research, educate, advise and report on issues concerning gender equality; *b)* ensure institutions comply with legal requirements and other standards relating to gender equality; *(c)* take steps to secure appropriate redress to complaints relating to gender inequality, as prescribed; and *(d)* perform such other functions as prescribed.

**The Gender Equity and Equality Act**: The Act outlines the roles of public institutions in promoting gender equity and equality and specifically notes that this shall be done by: Changing the conditions and circumstances which hinder achievements of sustainable and substantive gender equity and equality; mainstreaming gender in all strategies, policies programmes and budgets so as to empower and benefit both sexes and ensuing the accommodation of the needs and interests of both sexes. Article 29 (1) clearly notes that the woman has equal basis as a man to among other things: (a) vote in elections and referendums and to be eligible for election to publicly elected bodies, (b) participate in public decision making and formulate and implement Government policies and programmes, (c) hold public office and perform public functions at all levels of Government.

**The National Gender Policy:** This has a clear objective that states: To increase the participation of women in decision making at all levels of development in the public and private sectors. Measures include a) Strengthen capacities of women and men to take up leadership roles i) Train women and girls in leadership. ii) Develop mentorship programmes for girls and young women. iii) Organise training for women and men to participate effectively in local governance. b) Advocate for increased participation of women in decision making i) Undertake sensitisation campaigns for women to participate in decision making. ii) Lobby for women’s participation with selected stake holders through meetings, letters, press statements, focussed group discussions and role modelling. c) Creating platforms for women’s participation in decision making i) Review the electoral system to ensure participation of women. ii) Review and revise Political Party Manifestos to promote adoption of women candidate. iii) Lobby for a quota system of allocation of seats during local and parliamentary elections.

The programme included sensitisations, engagement of the political parties and review of legislation to promote women’s participation in politics. It was therefore relevant to the pieces of legislation described above

### 4.2.3 Relevance to UN Frameworks

The United Nations Development Assistance Framework (UNDAF) 2011 - 2015: The five UNDAF Outcomes cover the following broad themes: (1) HIV and AIDS; (2) Sustainable Livelihoods and Food Security; (3) Human Development; (4); Climate Change, Environment and Disaster Risk Reduction and Response; and, (5) Good Governance and Gender Equality.

The fifth UNDAF outcome sought to ensure that by 2015, government provides equitable public services on the basis of human rights policies, as well as of increased gender equality, equity and civic participation.

Overall and from the stakeholders interviewed, the programme was in line with the various policies and commitments of the country but was impacted on by the capacity of the Ministry of Gender to coordinate, monitor and follow-up to support the various Ministries in their promotion of gender equality at institutional level. Further and as noted in the Mid-term review, the MGCD in 2014 did not have an up to date database of Gender Focal Point Persons (GFPPs) and there was no systematic approach to ensuring that the knowledge and skills of the GFPPs was kept up to date or that their capacities were built for influencing issues within their Ministries. At the time of the evaluation, there was still no evidence of there being a database in place.

## 4.3 Effectiveness of the programme – Achievement of impacts and outcomes

For purposes of this evaluation, effectiveness denotes the measure of the extent to which the Ministry of Gender has been able to attain the planned results. This section of the report documents the results from impact to output level, specifically narrating changes against the identified indicators.

The first issue to note is that the programme interventions were mainly implementation in 2013 and 2014 because in 2015 and 2016 there was very little implemented and the programme ended in December 2017. Ultimately therefore the five year programme was really implemented in just over three years and the interventions conducted in 2017 were described as having been rushed.

### 4.3.1 The achievement of programme impact and outcomes

|  |  |
| --- | --- |
| Impact | Indicator 1 |
| “Reduced gender imbalances in social, political and economic spheres in the country” | % improvement in Zambia's Gender Inequality Index (GII) |

The GII is an inequality index that measures gender inequalities in three important aspects of human development—reproductive health, measured by maternal mortality ratio and adolescent birth rates; empowerment, measured by proportion of parliamentary seats occupied by females and proportion of adult females and males aged 25 years and older with at least some secondary education; and economic status, expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and older. It ranges from 0 which means that men and women are equally treated to 1 which means women fare poorly. The trends over the period of the programme are as indicated below:

Table 1: Zambia's GII, 2013 - 2017

|  |  |  |
| --- | --- | --- |
| Year | Measure | Ranking |
| 2017 | 0.517 | 125/160 |
| 2015 | 0.526 | 124/159 |
| 2014 | 0.587 | 132/155 |
| 2013 | 0.623 | 136/148 |

**Source: Zambia Human Development Reports**

The 2017 GII of 0.517 surpassed the end of programme target of 0.577. Most of the variables that contribute to the GII continued to record significant improvements. Adolescent birth rate declined from 146 per 1000 women in 2011 to 125 and 90 in 2015 and 2016, respectively. Maternal Mortality Ratio (MMR) declined as can be seen in the table below. Since the 2013-14 Zambia Demographic Health Survey (ZDHS), the current definition for maternal mortality was adopted and now excludes maternal deaths from accidents and injuries in the calculation. The calculation of maternal mortality in previous surveys, which included these deaths, is now called pregnancy-related mortality. Therefore, to track trends, comparisons between pregnancy-related mortality over time are necessary. Table 2 below tracks these rates and demonstrates a steady decline in pregnancy-related mortality for the 7-year period preceding the surveys (all numbers of deaths are per 100,000 live births): from 729 deaths in the 2001-02 ZDHS, to 591 deaths in the 2007 ZDHS, to 398 deaths in the 2013-14 ZDHS, to 278 deaths in the 2018 ZDHS. The 95% confidence interval for the 2018 pregnancy-related mortality estimate is 182 to 375 deaths.[[1]](#footnote-1)

It is noted that despite improvements in MMR indicated below, in the period 1990 to 2015, the country’s decrease in maternal mortality fell short of the target which had been set at an average annual rate of about 5.5 percent and instead Zambia only achieved a 3.8 percent annual average decrease over the target period (1990–2015). Nevertheless, substantial reductions were made as a result of a range of interventions, including improved birth spacing, higher-quality services such as emergency obstetric care and post-abortion care, community-level advocacy by safe motherhood action groups, and access to new and upgraded health facilities.[[2]](#footnote-2)

Table 2: Maternal mortality rates 2001 - 2018

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | 2001-2002 | 2007 | 2013-2014 | 2018 |
| Maternal mortality rate | 729 per 100,000 live birth | 591 per 100,000 live births | 398 per 100,000 births  | 278 per 100,000 births |

**Source: Central Statistical Office, Demographic and Health Survey 2018 Key Indicators**

With regard to education, the country made great strides to ensure inclusive and equitable quality education and promote life learning opportunities for girls and women. Recent data from the 2018 key indicators of the Zambia Demographic Health Survey notes that only 8% of women and 4% of men aged 15-49 in Zambia have no formal education (this has remained constant since 2013-14). Forty-four percent of women and 38% of men have a primary education, and 48% of women and 58% of men have a secondary education or higher (an increase from 45% and 57%, respectively, since 2013-14).

However, women’s participation in economic and political spheres is still an issue of concern. The proportion of parliamentary seats held by women increased slightly from 14% in 2011 to 18.1% in 2016, which was below the end of programme target of 30%. The trends indicates an increase in the number of women parliamentarians between 2011 and 2016.

According to the Labour Force Survey of 2017, the labour force participation rate for males was higher than that of females at 47.3 percent and 28.6 percent, respectively. The pattern of having higher participation rate for males than females was observed in both rural and urban areas. Further, the labour force participation rate for women declined from 73.1% in 2015 to 69.8 in 2016 and a similar trend has also been observed for males (from 85.6% in 2015 to 80.9% in 2017).

With regards to employment, which is the population comprising all persons of working-age who, in the reference period, were either in paid employment, self-employment or contributing family work. There were more employed males than females at 60.5% and 39.5% respectively. The same pattern of having more males than females in employment was observed in both the rural and urban areas. With regard to female share of employment in senior and middle management, there were 59,781 persons in managerial positions of which 32.8 % were female. Women often end up in insecure, low-wage jobs, and constitute a small minority of those in senior positions and this means they remain disproportionately affected by poverty, discrimination and exploitation.[[3]](#footnote-3)

|  |  |
| --- | --- |
| Impact | Indicator 2 |
| “Reduced gender imbalances in social, political and economic spheres in the country” | % of Zambians aged 18 and above that attach equal importance to both women and men |

Only one perception study was undertaken during the programme implementation period. This was done in 2016 and showed that gender stereotypes reported to be prevalent in the community during the 2012 survey were still prevalent during the 2016 survey despite greater awareness of gender issues.

The Perception Study itself does not capture information that can be used to determine the extent to which the indicator has been achieve. As part of the study, respondents were asked to indicate if they had seen any changes in the area of gender roles as well as the type of changes they noticed. Figure 1 below compares the perceptions of the respondents between the 2012 and 2016 survey. The results show a reduction in the proportion of respondents that had seen some changes in gender roles in their communities. Less than threequarters of the respondents in 2016 indicated that they had seen some changes in gender roles compared to over three quarters in 2012. However, a review of the qualitative data indicates that some key informants believe that some changes have taken place as a result of some gender programmes implemented while others think more needs to be done regarding the review of the laws and approach to mainstreaming gender in other Ministries. Some of the positive changes in communities following from gender-related issues cited by respondents include the following: that more girls are now attending school; women are now participating in decision making positions; more women have been appointed into key positions and women are able to report GBV cases.[[4]](#footnote-4)

Figure 1: Perceived impacts of gender programmes between 2012 and 2016



**Source: Ministry of Gender, 2016 Zambia Nationwide Gender Knowledge, Attitudes and Practices Survey Report, 2016**

Overall it is difficult to measure achievement of this indicator in the absence of a baseline and specific study to indicate any changes in perception with regards to the importance of men and women.

### 4.3.2 The achievement of Outcome 1 – Indicator 1 (Law reform)

|  |  |
| --- | --- |
| Outcome | Indicator 1 |
| Outcome I: Enabling environment for legal, political, economic and social empowerment of women  | Number of laws revised to conform to CEDAW provisions (cumulative) |

This outcome focused on ensuring that policies and programmes in the priority sectors mainstream gender issues and explicitly address issues of child development. It was to build on the results from the gender audits conducted during the Joint Gender Support Programme (JGSP) but also support gender audits in Line Ministries where audits were not undertaken. This was done through the domestication of the provisions of the Conventions on the Elimination of all forms of Discrimination Against Women.

The project supported the Constitution and the Gender Equity and equality Act by providing technical expertise to the two processes. Overall, the MoG supported the review of at least seven pieces of legislation during the period of implementation against the programme target of five (5) which means the target was surpassed. The laws reviewed included:

1. Constitution articles 8, 9 & 231: these articles speak to the General Principles of the Constitution and the Gender Equity and Equality Commission. In addition, the Ministry through the Constitutional review process tried to address gender and child development issues in the revised constitution. This outcome was to contribute to the development of legislation which recognises and promotes the rights of women and children.
2. Gender Equity and Equality Act 2015,
3. Employment (Amendment) Act of 2015,
4. Anti-GBV (Amendment) awaiting enactment,
5. Marriage (Amendment) Bill, awaiting enactment,
6. Penal Code , awaiting enactment
7. Criminal Procedure Code Bills awaiting enactment.

In order to harmonize and align the roles and responsibilities of partners and address the legal gaps in the Anti GBV Act no. 1 of 2011, amendments were initiated to the Criminal Procedures Code (CPC) and the Penal Code. The reviews and amendments were further intended to strengthen the operations of the fast track courts and increase access to protection services for GBV survivors. At the time of the evaluation, the Marriage Act, the Anti GBV Act No. 1 of 2011, Criminal Procedures Code (CPC) and the Penal Code amendments were still awaiting enactment.

The Ministry of Gender also made progress on the establishment of the Gender Equity and Equality Commission. By ensuring the completion of the institutional framework documents which includes the structure and mandates, roles and responsibilities as contained in the Act. The roadmap for the establishment of the Commission was also developed and is awaiting financing.

The Ministry also strengthened its capacity for the implementation of the **National Gender Policy by reviewing** its implementation plan in order to align it to the new Constitution, the Seventh National Development Plan (7thNDP), the 2030 global agenda (SDGs) and the African Union Agenda 2063. At the time of the evaluation the National Gender Policy of 2014 was still under review.

In 2017, the programme also supported the Ministry of Gender to comply with international and regional reporting requirements and consequently a progress report on the domestication of the AU Solemn Declaration was prepared and submitted to the AU in June 2017. The report on the progress of domestication of CEDAW was also prepared at the time of the evaluation had been finalised and was awaiting Cabinet approval.

### 4.2.3 The achievement of Outcome 1 – Indicator 2 (Land ownership)

|  |  |
| --- | --- |
| Outcome | Indicator 2 |
| Outcome I: Enabling environment for legal, political, economic and social empowerment of women | % newly allocated state land allocated to women |

There are two categories of Land in Zambia: These are: State Land - comprising only 6% of land in Zambia which is zoned into residential, commercial or industrial use by the District Councils according to their jurisdictions and Customary Land - approximately 94% of all land in Zambia is held under this system of tenure. Such land falls under the jurisdiction of the traditional Chiefs. Improving tenure security for both men and women responds to the Sustainable Development Goals (SDGs) target of “all men and women having equal rights to ownership and control over land by 2030.” In Zambia, the table below indicates that the percentage of women accessing land has continued to increase from 27 percent in 2014 to 28.3 percent in 2015, 29.6 percent in 2016 and 32 percent in 2017.

Table 3: Percentage of women accessing land in Zambia 2014 - 2017

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Year | 2014 | 2015 | 2016 | 2017 |
| %age of women accessing land | 27% | 28.3% | 29.6% | 32% |

**Source: Interview with MoG representative**

The programme has exceeded the end of programme target of 30 percent. This was attributed to the Ministry of Lands ongoing reforms in service delivery reinforced by Presidential directives on land allocation. The first directive of a minimum of 30% land allocated to women and the second directive of 50% land allocation women issued in 2017. The programme was reported to have worked closely with traditional Chiefs to increase access to land for women in rural areas interventions with the chiefs under this programme included dialogues with traditional leaders undertaken within the HeforShe Campaign. These dialogues included the facilitation of traditional rulers to identify the gender inequalities in their chiefdoms, after which they proposed measures to address these gender inequalities. One gender issue that was common in the dialogues was the issue of women’s access to land. The traditional rulers therefore made allocation of customary land to women a priority issue. The indicator above only speaks to state land which is only 6% of the land

The Programme enabled the Ministry of Gender to support the revision of the Land Policy by ensuring that the provisions on land of the CEDAW, African Union Charter, SADC protocol on Gender and Development as well as the National Gender Policy were included. The Ministry also conducted a monitoring exercise to determine adherence to the Presidential directive on the 50:50 allocation of land to women and men made on 8th March 2017.

Although, there is an increase in the proportion of women accessing titled land from 29.6% in 2015 to 32% in 2017, there is generally low adherence to the directive by Local Administrators and lack of awareness on the directive by the beneficiaries. At the time of the evaluation, the MoG reported that is continues to provide feedback to the President during the Presidential Quarterly Performance Review meetings. At the time of the evaluation, the Land Policy had still not been adopted.

### 4.2.4 The achievement of Outcome 1 – Indicator 3 (Women in decision making)

|  |  |
| --- | --- |
| Outcome | Indicators |
| Outcome III: MGCD and its non-state partners have promoted increased participation of women in the political and civic spheres of development  | % women in decision-making positions in the civil service |

The programme focused on putting in place mechanisms for increasing participation of women in political and civic spheres of development. In the year 2016, a total number of 106 women were adopted as parliamentary candidates by eleven (11) political parties representing 16.3% of the total 651 candidates. The proportion of women in Parliament increased from 12.6% in 2015 to 18.1% in 2017. There has also been an increase in the proportion of women elected as councillors from 6.5% in 2011 to 10% in 2016. There were 466 women candidates adopted for local government elections in 2016 and only 31% (130) were successful. Further 8.7% women were elected as mayors/ council chairpersons.

Table 4: Number of male and female MPs 2011 - 2016

|  |  |  |  |
| --- | --- | --- | --- |
| Year | Male | Female | Total |
| **Number** | **Percent** | **Number** | **Percent** |
| 2011 | 140 | 88.6% | 18 | 11.4% | 158 |
| 2012 | 139 | 88.5% | 18 | 11.5% | 157 |
| 2013 | 134 | 88.1% | 18 | 11.8% | 152 |
| 2014 | 130 | 86.7% | 20 | 13.3% | 150 |
| 2015 | 136 | 86.1% | 22 | 13.9% | 158 |
| 2016 | 129 | 81.6% | 29 | 18.4% | 158 |

**Source: Cabinet Office**

As part of the programme, the Ministry of Gender and the Electoral Commission of Zambia led consultations to review the electoral law and code of conduct for gender responsiveness. The outcome was a report with recommendations for strengthening the electoral process with a view to increasing women’s participation in the 2021 general elections. The Count her In Strategy was developed with the overall aim of getting at least 50% of women successfully contesting in the 2016 elections. There was also some advocacy interventions supported by the project such as the roundtable with political parties, where they made commitments to increase adoption of female candidates. It was at that meeting that PF committed to ensuring that at least 40% of its candidates for 2016 election would be female

Under the programme, all the political parties were to have been targeted under interventions through which their Manifestos’, Constitutions and adoption systems would have been reviewed and recommendations made towards seeing how best they can increase the number of women being adopted during election periods. Further and as part of this programme, a resource mobilisation strategy was to have been developed as part of the overall strategy to increase the number of women in politics. Staying within its mandate, the Ministry monitored the implementation of the overall strategy by the various partners and offered technical coordination support where it could.

**Ensuring participation of women in politics**

It is noted that the Zambia National Women’s Lobby a local CSO did undertake the interventions described above including the mobilisation of resources for women aspiring candidates at all levels. The Ministry at the time of the evaluation had some ongoing work with the Zambia Law Development Commission to review the Electoral Code to try and make it gender responsive and encourage the participation of women. The ZLDC was reported to have completed an Issues Paper at the end of 2018.

Moving away from just increase in numbers of women in politics, the Ministry was through the M&E system also going to monitor the quality of participation of those women in Parliament as well as monitor the times that gender issues were raised in Parliament. This particular component of this outcome was not done.

**Women’s participation in the public sector/civil service**

The programme also aimed at raising women in leadership positions in the public sector. However, the proportion of Permanent Secretaries who are women declined from 28% in 2016 to 24% in 2017. According to a Study undertaken by the Zambia National Women’s Lobby 2019, the table below indicates that at all levels of decision making, women’s representation is still far below the 50% espoused for in the SADC Protocol.

Table 5: Women’s representation in decision making in the public sector

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Decision Making Positions | Total Number | Women | %age | Men | % age |
| President | 1 | 0 | 0% | 1 | 100% |
| Vice President | 1 | 1 | 100% | 0 | 0% |
| Cabinet Ministers | 29 | 9 | 31% | 20 | 69% |
| Permanent Secretaries | 53 | 13 | 25% | 40 | 75% |
| Provincial Ministers | 10 | 0 | 0% | 10 | 100% |
| Directors- Line Ministries  | 191 | 58 | 30% | 133 | 70% |
| Heads of Department | 1382 | 383 | 28% | 999 | 72% |

**Source: ZNWL: *Status of women representation in decision making in Private and Public Sectors, 2019***

The programme supported the **review and assessment of the Strategy and the Implementation Plan for Engendering the Public Service (2010-2016)**. This was to identify issues and recommend courses of action for corrections and enhancing the engendering of the public Service. The outcome of this was the drafting of the Strategy and Implementation Plan for Engendering the Public Service 2017-2021. At the time of the evaluation the implementation Plan had not been implemented.

**Enhancing gender mainstreaming in the private and public sectors**

In order to enhance mainstreaming of gender in both the private and public sectors, **a strategy for the implementation of the Gender Equality Seal Certification Programme** was developed for consideration by key stakeholders and Cabinet. It is foreseen that the Certification programme will reduce gender inequalities in the workplace, promote good labour practices and strengthen the oversight role of the Ministry of Gender over the private sector. At the time of the evaluation the MoG was in the process of developing a Cabinet Memorandum on the Certification programme.

### 4.2.5 The achievement of Outcome 1 – Indicator 4 (GBV fast Track Courts)

|  |  |
| --- | --- |
| Outcome | Indicators |
| Outcome IV: MGCD has coordinated a multi-sectoral and evidence based response to gender and child development issues.  | Number of operational Anti-GBV user-friendly and fast track courts |

The Programme also aimed at increasing access to justice for GBV survivors through increasing the percentage of reported GBV cases taken to court. In 2016, 16% of GBV cases (3,099 out of the 18,540 GBV cases) were taken to court. As of June 2017, twelve percent (12%) of the 10,994 reported were taken to court. This fell short of the programme target of 50%. The failure to reach the programme target was attributed to having few specialized courts to handle GBV cases and delayed disposal of GBV cases in other conventional courts. This is in addition to the community attitude, access to resources and pressure from family which resulted in GBV survivors withdrawing cases before they are prosecuted.

Two GBV fast track courts which were established in Lusaka and Kabwe significantly enhanced the efficiency with which GBV cases were handled by the courts. For instance, in 2017 for the period from January to July, the Lusaka Fast Track court handled a total of 154 cases, out of which 81 cases were disposed of with 73 cases pending. In the same period, the Kabwe Fast Track Court handled 39 cases, out of which 33 cases were disposed of and only 3 cases were pending. As reported in the UN Joint programme Evaluation Report, 73% of the cases handled in the Kabwe fast track courts were disposed within 30 days as compared to the conventional courts which took more than two years on average to be disposed of.

To further enhance progress made in the efficient disposal of cases, an extra four fast track courts were established in Ndola, Chipata, Choma and Mongu. In complimenting the operations of the fast track courts, 50 police officers were trained in forensic evidence collection. The training also targeted 120 officers comprising of Judiciary Staff, Prosecutors and Social workers.

The programme intended to have at least 20% of customary courts adopt CEDAW guidelines in their administration of justice. To this effect, a total of 270 customary adjudicators were trained in 2017 in addition to the 319 trained in 2016. The trained adjudicators were drawn from selected chiefdoms in all the 10 provinces of Zambia.

Traditional leaders are custodians of culture and traditional norms and values, and these cultural beliefs, attitudes and practices were noted to be some of the key drivers of GBV in Zambia. The programme engaged traditional leaders to be male gender champions in their respective areas of jurisdiction. Engaging traditional leaders and men was therefore strategic Some of the traditional leaders were instrumental in the establishment of village based OSC and donated land and structures for the OSCs.

## 4.4 Effectiveness of the programme - Achievement of outputs

The section below describes the delivery of outputs against the set indicators

### 4.4.1 Output 1: Effective leadership, coordination and monitoring to improve gender equality

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| --- | --- |
| Output 1 | Indicators |
| MGCD delivers effective leadership, coordination and monitoring of action to improve gender equality  | Number of functional working groups for coordinating gender programmes and strategies that include all relevant stakeholders including civil society other line ministries, traditional leaders |

1. **Steering Committee of Permanent Secretaries:** this was formed but did not meet consistently and was therefore not functional.
2. **The Gender Statistics Committee of Central Statistical Office was also established.** The extent to which it was effective was limited by the fact that there was only one gender expert within the committee. The expert is now attached to another Ministry and there is doubt as to the functionality of the committee in the absence of any expertise being available.
3. **Gender Sub-Committee**s. Gender sub-committees were reported to have existed in at least three line Ministries including Ministry of Agriculture, Ministry of Health and the Police. These were said to have remained active working but unfortunately in the absence of any follow-up by the Ministry, it is difficult to establish whether or not they are functional.
4. **The Gender-SAG** although these had been in place prior to the programme starting, with the development of Cluster groups under the 7th DP, the groups were disbanded and never reformed.
5. **The National Consultative Forum**: The establishment of a National Consultative Forum was not always seen as a priority by the different Permanent Secretaries (PSs) and was therefore never made functional. At the time of the evaluation, the NCF had been reconstituted and the first meeting held in May 2019.

The challenges that were experienced in setting up and keeping the various structures functional mainly had to do with the level of commitment particularly within the MoG level which not only experienced a high turnover of staff at the leadership level but had also experienced a restructuring after the Ministry of Gender Mother and Child was reverted to being a Ministry of Gender.

**Development of a strategic plan for the Ministry**

A key intervention in the programme document was the development of a focused strategic plan for the Ministry through which the Ministry was to strategically raise its own profile as well as resource mobilise. The **Ministerial Strategic Plan 2014 – 2016 was reviewed** with a view to develop the 2017 -2021 Plan. The new Strategic Plan was to provide the operational framework for the next five years in achieving gender equality across key pillars identified in the 7th NDP and contribute to attainment of SGDs. At the time of the evaluation, the strategic plan had not been developed.

**Increased levels of staffing for the Ministry**

The programme document did take cognisance of the need to address the issues related to the inadequate staffing levels within the Ministry. The Programme was to facilitate the provisions of technical support and engagement of technical staff to support the establishment of the Ministry. There is no indication that there was a deliberate effort made to hire professional gender experts to work within the Ministry as permanent staff and instead the key strategy used was:

1. Engagement of programme staff placed within the Ministry. These included a programme officer a communications expert and two programme associates. Unfortunately, during the implementation of the programme, the MoG requested that these officers be separated from the Ministry.
2. The engagement of volunteers that were supposed to support the Ministry as it undertook specific assignments. This was done through the Volunteers Services Overseas. Unfortunately, the recruitment process was not done well and the right people were never sent to the Ministry. Stakeholders interviewed reported that the strategy did not actually yield any impact.

|  |  |
| --- | --- |
| Output 1 | Indicator 1.2 |
| MGCD delivers effective leadership, coordination and monitoring of action to improve gender equality | National gender M&E plan and system established and implemented |

Within this outcome the Gender and child development monitoring system was to have been developed based on a thorough baseline undertaken at the start of the Programme. At the time of the evaluation, the Ministry was still in the process of developing an M&E system. Various challenges were reported to have been experienced in trying to do this. The included:

1. There was inadequate expertise within the Ministry to develop the system and the approach used to try and build this capacity was through the engagement of expertise through the Volunteer Services Overseas. Unfortunately, this approach did not work as the experts that were received were not able to provide the necessary support and the Ministry then had to find another level of expertise locally in the form of a consultancy form called, Rural Net Consultancy.
2. The Ministry even in the absence of the M&E framework did go on to develop guidelines to guide the collection of data from the different Ministries, unfortunately, the majority of the Ministries did not buy into the process and this affected the collection and submission to the Ministry of gender of data.
3. Within the Ministry there was a high staff turnover which further impacted on the capacity of the Ministry to monitor progress both within the Ministry and among the various stakeholders.

Despite the noted challenges it was reported that there has also been a considerable improvement in the number of state and non-state stakeholders that have been submitting timely reports to Ministry of Gender on gender and development Programmes. The end of programme target of 20 has been exceeded to reach 27 ministries including, Parliament, Service Commissions, Office of the Vice President and Civil Society Organizations.

|  |  |
| --- | --- |
| Output 1: | Indicators 1.3 |
| MGCD delivers effective leadership, coordination and monitoring of action to improve gender equality | Annual publication and dissemination of National Gender Status Report |

The Programme supported the development of the National Gender Status Report 2014-2016. The Report provides measurement mechanisms for monitoring and evaluating the performance of gender equality in the implementation of development programmes in Zambia. It gives an update on the gender indicators and targets set for monitoring of gender mainstreaming in socio-economic development. Government considers the report as a management and planning tool that evaluates the gender responsiveness of its programmes and how well gender is being integrated in the development process across all sectors. Moving forward, the National Gender Status Report will measure the advancement of gender equality in the context of the SDGs and the gender targets in the implementation of the Seventh National Development Plan (7th NDP).

At the time of the evaluation the National Gender Status Report 2017-2018 was in the process of being developed.

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| --- | --- |
| Output 1: | Indicators 1.4  |
| MGCD delivers effective leadership, coordination and monitoring of action to improve gender equality | Gender Equality Fund used for training and capacity building of MGCD and gender focal points[[5]](#footnote-5) |

This fund was embedded in the programme for the training of MGCD staff and Gender Focal Points. Some capacity building trainings were undertaken by a firm called Presencing Institute.

### 4.4.2 Output 2: Implementation of gender-responsive policies, planning and budgeting

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| --- | --- |
| Output 2 | Indicators 2.1 |
| Priority line ministries implement gender-responsive policies, planning and budgeting | Priority ministries demonstrating increased gender planning |

To ensure sustainability of the outcomes, the Ministry was to work to provide knowledge and information as well as develop skills and competencies, and provide necessary tools for strengthening stakeholder’s capacity to effectively mainstream gender and child development into programmes and policies. The capacity development strategy was to have been changed from the conventional training to the development of learner directed materials which would then be supported with guidelines and checklists that could be used by officers within the line Ministries. The Ministry was also to provide coaching and mentoring as part of its capacity building process with the hope of changing individual behaviour and attitudes.

Based on a *Strategic Training and Capacity Building Analysis and Plan: 2013-2016* by Oxford Policy Management (2014), the Ministry engaged several Institutions and stakeholders to actually provide capacity building interventions targeting both the Ministry staff as well as staff in identified line Ministries. This included training in areas such as gender mainstreaming, Gender Based Violence (GBV), gender rights, Gender responsive planning and budgeting. Leadership training and mentorship was also offered to senior staff within the Ministry, Gender Focal Point persons across the Ministries and at the district level as well as for the Permanent Secretaries in selected Ministers.

Study visits were also conducted as part of the capacity building initiatives e.g. an exchange visit was made between Zambia and Namibia where the Zambian team looked at the Namibia’s progress with regard to gender mainstreaming and gender responsive planning and budgeting. The team also visited sites where Namibia has established GBV shelters.

Gender mainstreaming guidelines were developed but were never disseminated or adopted due to some push back from the Ministry of Finance. At the time of the end of programme evaluation, the MoG was in the process of developing a Cabinet Memorandum of Understanding to have Cabinet approve the guidelines for adoption.

|  |  |
| --- | --- |
| Output 2 | Indicators 2.2 |
| Priority line ministries implement gender-responsive policies, planning and budgeting | % (number of line ministries) that have adopted gender-responsive budgeting tools |

According to the programme document, the Ministry had also planned to address the issue of commitment to gender and child development through the establishment and/or strengthening of accountability mechanisms such as gender responsive budgeting and monitoring, and performance assessments of line Ministries. By definition, an output is something that the implementing institution can guarantee. In this case the demonstration of increased planning is outside of the Ministry and therefore this is the one output that ideally should have been placed at the outcome level as it is entirely out of the control of the Ministry. As already noted, the output above was beyond what the Ministry could guarantee to deliver. Nevertheless the Ministry of Gender did develop GRB tools and line Ministries were trained on the use of the tools

Gender responsive budgeting (GRB) initiatives seek to improve the results of budgets in general, and gender equality and women’s empowerment in particular. They focus on key economic and social matters that are often overlooked or obscured in conventional budget and policy analysis, and decision making. GRB brings together two issues that are not commonly associated with one another: gender equality and public financial management (PFM). GRB argues that gender equality principles should be incorporated into all stages of the budget process. GRB is not a separate process from PFM reform and should be integrated within PFM reforms as it provides better information and ensures better and more equitable budgeting.

There was an assessment conducted by a consultant in 2017 of programmes and budgets for gender responsiveness in six Ministries namely Ministry of General Education (MOGE), Ministry of Higher Education (MOHE), Ministry of Health (MOH), Ministry of Lands, Natural Resources and Environmental Protection (MLNREP), Ministry of Agriculture (MOA) and Ministry of Community Development and Social Services MCDSS. The assessment results show that MOGE, MOH and MCDSW exhibited a fairly high level of gender mainstreaming and gender responsive programming and budgeting: to different degrees in the 2016 and 2017 planning and budgeting cycle. The results are depicted in the table below which used a traffic light scorecard to score the levels of gender mainstreaming being undertaken in the six Ministries under study.

Table 6:Traffic light scorecard results for six Ministries

|  |  |
| --- | --- |
| *Ministry* | *"Traffic light" scores* |
| Ministry of Agriculture (MOA) |  |
| Ministry of Community Development and Social Welfare (MCDSW) |  |
| Ministry of General Education (MOGE) |  |
| Ministry of Health (MOH) |  |
| Ministry of Higher Education (MOHE) |  |
| Ministry of Lands, Natural Resources and Environmental Protection (MLNREP) |  |
| *Key:* High degree of gender mainstreaming  Moderate degree of gender mainstreaming Low degree of gender mainstreaming |

**Source: Caesar Cheelo;** **Assessment and Analysis of the Gender Responsiveness of the Ministry of Education, Ministry of Health, Ministry of Agriculture and Ministry of Lands Line Programmes, Budgets Allocations, Releases and Expenditures for the Years 2016 and 2017(Q1&Q2)**

With no monitoring system in place, there is no evidence that line ministries have continued implementing gender-responsive budgeting or that they have adopted any tools either at the institutional level or from the MoG.

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| --- | --- |
| Output 2 | Indicators 2.3 |
| Priority line ministries implement gender-responsive policies, planning and budgeting | % (number of line ministries) reflecting expenditures on gender programmes |

Interviews with some line Ministry staff noted that all Ministries are now required to only budget for what is considered their core mandate but some line Ministries are budgeting for gender programmes (this can also be seen in the Yellow Book). However it was difficult to measure this indicator as data on expenditures s not easily available

### 4.4.3 Output 3: Domestication of CEDAW and Anti-GBV Act implementation

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| --- | --- |
|  | Indicators 3.1 |
| Coordinated action to domesticate CEDAW and implement the Anti-GBV Act | 3.1 Strategy to review and revise constitution and laws to confirm to CEDAW provisions developed |

At the time of the evaluation, the Gender Equality Act had been passed in 2015. In addition, the project also supported the review of the Constitution from a gender lens and the MoG and the MDD developed ToRs and proposed a structure for the Gender Equity and Equality Commission and the ToRs had been submitted to Cabinet office for approval.

|  |  |
| --- | --- |
|  | Indicator 3.2 |
| Coordinated action to domesticate CEDAW and implement the Anti-GBV Act | % (number) of traditional leaders trained in CEDAW provisions and the Anti-GBV Act |

The 2014 Annual Review noted that a training plan has been developed and that, as of February 2014, 30 traditional leaders had been trained. It was not possible to obtain a copy of the plan or training report. No further training has been conducted for traditional leaders by MGCD in 2014. As at 2016, the Logframe shows that 58% (168 of 288) traditional leaders trained. At the time of the evaluation this was difficult to verify particularly because it appears to have been implemented by CSOs who understood the intervention as being implemented under a different programme.

Another intervention undertaken was under what was called the He for She Campaign under which traditional leaders were targeted as part of three day workshops that were run in different districts. The workshops targeted the media and traditional leaders with the view of getting to identify gender issues in the different chiefdoms and develop an action plan to support the leaders in dealing with the issues. Unfortunately, the MoG did not follow up on this intervention/campaign/

|  |  |
| --- | --- |
|  | Indicator 3.3 |
| Coordinated action to domesticate CEDAW and implement the Anti-GBV Act | Fast track courts for cases of GBV pilot implemented |

This output indicator is very similar to the indicator set at Outcome level which reads: Number of operational Anti GBV user-friendly and fast track courts. As such the results of how these are actually working have been reported at the outcome level. These were again out of the control of the MoG and was better placed at the Outcome level.

On 22nd January 2016, Government in partnership with the UN Joint Programme on GBV launched the country’s first ever user-friendly fast track court for Gender Based Violence (GBV) at Kabwe and subsequently launched the GBV Fast Track court at Lusaka in March 2016. Thereafter an additional four user - friendly Fast Track Courts were reported to have been established and operationalized. The Six GBV Fast Track Courts are in Lusaka, Kabwe, Ndola, Mongu, Choma and Chipata.

A noted shortcoming of this intervention is that the FTCs are not legislated and they therefore have no legal recognition under the current Zambian Laws.

|  |  |
| --- | --- |
| Output | Indicator 3.4 |
| Coordinated action to domesticate CEDAW and implement the Anti-GBV Act | Strategy implemented to increase women’s land ownership |

The development and implementation of a strategy to increase women’s land ownership was not achieved. The Ministry did participate in the review of the Land Policy and noted that this Policy is gender sensitive but the fact that it has not been approved by the stakeholders and therefore not finalised is a draw back.

In Zambia, as in many other countries in Africa, has a dual tenure system, freehold and customary. Generally, customary tenure systems are communal and their management is derived from customary norms and principles. The Ministry through the programme did target the traditional leaders as already described and did get some commitment from them to further support ownership of land by women.

### 4.4.4 Output 4: Communication strategy

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|  | Indicators 4.1 |
| Communication strategy promotes positive gender norms and increased awareness of laws and policies | Number of radio programmes produced on community and commercial radio stations (cumulative) |

**Development and implementation of a communication strategy**

The initial communication strategy expired in 2016 and at the time of the evaluation a new one was in the process of being developed.

**Conducting sensitisations on gender**

During International Women’s Day (8th March 2017), the Ministry supported sensitization through Radio programmes and held three (3) expos at shopping malls at which different organizations exhibited their work on gender. It was on this day that the President issued the directive to Ministry of Lands to increase the threshold of allocation of lad to women from 30% to 50%. This was a direct result of Ministry of Gender’s continued high-level advocacy with the President on issues of women’s empowerment.

Overall, the interventions outlined under sensitisations and awareness raising were reported as having been achieved. In 2014, 218 radio programmes had been aired on community and commercial radio stations against the planned 200. In 2015, 259 were aired against the planned 250. In 2016 509 were aired against the planned 300. There was an agreement between MoG and the cooperating partners DFID and UNDP to suspend the radio programmes, after 2016, pending the review of the communication strategy.

One of the sources of information on impact of communication can be deduced from the perception study which clearly indicates that a comparison between the 2012 survey and the 2016 survey shows that the proportion of respondents that received this information increased from 48.4 per cent in 2012 to 67 per cent in 2016. The study also notes that there seems to have been a shift in the focus of the gender campaigns from gender equity to gender-based violence between the two periods. For instance, whereas the majority (67.0 per cent) said they received information on gender equity in the 2012 survey, this was not the case in the 2016 survey where the majority (87.9 per cent) said the information they received was on gender-based violence.[[6]](#footnote-6) This can be explained by the fact that there was another programme being run which was specifically covering issues around GBV. Further, and according to the survey, a review of the qualitative data shows that some respondents believe information gaps on gender still exist.

**Development and implementation of a National Consultative and Advocacy Framework**

This was not developed during the implementation of the programme.

One of the key issues noted during the evaluation was that there had been a lot of goodwill from the media houses and the general public regarding the radio programmes that were run. Some of these were call in programmes through which the MoG confirmed having received several requests from the public to actually go out into the field to sensitise the general public. In addition, it was also reported that following the radio programmes, there was an increase in the number of people that visited the Ministry for additional information. Unfortunately the MoG did not have a system of documenting the visits and the levels of appreciation for the programme from the general public.

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|  | Indicators 4.2  |
| Communication strategy promotes positive gender norms and increased awareness of laws and policies | Number of TV programmes on gender equality produced and aired (cumulative) |

As of the 2014 Annual Review, 50 TV programmes had been aired and a further 11 programmes have been aired since then 2014. In the absence of a monitoring system, the evaluation could not establish the actual final number of programmes run under this programme specifically. Over the implementation period of the programme several TV programmes were aired nationally on ZNBC and Muvi TV. An accompanying series of 13 episodes was aired on national TV and a commercial channel with live discussion.

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| Output | Indicators 4.3  |
| Communication strategy promotes positive gender norms and increased awareness of laws and policies | Number of journalists trained in gender/child responsive reporting (per annum) |

The training of journalists was said to have been completed in March 2016 and it was reported that the PITC decided to suspend further training of journalists.

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| Output | Indicators4.4  |
| Communication strategy promotes positive gender norms and increased awareness of laws and policies | Film dealing with gender equality issues produced and aired[[7]](#footnote-7) |

This was achieved when a film “Maliposa” was developed and aired nationally on ZNBC and Muvi TV. An accompanying series of 13 episodes has aired on national TV and a commercial channel with live discussion. The MGCD was reported to have also run community road shows in rural areas where the film would be showed followed by facilitated discussion.

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| Output | Indicators 4.5  |
| Communication strategy promotes positive gender norms and increased awareness of laws and policies | National Gender Perception Surveys conducted and disseminated and feed into gender strategy |

A National Gender Perception Survey was conducted in 2016 and disseminated in 2017. There was no National Gender Strategy developed from it. The second edition of the Gender Perception Survey was conducted in the year 2016. The objective of this follow up survey was to assess how attitudes and behaviours have changed since 2012 and measure the extent to which various targeted interventions have impacted on reducing gender inequalities and the prevalence of gender-based violence (GBV) in Zambia.

Some of the key findings of the survey are that: Dissemination of gender information in the community was reported to have improved in the 2016 survey compared to the one of 2012. Some respondents appeared to have acquired more knowledge on gender issues as observed from their articulation of the national gender policy. The results show a significant improvement in access to gender-related information (from 48.4 per cent in 2012 to 67 per cent in 2016). A comparison of the two surveys shows, however, that more girls and women access education in 2016 than before and that women had generally become more assertive in reporting gender-based violence.

### 4.4.5 Output 5: Strategy on women’s representation in decision-making positions implemented

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| Output | Indicator 5.1 |
| Strategy to increase women's representation in decision-making positions implemented | Consultation processes take place to ensure adoption of engendering public service strategy |

This was reported as having not been achieved and there was no evidence that Public Service Management Division (PSMD) is taking action to implement the strategy. There are no reports provided to MGCD by PSMD.

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| Output | Indicators 5.2 |
| Strategy to increase women's representation in decision-making positions implemented | Number of parliamentarians sensitised on the 50/50 SADC Protocol (cumulative) |

One of the major activities planned in 2017 was the Orientation Programme for Members of Parliament on CEDAW, SDGs and SADC Protocol on Gender and Development. This activity was delayed due to protracted discussions with the National Assembly in an effort to resolve execution modalities. At the time of the evaluation the MoG had plans to continue to engage the National Assembly on the operational requirements of specific projects supported by different cooperating partners.

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| Output | Indicators 5.3  |
| Strategy to increase women's representation in decision-making positions implemented | Campaign to increase votes for women takes place |

The Count her In Strategy was developed with the overall aim of getting at least 50% of women successfully contesting in the 2016 elections. Unfortunately, it was reported that the strategy was developed too close to the elections and there was inadequate time to implement it as it was developed. A meeting was held with political parties who committed to increasing women’s participation, the Ministry noted that there was an increase in the number of women that were adopted but this did not translate into action increase in the number that was elected. Unfortunately, without any further elaboration of policies at the level of the political parties obliging them to actually implement what the policies and legislation have outlined, it will be difficult for the MoG to hold the political parties accountable and any changes will be slow and dependent on the goodwill of the political parties and the women’s persistent individual fight to claim their rights.

## 4.5 Unintended outcomes

There are some unintended and good outcomes that have been achieved by the programme. These include the following:

1. The level of commitment and engagement of the traditional leaders has been very high. This could be attributed to the fact that the Chiefs being engaged are all well-educated and enlightened. They have all enthusiastically engaged on the programme when requested.
2. The fast track courts have been received well and the Chief justice has requested for an additional five to be established.
3. The MoG did have follow-up calls made to the office by the members of the general public requesting additional information on the mandate of the Ministry. Unfortunately there was no system of documenting these follow-up visits

## 4.6 Programme executing arrangements

The Permanent Secretary of the MGCD had the overall responsibility for management of the Gender and Child Development Programme while the Economic and Finance Section was charged with the responsibility of coordination and managing activities and ensuring the attainment of the Programme outputs. This changed midway with the departure of the Director of economic and Finance and programme implementation was moved to the planning department. Programme oversight was to be undertaken through the following structures:

1. **The Steering Committee of Permanent Secretaries**: In order to ensure effective implementation and coordination, a Steering Committee of Permanent Secretaries with representation from the Ministries of Gender and Child Development; Lands, Energy and Water Development; Education, Science and Technology, Vocational Training and Early Childhood Education; Health; and Agriculture was to be constituted. Representatives from the Lead Cooperating and another CP, including Non-Governmental Coordination Council were also to be represented on the Steering Committee. The mandate of the Steering Committee was to provide policy guidance and facilitate smooth implementation of the Programme.

As already noted, this committee did not meet consistently and as such it did not meet its full mandate and was ineffective.

1. **The Programme Implementation Technical Committee (PITC):** This was to be established comprising of officials from the Ministry of Gender and Child Development, Agriculture, Education, Science, Technology and Early Childhood Education, Lands, Energy and Water Development, Legal Affairs, Cooperating Partners and Non-Governmental Organisation Coordination Council (NGOCC). The mandate of the Programme Implementation Technical Committee was to provide technical guidance on Programme implementation and monitor progress. The Programme Implementation Technical Committee was to review the annual workplans and Programme reports and recommend to the Steering Committee for approval of the said documents.

This Committee was formed and did meet consistently until 2016. In 2017, the Committee collapsed and was not functional for the implementation period of the programme

1. **The Gender and Child Sector Advisory Group (G&C SAG):** This group was to provide the main consultative forum for overall gender and child sector dialogue. The G&C SAG was to also monitor the implementation of gender and child sector Programmes using the Sixth National Development Plan Indicators.

With the coming in of the Clusters under the 7thNDP, the Gender SAGs were disbanded and none were formed under the new plan.

## 4.7 Efficiency of the project

In assessing efficiency a number of questions are answered. These are whether the necessary resources i.e. personnel, budgets and other inputs were available in a timely manner and the appropriateness of the interventions in comparison to the duration of the project. The evaluation therefore focused on determining the relationship between the outputs from the processes undertaken against the resources invested into performance of the project. The key observations are as follows:

1. Overall a lot of time was lost in the years 2015 and 2016 and the Ministry was forced to try and implement what activities it could in 2017. This meant the Ministry had to make a lot of adaptations to the workplan. Overall those interviewed stated that implementation could have been planned better
2. At the beginning of each year the Ministry of Gender were informed of the available programme resources. They developed the workplan and with budget of activities. The Ministry contracted the vendors for services and only requested UNDP to pay on their behalf. The Ministry was availed the Combined Delivery Report which showed the expenditures for that year.
3. Related to this, in terms of meeting contractual obligations incurred through assigned consultancies, the delays to get disbursements meant there were delays in paying out the consultants and the Ministry risked losing face with people it had contracted.

## 4.8 The sustainability of interventions started

For the purposes of this evaluation, *programme sustainability* is the continuation or viability of the [positive] benefits (social, economic, environmental, organizational and capacity) of development activities after the major financial, managerial and technical assistance has ceased – *sustainability of outcomes*. These benefits include the well-being of individuals or a group, capacity or capability, processes, organizational change, services and service delivery, participation and representation. It also looks at sustainability of process, which focusses on looking at the continuation of any direct and indirect services provided to beneficiaries.

Sustainability clearly needs to be defined to reflect the temporal nature of the initiatives it is associated with in this case a five year programme. A key challenge is between reconciling short term priorities with long term sustainability. A development programme such as the one undertaken by the Ministry is by definition a temporary event; sustainability therefore refers to what gets left behind. The critical question then becomes how soon or how far into a development intervention is it reasonable to expect lasting benefits to be revealed, and how much can the development intervention itself do to affect or change the likelihood that outcomes will be sustained post-programme. In determining the sustainability of this programmes strategy, several factors have been reviewed that specifically impact on the *sustainability of process* and the *sustainability of outcomes*, these include critical dimensions of sustainability such technical, economic/financial, political and institutional.

**4.8.1 Institutional sustainability**

This component of sustainability will look at institutional support, policy implementation and staffing., I**nstitutional support:** The programme did develop an oversight committee made up of key stakeholders from outside the Ministry. This grew the Ministries social capital, i.e. capacity to influence decisions even in other Ministries and had the potential to positively influence the sustainability of interventions started in the other Ministries through this oversight mechanism. Unfortunately, the oversight mechanism did not continue after 2016 and was therefore a missed opportunity.

**Policy implementation:** This is the strongest factor influencing sustainability of the programme outcomes. By undertaking to review the National Gender Policy and actually put in place an implementation policy, there is a possibility of ensuring that the interventions under the programme can be sustained. Unfortunately, the national Gender Policy is still under review and implementation plan to go with this revised plan is yet to be developed.

**Staffing:** As already noted, the issue of inadequate staffing within the Ministry is another issue that will affect sustainability. The loss in institutional memory as a result of high staff turnover has also affected the extent to which the impact of the interventions can be sustained.

**Financial/recurrent budgets:** The contributions that were to be made by the Ministry were not made and there were therefore no efforts on the part of the Ministry to ensure that some of the interventions started were in fact going to be planned and budgeted for under the MoG. It is clear that without additional resources to the Ministry, the interventions started under the programme will not be sustained. An exit and sustainability plan needed to have been considered and developed as part of programme implementation. It is further noted that within the programme document there had been a planned intervention to resource mobilise, it was not clear during the evaluation that this had indeed been done systematically.

**4.8.2 Technical sustainability**

This component of sustainability looks at technical training for staff and the development of appropriate materials to ensure sustained learning even after the programme has ended

**Technical (internal):** This element looks atand how through the programme internal institutional capacity was built to ensure the continuity of the change or impact initiated by the project. At the time of the evaluation, capacity development interventions such as mentorship within the MoG, team building and general training of the staff were not being undertaken.

**Technical (external):** This element reviews the extent to which the impact of interventions undertaken within other Ministries could be sustained by those Ministries. Unfortunately, and as noted in Section 5.0 looking at capacity development, the sustainability of the capacity building interventions were hampered mainly by the high staff turnover among the staff within other Ministries It remains unclear to what extent the staff that were trained continue to have an impact in their institutions and even in the institutions they have been transferred to for those that have been transferred. In the absence of a database and continuous monitoring of those trained, impact of the training and sustainability of any interventions started by those trained is not possible.

**4.8.3 Political sustainability**

This sustainability component looks at government commitment, stakeholder interests and political influence/pressure

**Government commitment:** The programme was reported to have received high level political support as evidenced by the support from the Office of the Secretary to Cabinet and the fact that the once Minister of Gender had become the Vice President. Unfortunately, in the absence of a mechanism for holding Ministries accountable for their gender mainstreaming efforts, it is difficult to see how the Office of the Secretary to Cabinet can in fact follow up on all Ministries to ensure they are mainstreaming gender. This is further affected by the fact that the training of Ministers was undertaken just before the general elections and a lot of the Ministers that were trained did not retain their seats.

**Stakeholder interest**: At the level of the community, it was reported that there was acceptance of the programme for example by political parties that not only participated in the planned workshops but also made commitments to change the political landscape. Again without a policy measure to actually drive their action and against which all political parties can be held accountable, the impact of this intervention cannot be sustained.

**Political influence/pressure**: The MoG is like any other Ministry and does not have the influence required to pressure other Ministries into following any of the guidelines that it sets out. There was effort put into establishing a structure through which influence could be made, namely through the Committee of PSs and the various other structures but unfortunately many of those set up as already described did not actually function as planned.

**4.8.4 Social sustainability**

This component of sustainability looks at social support and acceptability, stakeholder commitment

**Social support and acceptability**: it is clear from the interviews that overall there is acceptability of the role that the MoG plays and of the programme as evidenced by the willingness to cooperate from the CSOs and the report of additional requests that the Ministry gets for data and requests for more services (e.g. the fast track courts) provided by the Ministry under the programme. The reaction from traditional leaders that were also very willing to engage with the Ministry and work with them is also an indicator of acceptability and support and is a strong component on which sustainability can be hinged.

**Stakeholder commitment**: The section below describes some of the partnerships developed over the programmes implementation framework. Suffice to note that again, there was a lot of goodwill from the different partners engaged and the social capital built through these partnerships should be built on in subsequent programmes.

## 4.9 Programme partnerships

During the period under review, the Ministry of Gender successfully worked with the following institutions:

**Office of the Secretary to the Cabinet (SC):** MoG has continued to receive support from this Office of the Secretary to the Cabinet in ensuring that the priority line Ministries adhere to Government’s policy on gender and that they remain accountable for gender mainstreaming and include this in their respective policies, programmes and plans and budgets.

**Ministry of Planning:** MoG worked very closely with the Ministry of Planning to ensure the mainstreaming of gender and inclusion of SDG5 indicators in the 7th National Development Plan.

**Ministry of Justice (MoJ):** MoG work closely with MOJ, on the establishment of additional Fast Track courts on GBV in the Choma, Mongu, Ndola and Chipata.

**Ministry of Lands:** The MoG collaborated with the Ministry of Land in reviewing the land policy and land administration.

**The Zambia Law Development Commission:** The Zambia Law Development Commission (ZLDC) partnered with MoG and the focus of the partnership was on the review and amendment of the Anti GBV Act No 1 of 2011, Marriage Amendment Bill, Penal code and the CPC.

**Central Statistical Office:** The Central Statistics office gender steering committee continued to provide support to the implementation of the Programme. Central Statistical Office also spearheaded the preparation of the 2015-2016 Gender Status Report and developing a data collection tool for GBV indicators.

**Civil Society, Private sector and Faith Based Organizations**: In 2016, the MoG worked with Civil Society Organizations, Faith based Organisations and the private sector in particular, the NGOCC, Zambia Federations of employers, the Bank of Zambia, Unions of Miners and allied worker in developing the road map for domesticating the Gender equality seal certification Programme. The Ministry of Gender leveraged on other existing structures and dedicated staff to achieve this.

## 4.10 Backstopping support from UNDP

The structure of support from UNDP was through the provision of officers directly working within the Ministry and reporting to both the Ministry and UNDP. From the interviews held, this was not always appreciated by the different PSs. Some of the key observations made were that there was a lot of back and forth on reports and workplans as they were being produced which delayed the implementation of the programme.

# 5.0 Assessing capacity building of supported institutions

The programme had an initial capacity assessment undertaken before it commenced and premised on the findings of this assessment, several trainings were undertaken targeting different stakeholders including:

1. Cabinet Ministers with an invitation extended to the National President who delegated
2. Permanent Secretaries for all the provinces and selected Ministries
3. Staff within the Ministry of Gender
4. Staff in other identified Ministries,
5. District commissioners
6. Gender focal point persons from the Ministries.
7. Gender focal Point persons represented by District Administrative Officers

The training included training in gender responsive budgeting, leadership training, gender mainstreaming and also included an exchange visit to Namibia. In addition, there was some team building and mentorship implemented for the Ministry of Gender staff as well as a programme .

The extent to which the capacity building could have had impact was limited by the following:

1. The training of Ministers was done in 2016 which was an election year. Unfortunately, a lot of the trained Ministers did not retain their seats and this meant a lot of the trained ones left.
2. As documented in the mid-term review, there was no database developed of those being trained and it was difficult to follow up and actually document what was being done by those trained.
3. In relation to this, no indicators were set at the output level to measure changes in behaviour and task performance at the individual participant level. This is what could have been made a part of the monitoring system by the MoG with follow up and support being provided to the specific individuals trained.
4. Although some of the training was targeted at specific officers, e.g. Heads of Planning Departments, the individuals delegated the attendance to the training and there was clearly no system in place to ensure that the person that had been delegated to attend the training actually passed on the knowledge and skills learnt.

With regard to impact, stakeholders interviewed observed the following:

**Internal to the Ministry of Gender**

Staff interviewed noted that the team building for the MoG staff was very positive in that it actually impacted on the way the team communicated. A system of checking in was introduced which helped every team member understand where the others were and what they were working on. Specifically, staff interviewed noted that the team building helped build cohesion, created in the minds of everyone an understanding of other staff expectations of each other as well as a deep reflection of what role each individual played in the Ministry.

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| *Quote*The team building brought coordination and cohesion as a Ministry and we felt we were not working in silos. It enhanced integrity and honesty too, but these have since died.Staff member interviewed |

In addition, it was also noted that the mentorship component of the programme did not work well as the mentors were from outside the civil service and it was not deemed appropriate by many of the senior staff in the Ministry.

**External to the Ministry of Gender**

The stakeholders interviewed noted that the training by the MoG was good and even if one moves to another Ministry or institution, continuing to try to implement what one learnt is possible. At the time of the evaluation none of the external staff interviewed were able to concretely point out ways in which they have influenced the promotion of gender equality in the institutions in which they are operating.

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| *Quote*Anyone that was trained should be able to make a difference in whichever institution they are moved to. I am a gender activist and I will continue to try and influence things within the Ministry I am placedTransferred staff from one of the MoG partners |

# 6.0 Challenges encountered in implementing the Programme

The following are the key challenges experienced by the programme throughout its implementation:

1. **Inadequate Programme Implementation Technical Committee Meetings:** One major challenge the Programme faced was the inability by the Ministry of Gender to regularly convene the Programme Implementation Technical Committee meetings. In the final year of programme implementation, the PITC met once and that was electronically to approve the annual work plan. The PITC was put in place by the project document as a means of oversight to ensure progress and for disciplined risk management.
2. **High turnover of senior officers:** The high turnover of Senior Officers in the MoG resulted in the delayed approval and signing of the annual work plan.
3. **Getting buy in from incoming senior Staff in collaborating Ministries:** The high staff turn-over at the PS level also meant that the technical implementing staff had to consistently get buy in from the new incoming PSs about the programme’s implementation. Not all the PSs bought into the programme and this affected the capacity of the Ministry to then also get buy-in from other line Ministry PSs.
4. **Operational Procedures of organisations not aligned to executive Guidelines:** One of the major activities planned in 2017 was the Orientation Programme for Members of Parliament on CEDAW, SDGs and SADC Protocol on Gender and Development. This activity was delayed due to protracted discussions with the National Assembly in an effort to resolve execution modalities.
5. **Low staffing capacity:** Although there was a strategy to engage volunteers as a way of enhancing staff numbers and capacities, the volunteer recruitment strategy did not work and the Ministry never did get the right people in place to support the programmes implementation.
6. During the implementation of the programme, the component looking at children was taken away from the overall programme as the mandate over children was shifted to the Ministry of Sport, Youth and Child Development. This affected the MoGs capacity to have presence at the District level which was supposed to have been held through the MYSCD structures.
7. **The relationship between the funding institution, UNDP and the Ministry** was not always good. On the one hand was the observed lack of capacity to develop comprehensive plans on the part of the Ministry and on the other was the effort by UNDP to try and get the workplans done well. This was sometimes interpreted as micro-management on the part of UNDP.

# 7.0 Potential good practice

Good practice is defined as initiatives and activities that are innovative or creative, effective in making an impact, replicable, sustainable, and relevant to dealing with the issue you deal with, responsive and ethical, and efficient in the use of resources during implementation. Some of the good practices identified on the programme include the following:

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| **Undertaking training at all levels – Policy and programme management**  |
| The training covered Ministerial level, which was good practice in that it ensured that the policy level decision makers were engaged and their capacities were built to better understand gender equity and equality.At the level of the technocrats, targeting the PS level within all the Ministries had the potential to positively impact the coordination of gender mainstreaming by the MoG and also impact the pace at which gender mainstreaming was being done given the political will and commitment from the highest levels. |
| **Embedding different approaches in the capacity development approach.** |
| It is noted that the capacity development approach was a mixed bag of training, exchange visits, mentorship, team building and awareness raising and sensitisations. **Capacity building** (or **capacity development**) is the process by which individuals and organizations obtain, improve, and retain the skills, knowledge, tools, equipment and other resources needed to do their jobs competently. It is clear that the MoG through the programme did try to implement a capacity development approach that was going to lead to transformation that was to be generated and sustained over time from within. Transformation of this kind goes beyond performing tasks; instead, it is more a matter of changing mindsets and attitudes. For example:1. Through the VSO intervention, a foreign expert was to have been engaged to coach local staff in the ministry for a limited period of time.
2. Through services procured under consultancies the MoG were also going to have mentorship and team building as part of the intervention.
3. Exchange visits were to promote international educational exchange to develop deeper understanding among those participating of how other countries have implemented what could otherwise be seen as a daunting task.
 |
| **Strengthening team cohesion within the MoG through team building interventions.** |
| Teamwork by its very nature is a highly leveraged activity. People from diverse backgrounds contributing their skills and knowledge whilst working towards a common goal. The success of most organisations depends on the ability of individuals to **build effective teams**. The main goals of **team**-**building** are to improve productivity and motivation. The programme recognised this and as noted the systems developed helped the staff know each other better and had the potential to therefore impact on communication internally which was reported to have improved.  |
| **Establishment of a management and oversight structure.**  |
| Even though this did not quite work the way it should have, the platforms created through this structure had the potential to improve accountability at the different levels and also serve as an oversight mechanism for the programme. |

# 8.0 Lessons learnt

A lesson learnt will be defined here as a generalization based on an experience. It is not just an experience but an outcome of a learning process which involves reflecting upon the experience. They point to what is very likely to happen and/or what should be done to make something happen, or prevent it from happening. They also point to the strengths and weaknesses of the project.

It is noted by the evaluation that the documentation of lessons learnt as part of management of the programme by the MoG was not well done. Over the implementation time frame very few lessons were documented as having been learnt and this potentially limited the extent to which management could have used the reflective process to plan the way forward on the project especially in view of the staff turn overs. Needless to say it was observed that all staff interviewed were well aware of lessons they had learnt from the project which include the following:

The lessons learnt during the period of implementation can be summarized as follows:

1. For the programme to be successful, there was need to have unwavering commitment from the Ministry to execute the programme. This is both in terms of staffing as well as in terms of having functional oversight mechanisms in place.
2. The absence of professionally trained gender expertise within the Ministry adversely affected its capacity to maintain high levels of commitment and passion needed to successfully implement the programme.
3. The commitment of the Permanent Secretary in leading the coordination and accountability system is key if the Ministry is going to ensure supervision of lower level coordination mechanisms even within the other Ministries. The fact that the PSs were not meeting affected the oversight of the Ministry of Gender.
4. In relation to the issue above, the high turn-over at the controlling officer level impacted on the capacity of the Ministry to coordinate the interventions with other partners such as the Ministry of Justice, Ministry of Chiefs and the Ministry of Lands. Between 2015 and 2019 for instance, the Ministry has had four PSs in place.
5. The overall executing structure of the Programme had too many layers to do with approvals and final disbursement of funds. This tended to delay implementation and was frustrating for those trying to implement the programme.
6. There was need to review and strengthen the administrative structures and systems at the Ministry of Gender to support programme implementation. There was a lot of going back and forth between the MOG and the funding institution and this was mainly because of the administrative structures and systems within the Ministry.
7. Despite being the coordinating Ministry, a lot of the staff within the MoG do not see gender as a core mandate of all Ministries. This impacts on their capacities to influence and support the work of those staff in other Ministries.

# 9.0 Conclusions and recommendations

## 9.1 Overall conclusions

The overall conclusion is that overall the Programme has achieved the results that it had set out to achieve with challenges as outlined.

## 9.2 Conclusions of evaluation criteria using OECD DAC Rating

The OECD DAC rating considered here is on a scale of 1 to 6, where 1 is rated best.

**Relevance:** **rating 1**

The work being undertaken by the Ministry is highly relevant as it addresses the many issues that affect women and girl’s participation in and benefiting from development. The project’s relevance is further strengthened because it recognizes the social and cultural norms that impact on the promotion of gender and the programme started to work on this through the engagement of the traditional leaders.

**Effectiveness:** **rating: 3**

There are a lot of results that were planned for achievement by the Programme. The Programme lost almost two years when there wasn’t much happening and further lost traction as a result of the high staff turn-over at the senior management level. Certain processes to do with Legislative and Policy reform take time as do issues around changing people’s attitudes and perceptions. Losing implementation time meant losing time within which changes could have happened.

**Efficiency:** **rating 3**

The project was efficient in that it was built to ensure coordination with other partners. It was affected by the administrative challenge of having to go back and forth on approvals, this cost the Programme the much needed lead time and will affect the impact that the programme could have had.

**Coherence: rating 1**

This criterion refers to the alignment of the project with regard to national and international development Policy. In this regard, the project is strongly aligned, to the UN CEDAW. The project is also aligned to national goals of promoting community participation of which the children remain members.

**Value for money: rating 2**

The project has been value for money given that with relatively little funds, it has commenced discussions whose impact would change things for a section of society that make up a huge component of the population but remain unheard. Ensuring the right policies and legislation are in place is the component with the strongest potential to have impact as it is these that guide the implementation of development in the country.

## 9.3 Recommendations to The Ministry of Gender

The following are the recommendations made to the Ministry for consideration in as far as strengthening their overall mandate of coordinating gender issues in the country and ensuring a multisectoral approach in the promotion of gender equality across the different sectors.

**Programme planning within the Ministry**

1. To the greatest extent possible, there is need to ensure that when the Ministry is implementing programmes, these should have synergies built between them but not have outputs and outcomes that are so similar it becomes difficult to know what impacts and outcomes to attribute to which programme.
2. The Ministry of Gender needs to finalise the development of the **M&E system** and components of any new programmes should then be integrated into this Ministerial M&E system. This will include the development of capacity development data base that should capture who gets trained. The development of the Monitoring system should enable the Ministry to monitor key indicators not only in relation to the Sustainable Development Goals but also indicators set nationally that will capture changes even within identified Ministries.
3. Related to the monitoring system is the need to have a system of consistent monitoring of people that have been trained. This would entail the development of strategic action plans by each institution and the monitoring of the implementation of this action plan by the staff. The action plans should include for example only three to five critical actions to be undertaken by the staff/institution trained with one to two indicators of success and it is these indicators that should be captured by the monitoring system in MoG and monitored.

**Programme management and coordination**

1. Ministry of Gender should have an accountability commitment in writing and signed by the Permanent Secretaryto ensure that PITC meetings are held and disbursement of funds to activities for the next quarter should be based on proof that the PITC committee meeting of the previous quarter had been held.

**Capacity development of staff within the MoG**

1. Capacity development of staff within the Ministry needs to be ongoing and embedded in the strategic plan of the Ministry as opposed to being a component of a programme. Integration of capacity development interventions into mainstream Ministry activities is something that should be considered at the start of the implementation programme with the aim being to have them in the Ministerial plan and budget by the end of the programme.
2. The staffing levels of the Ministry need to be improved with the hiring of professionals well versed in gender mainstreaming and that have commitment and passion to follow through on tasks.

**Capacity development of staff within the different Ministries**

1. Particularly with regard to capacity development of Ministers, there is need to ensure that this training is planned to take place at the start of their tenure of office and not at the end and before elections. This will ensure that those trained are actually available.
2. There is need to build on the programme that ended and particularly build on the capacity interventions started with the different Ministries. This should be done in a phased manner with a maximum of three Ministries targeted and an accountability system through which they can be monitored developed.

**Resource mobilisation for the Ministry**

1. Being a coordinating Ministry, there is need to have a platform through which the Ministry can consistently lobby Government for resources to sustain interventions started. This includes sustaining steering and accountability mechanisms as well as integrating both internal and external capacity development as part of the Ministry’s core mandate.

**Engagement with partners**

1. **Engagement with the Ministries** was planned for through the establishment and functioning of the Permanent Secretaries Committee, this needs to be re-established and made functional as a core coordination function. Its running and sustenance should not be based on a programme but also made a part of the core functions of the Ministry. In addition, the various gender sub-committees in the key Ministries need to be restarted and the ones that are still running acknowledged.
2. **With regard to NGOs engagement**, there is need to strengthen the functionality of the NGO Forum by ensuring that it is meeting on a regular basis and by ensuring that within it is a mechanism for reaching out and getting the view of all NGOs including small ones in districts outside of Lusaka.
3. There is further need to engage **the private sector** through the establishment of a strategy formulated with their participation. This would include further exploring how best the learning from Panama on the Seal Certification Programme can best be replicated here in Zambia. The Ministry has developed a strategy for the implementation of the Gender Equality Seal Certification Programme. Resources need to be mobilised for the implementation of this programme.
4. Part of ensuring the engagement of the different stakeholders it is recommended that the MoG be consistent in **production of key gender related documents**:
	1. The production of the gender status reports, on which the stakeholders are dependent for information. It is therefore recommended that production of these are not programme related but made a core component of the MoG’s annual budget.
	2. The consistent production of reports as required under the various Conventions and Protocols. As the MoG itself shows accountability at international level, the relevance and importance of all other stakeholders themselves being accountable will become clear.
5. It is also recommended that the Ministry have **scheduled meetings with the various stakeholders (Gender Forum)** on a quarterly or bi-annual basis. These should be planned as platforms where learning and sharing can take place on issues around what each of the stakeholders is undertaking and areas in which they would want the MoG to step in given their coordinating and advocacy role.
6. Engagement **with political parties** was to have been done under the Count Her in Strategy, it is recommended that efforts are made to start to implement this strategy well before the 2021 elections starting with the engagement again of the political parties and the development of a system through which the political parties can be held accountable for commitments they make to Government on adoption and final election of women in their parties. .

**Advocacy on key gender issues**

1. The MoG should consider having advocacy interventions targeting Government Ministries, as a key part of any planned programmes and interventions. This role should be played alongside the role of coordination and development of **policy briefs** on different issues affecting the promotion of gender equality and consistent presentation of **position papers** to Cabinet, Permanent Secretaries and to most importantly to Parliament.
2. There needs to be stronger engagement with the Political Parties and the Political leaders to ensure they build enforcement and accountability mechanisms. Civil Society Organisations such as the Zambia National Women’s Lobby have played a key role in pushing for gender equality in the political sector and the MoG can work with CSOs to further **elaborate guidelines on gender mainstreaming in the political sector**.
3. With regard to the private sector, priority should be given to working on **gender and governance** in the private sector and selection of stakeholders to help in holding institutions accountable should include the The Patents and Companies Registration Agency (PACRA) is a Statutory Body under the Ministry of Commerce, Trade and Industry.

# Appendix 1 List of documents reviewed

Caesar Cheelo; Assessment and Analysis of the Gender Responsiveness of the Ministry of Education, Ministry of Health, Ministry of Agriculture and Ministry of Lands Line Programmes, Budgets Allocations, Releases and Expenditures for the Years 2016 and 2017(Q1&Q2)

Central Statistical Office (CSO) Demographic and Health Survey 2018 – Key Indicators.

Central Statistical Office (CSO) Labour Force Survey 2017

Central Statistical Office (CSO) [Zambia], University of Zambia Department of Population Studies (UNZA),and ICF. 2017. 2017 Zambia Maternal Mortality Endline Census in Selected Districts. Rockville, Maryland, USACSO.

Central Statistical Office, Gender Status Report 2014.

Coffey International Development. MGCD strategic training and capacity building analysis and plan 2013-2016 (January 2014).

Government of the Republic of Zambia (GRZ), Sixth National Development Plan

Government of the Republic of Zambia (GRZ)-United Nations Development Programme (UNDP) Joint Programme for the Promotion and Protection of Women and Children’s rights in Zambia

Ministry of Gender, Draft Guidelines and Checklist for Gender Responsive Planning and Budgeting, August 2018

Ministry of Gender, National Gender Policy Implementation Plan 2014-2016.

Ministry of Gender, National Gender Policy September 2014

Ministry of Gender, Anti-GBV Act

Ministry of Gender, The Gender Equity and Equality Act

Ministry of Gender and Child Development, 2014-2016 Count Her In Champaign Strategy

Ministry of Gender and Child Development 2016 Zambia Nationwide Gender Knowledge, Attitudes and Practices Survey Report, 2016

PMRC 2019 National Budget Analysis “Delivering Fiscal Consolidation For Sustainable And Inclusive Growth” 2019

United Nations, UNDAF 2011-2015,

Water and Sanitation Programme, Mainstreaming Gender in Water and Sanitation Gender in Water and Sanitation November 2010

Zambia National Women’s Lobby, Gender audit of the private and public sectors February 2019.

SNDP, UNDP Country Programme Document (CPD) 2011-2015 and Country Programme Action Plan (CPAP) 2011-2015

Websites visited

IEG Evaluation Approach [www.worldbank.org/ieg/oed\_approach](http://www.worldbank.org/ieg/oed_approach)

Other programme documents

Programme Annual Progress Reports 2013-2018

Quarterly Project Reports

Programme Midterm Review

Minutes of the Programme Implementation Technical Committee Meetings

Technical Reports

Work plans 2013/2014/2015/2016/2017

# Appendix 2: List of people met

Government Ministry Representatives

Mr. Willie Kaputo, Head Planning and Information Officer

Ms. Malalu Mulundika, Former Director, Human Resources and Administration Department at MoG

Ms. Emma Shalambina, Gender Analyst, Central Statistical Office

Ms. Edwidge Mutale, at different points Permanent Secretary at the MoG

Mr. Charles Mweshi, Former Director Planning at Ministry of Youth Sport and Child Development

Ms. Namatama Sakabito Chinyama, Assistant Director Gender Rights Protection

Civil Society Organisations Representatives

Ms. Chibuta, Executive Director, Zambia National Women’s Lobby

Ms. Mandy Manda – Executive Director, Legal Aid Clinic for Women

Ms. Besa Mwansa – Programme Officer, Women in Leadership, Women in law in Southern Africa

Mr. Kamanga - Women in Law and Development in Africa

Ms. Namuchana - Women in Law and Development in Africa

UNDP

Ms. Dellia Yerokun, Programme Analyst Gender

Ms. Shupe Makashinyi, Coordinator, GRZ- UN Joint Programme on GBV, MGCD

# Appendix 3: Terms of reference

Background and Context

The Programme for the Promotion and Protection of Women & Children’s Rights in Zambia was developed to address the gender imbalances and children’s deprivations that still exist at various levels of development. The programme was intended to build upon previous initiatives on gender and child development implemented by the Government of the Republic of Zambia in collaboration with Civil Society Organizations and Cooperation Partners. The Programme had a focus on four themes, these being: (i) legislative reform; (ii) social empowerment; (iii) economic empowerment; and (iv) political representation.

This Programme aimed to contribute to a strengthened oversight responsibility of the Ministry of Gender and Child Development to influence policy review, legislative reforms and implementation in conformity with national, regional and international commitments on gender and child development. Thus, the thrust of the Programme in contributing to the achievement of the four thematic areas of focus was to be guided by the Ministry’s mandate of policy and legislative review and advocacy for gender mainstreaming and identification and inclusion of child development issues.

**1.1 Programme for the Promotion and Protection of Women and Children’s rights in Zambia**

**Table 1: Programme information**

|  |  |
| --- | --- |
| **Programme title:** | Programme for the Promotion and Protection of Women and Children’s rights in Zambia |
| **Joint Programme Objective:** | To contribute to the reduction of gender imbalances in social, political and economic spheres in the country. |
| **Approval date:** | 20 March 2013 | **Fund transfer date:** |  |
| **Completion date:** | 30 June 2017 | **Non cost extension date:** | N/A |

* + 1. **Objective, Expected Outcomes and Outputs**

The Programme Goal was to contribute to the Promotion and Protection of Women and Children’s Rights in Zambia. The Objective was reduced gender imbalances in social, political and economic spheres in the country. The following were programme outcomes:

***Outcome I: Provisions of the CEDAW and CRC/ACRWC domesticated and provisions of the Anti-GBV Act implemented.***

Under this outcome, the main interventions will focus on ensuring that Government’s commitment towards the domestication of international Conventions is realised. This will be done through the domestication of the provisions of the Conventions on the Child and that on the Elimination of all forms of Discrimination Against Women. In addition, the Ministry will seize the opportunity presented through the Constitutional review process to address gender and child development issues in the revised constitution.

This outcome will contribute to the development of legislation which recognises and promotes the rights of women and children. The outcome had the following objectives:

* Output 1.1: Implementation plan for identified gender provisions of the new constitution into targeted pieces of legislation policies and Programmes developed.
* Output 1.2: Road map for review of identified laws in conformity with CEDAW, Anti-GBV Act and CRC/ACRWC developed and implemented.
* Output 1.3: Traditional leaders and customary court adjudicators trained on the provisions of CEDAW, Anti-GBV Act and the CRC/ACRWC

***Outcome II: Policies and Programmes in four priority sectors (Lands, Agriculture, Health and Education) are reviewed and developed in conformity to gender audit, CEDAW and CRC recommendations***

This outcome focuses on ensuring that policies and programmes in the priority sectors mainstream gender issues and explicitly address issues of child development. It will build on the results from the gender audits conducted during the JGSP but also support gender audits in Line Ministries where audits were not undertaken.

To ensure sustainability of the outcome, the Ministry will work to provide knowledge and information as well as develop skills and competencies, and provide necessary tools for strengthening stakeholder’s capacity to effectively mainstream gender and child development into programmes and policies. The capacity development strategy has been changed from the conventional training to the development of learner directed materials which will then be supported with guidelines and checklists that can be used by officers within the line Ministries. The Ministry will also provide coaching and mentoring as part of its capacity building process with the hope of changing individual behaviour and attitudes. In light of the implementation of the decentralisation policy and its implementation plan, a study will be conducted to determine the gender dimensions and costs of the decentralisation process.

Further, under this outcome the Ministry will also address the issue of commitment to gender and child development through the establishment and/or strengthening accountability mechanisms, such as gender responsive budgeting and monitoring, and performance assessments of line Ministries. It will also contribute to the implementation of practical activities by line Ministries which address gender and child development issues in a more systematic and sustainable manner. The outputs were as follows:

* Output 2.1: Plans of action for implementation of gender audit, CEDAW and CRC recommendations in priority sectors developed.
* Output 2.2: Accountability mechanisms for gender and child activities and results in priority sectors developed.
* Output 2.3: Staff in priority sectors have been trained in Gender mainstreaming and Child development

***Outcome III: MGCD and its non-state partners have promoted increased participation of women in the political and civic spheres of development***

In recognition of the need to increase the number of women that are represented within the political sphere, the Ministry will implement specific interventions aimed at addressing specific issues on women’s political representation. Working with partners from civil society and faith based organisations, the Ministry will, under this outcome, undertake initiatives such as capacity building for female parliamentarians as well as development of a mentorship Programme targeting women. In addition, strategies that aim at addressing negative social and cultural norms that inhibit women’s and children’s participation will be implemented as a basis for eliminating gender and child discrimination.

All the political parties will be targeted under interventions through which their Manifestos’, Constitutions and adoption systems will be reviewed and recommendations made towards seeing how best they can increase the number of women being adopted during election periods. Further and as part of this programme, a resource mobilisation strategy will be developed as part of the overall strategy to increase the number of women in politics. Staying within its mandate, the Ministry will monitor the implementation of the overall strategy by the various partners and offer technical coordination support where it can.

Moving away from just increase in numbers of women in politics, the Ministry will through the M&E system also monitor the quality of participation of those women in Parliament as well as monitor the times that gender issues are raised in Parliament. The outputs were:

* Output 3.1: Strategy for increasing women representation in politics developed and implemented.
* Output 3.2: Messages for mindset set change on gender and women rights have been developed from the Communication Strategy and disseminated.
* Output 3.3: Policy papers and periodic reports on the state of Gender, child development and domestication of regional and international treaties and protocols produced and disseminated

***Outcome IV: MGCD has coordinated a multi-sectoral and evidence based response to gender and child development issues.***

This outcome aims at facilitating the establishment of a coordinated initiative that responds to gender and child development issues and the development and implementation of the National Policies on Gender and Child Development. A key activity will therefore be the development of a focussed strategic plan for the Ministry and through which the Ministry will be able to strategically raise its own profile as well as resource mobilise. This outcome will also address the issues related to the inadequate staffing levels within the Ministry. The Programme will facilitate the provisions of technical support and engagement of technical staff to support the establishment of the Ministry.

Strategies within this outcome will also address issues of wider consultations among and with Government institutions, cooperating partners and civil society organisations through the development and implementation of a national consultative and advocacy framework. Key activities will include the establishment of a gender and child partnership forum as well as the gender status forum that will meet annually and through which learning and sharing will be encouraged.

Within this outcome the Gender and child development monitoring system will be developed based on a thorough baseline undertaken at the start of the Programme. In addition, to keep the Programme informed of any emerging issues and to ensure the response by the Ministry and other partners is relevant, a research agenda will be developed and implemented to inform the overall response to gender and child development in the country. From this the Gender and Child Status Report, Fact sheets as well as the State Party Reports on gender and child development will be produced and disseminated.

At the level of the partners and outside of the Ministry, efforts will be made to ensure the collection of gender disaggregated data by all stakeholders as a basis also of any responses in their specific areas.

Under this outcome, the Ministry will continue to implement a multi-sectoral communication strategy that aims at changing social norms and the mindset of society regarding gender equality and the women’s and children’s rights. Specifically, advertising agencies will be engaged to ensure that advertisements do not perpetuate the negative portrayal of women and children. The implementation of the Programme will take advantage of the establishment of the Ministry of Chiefs and Traditional Affairs to address some of the negative cultural practices and norms. This will be done through the implementation of the National Gender Communication Strategy. Emphasis will be placed on changing social norms within the communities using traditional and opinion leaders; and the Civil Society and Faith Based Organisations. This outcome had the following outputs:

* Output 4.1:Gender policy reviewed and disseminated
* Output 4.2: Child policy reviewed and disseminated
* Output 4.3: A costed National Gender Plan of Action developed and implemented
* Output 4.4: National Child Policy Development Plan of Action developed
* Output 4.5: A National Consultative and advocacy Framework developed and implemented.
* Output 4.6: National Gender and Child Development Monitoring and Evaluation system established and implemented.
* Output 4.7: MGCD has management and human resource capacities to monitor and coordinate the response to gender and child developed issues enhanced.
	+ 1. **Executing Arrangements**

The Permanent Secretary of the MGCD had the overall responsibility for management of the Gender and Child Development Programme while the Economic and Finance Section was charged with the responsibility of coordination and managing activities and ensuring the attainment of the Programme outputs.

**Programme oversight was to be undertaken through the following structures:**

a. **The Steering Committee of Permanent Secretaries:** In order to ensure effective implementation and coordination, a Steering Committee of Permanent Secretaries with representation from the Ministries of Gender and Child Development; Lands, Energy and Water Development; Education, Science and Technology, Vocational Training and Early Childhood Education; Health; and Agriculture was to be constituted. Representatives from the Lead Cooperating and another CP, including Non-Governmental Coordination Council were also to be represented on the Steering Committee. The mandate of the Steering Committee was to provide policy guidance and facilitate smooth implementation of the Programme. The Terms of Reference are attached to the Programme Document as Appendix 3.

b. **The Programme Implementation Technical Committee (PITC):** This was to be established comprising of officials from the Ministry of Gender and Child Development, Agriculture, Education, Science, Technology and Early Childhood Education, Lands, Energy and Water Development, Legal Affairs, Cooperating Partners and Non-Governmental Organisation Coordination Council (NGOCC). The mandate of the Programme Implementation Technical Committee was to provide technical guidance on Programme implementation and monitor progress. The Programme Implementation Technical Committee was to review the annual workplans and Programme reports and recommend to the Steering Committee for approval of the said documents. The Terms of reference of the PITC are attached to the Programme Document as Appendix 4.

c. **The Gender and Child Sector Advisory Group (G&C SAG):** This group was to provide the main consultative forum for overall gender and child sector dialogue. The G&C SAG was to also monitor the implementation of gender and child sector Programmes using the Sixth National Development Plan Indicators. The Terms of reference for the Gender and Child Sector Advisory Group are attached as Appendix III to the Programme Document.

* + 1. **Cost and Financing**

The total amount estimated for the PPPWCRZ was US$9,803,174 as shown in Table 2.

|  |  |
| --- | --- |
| **Contributing Partner** | **Amount** |
| DFID | 3,199,112 |
| UNDP | 1,046,768 |
|  **TOTAL** | **4,245,880** |

**PURPOSE OF THE EVALUATION**

The evaluation is being conducted assess how the Programme for the Promotion & Protection of Women’s and Children’s Rights in Zambia attained stated results as well as identify issues and recommend course correction measures for future programmes. It will also highlight constraints and challenges affecting the implementation of planned activities, as well as documenting lessons learnt and best practices. This evaluation will be used by the National Gender Institutions, the UN and Cooperating Partners to strengthen the development and implementation of future interventions on gender in Zambia as well as feed into the documentation of lessons learned and best practices in the promotion of gender equality and women’s empowerment in Zambia. The evaluation is part of the Zambia country office evaluation plan for 2017-2018.

**SCOPED AND OBJECTIVES OF THE EVALUATION**

The Evaluation will cover all activities undertaken in the programme in all the four (4) outcome areas from the beginning of the programme up to the time the evaluation will be conducted. As the programme aimed to contribute to the Sixth National Development Plan (SNDP), the evaluation will also assess the programmes contribution towards the attainment of results for both the UN and Government frameworks.

It will compare planned against actual results at output and outcome level and will also assess both upstream and downstream activities and their results. The evaluation is expected to meet International and United Nations Evaluation Group (UNEG) evaluation standards and guidelines.

The specific objectives of the evaluation are as follows:

1. Provide an in-depth and independent assessment of progress made towards achievement of the programme outcomes and outputs - looking at targets, and using indicators when possible
2. Evaluate the programme strategic contribution and relevance to national priorities, and identify possible adjustments to the programme implementation and sustainability strategy.
3. Evaluation and assess the Programme’s partnership with the government, civil society and private sector, Cooperating Partners in Programme implementation and highlight what has worked and what has not;
4. Identify lessons learned, best practices, constraints, challenges and opportunities and determine what mid-course adjustments are required in programme focus, results framework, implementation and funding strategy, management arrangements, and in monitoring and evaluation to achieve the stated programme results;
5. Further, the Evaluation is intended to identify weaknesses and strengths of the project design and to develop recommendations for any necessary changes in the overall design and orientation of future projects.
6. The evaluation is expected to address underlying causes of any targets that are not being adequately achieved. It will also assess the achievement of indicators, evaluation progress against work-plans and budget.
7. Suggest strategies for the sustainability of the project including insights on what can most likely be sustained.

**EVALUATION QUESTIONS**

The evaluation questions are designed to generate information that will be used to make decisions, take corrective actions and add knowledge to programming for gender equality. The specific evaluation questions are as follows:

1. **Relevance:** *(Relevance of the PPPWCRZ in addressing gender inequality issues in Zambia)*
* Was the programme the appropriate solution to the gender inequality problem?
* Did the programme remain relevant considering possible changes in the context, assumptions and emerging issues?
* Was s there a need to reformulate the project design given changes in the country, gender sector and operational context?
* What has been the programmes contribution to helping the government meet its national, regional and international results and commitments?
1. **Effectiveness:**  *(Achievement of programme goal, objectives and results)*
* How did the PPPWCRZ performed with particular reference to qualitative and quantitative achievements of outputs and outcomes in relation to indicators, assumptions and risks as defined in the project document with reference to the programme baseline?
* Did the performance indicate the probability of achieving the objectives and results of the programme?
* What were the critical enabling factors that were responsible for success and other inhibiting factors that affected the programme, including those beyond the control of the programme’s management structures?
* How appropriate and measurable were the planned results and their associated indicators?
* Was the programme design adequate and effective to respond to gender imbalances in line with national priorities and in a way that guarantees results?
1. **Efficiency:** *(Achievement of results in relation to costs)*
* Were the results achieved at an acceptable cost, compared with alternative approaches to accomplishing the same objectives, and is there value for money?
* Did the programme reach the expected measures as per the targets of the results within the expected time frame?
* Were the programme’s activities in line with the schedule of activities as defined in the annual work plans?
* Were the disbursements and project expenditures in line with expected disbursement and budgetary plans?
* How appropriate and effective were the management and institutional arrangements put in place to guide and oversee the project implementation team (PITC, Monthly Coordination Meetings, etc.?)
* Did the programme help government to mobilise additional resources for the response for promotion of gender equality?
1. **Impact:** *(Achievement of high level results including contribution to the difference in lives of targeted beneficiaries)*
* What difference did the programme make to beneficiaries who include Government ministries and agencies, Civil Society Organisations, communities and households/individuals, focusing on the medium to long-term, intended or unintended, positive or negative, and micro or macro transformations in results in institutions and communities?
* To what extent has the programme led to changes in knowledge, attitudes and practices in relation to promoting gender equality in targeted institutions and communities?
1. **Sustainability** *(The likelihood of the programme activities and results continuing beyond cooperating partners’ funding)*
* Did the Ministry of Gender develop the capacity (technical and financial) and motivation to administer the programme without external funding?
* What are the preliminary indications of the degree to which the programmes results are likely to be sustainable beyond the programme’s lifetime and how can they be strengthened? Which programme activities have already been taken up by government and being funded or scaled up with national resources?
* *Which programmes activities and results are likely to continue after programme funding, which ones are not and why?*

Within the above criteria and as appropriate, the evaluation is also expected to cover the following;

* An assessment of whether programme’s partnership strategy was adequate and effective including the range and quality of partnerships and collaboration developed with government, civil society, donors, the private sector and whether these contributed to improved programme delivery and attainment of results. The evaluation is also expected to assess how synergies could have been built with other programmes/projects that contribute to the same goal within the sector.
* The evaluation is also expected to integrate capacity assessments of supported institutions to include but not be limited to assessment of changes in capacities for evidence based policy, legal framework, strategy and programme development, systems and in other areas.
* Determine the ways in which lessons and experiences coming out of the programme can influence the design of future projects, as well as replication and scale-up of best practices.

**EVALUATION METHODOLOGY**

The evaluation will be expected to apply the Theory of Change (ToC) approach to increase the validity of the findings. This will build on an existing pool of policy, programme development and monitoring information that has accumulated from inception. The evaluation methods will include, but will not be limited to the following provided they are agreed at the inception phase:

• Desk evaluation of existing documents and materials; (see Annex 1)

• Key informant interviews with staff and representatives of key stakeholders including cooperating partners, UN Agencies, Government Ministries and Agencies, CSOs and private sector and beneficiary institutions, organizations, communities and individuals;

• Focus group discussions and widely adaptable group meeting strategies such as stakeholder meetings and workshops whenever applicable and acceptable;

• Field visits to selected sites which should be as representative of the programme’s scope as possible; and

~~•~~ Case studies for comprehensive examination and cross comparison of cases to obtain in-depth information.

The evaluation also has a substantive focus on capacity development and therefore may require application of capacity development tools and approaches.

The evaluation will be carried out by one evaluator and will be in accordance with UN Evaluation Group Evaluation Standards, which emphasize the need for: Independence, Credibility, Utility, Impartiality, Transparency, Disclosure, Ethics, and Participation.

**DELIVERABLES OF THE EVALUATION**

In view of the fact that the inception report has already been done, the main products of the evaluation should include, at a minimum, the following:

1. **Draft Programme Evaluation Report and a PowerPoint presentation:** The evaluator will produce and present a draft Evaluation Report to a validation meeting. From time to time during the course of the assignment, the evaluator may be requested to submit preliminary reports to the quality assurance team that will be set up to support the Programme Manager with evaluating the methodology, tools and products. This is a useful mechanism to ensure that the evaluator is closely guided throughout the evaluation and provide oversight support to the Programme Manager to uphold the ethical and technical requirements of evaluations. The evaluators will produce an ‘audit trail’ indicating whether and how each comment received was addressed in revisions to the final report
2. **Final Programme Evaluation Report:** After incorporating comments from the evaluations and validation meetings, the evaluator will be expected to submit a printed copy and final Microsoft Word and PDF versions of the final report. Any other applications used to analyse the data and products associated with the assignment such as datasets, analysis plans, transcripts, collation and aggregation tables, etc. will also be expected to be submitted in soft copy.

The evaluation report should be logically structured, contain evidence-based findings, conclusions, lessons and actionable recommendations. At a minimum, the report should follow the outline in Annex 2 but evaluators are encouraged to be creative.

**Qualification requirements**

UNDP is seeking the services of one consultant to undertake the evaluation. The following are the required qualifications:

* Advanced university degree in social science, development studies, and natural resources or relevant field.
* At least 5 years of experience in conducting evaluations of government, policies and international aid organisations, preferably with direct experience with civil service capacity building.
* Strong working knowledge of the UN and its mandate in the region, and more specifically the work of UNDP in support of governance initiatives in the region
* Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators
* Fluency in English language, both written and spoken is a requirement.
* Familiarity with project implementation in complex multi donor-funded projects.

The evaluation will be conducted in accordance with the principles outlined in the United Nations Evaluation Group(UNEG) Ethical Guidelines for Evaluation and should in the design and implementation of the evaluation, include evaluation ethics and procedures to safeguard the rights and confidentiality of information providers. The Evaluator should ensure compliance with legal frameworks and policies governing the collection and reporting of data and also ensure the securing of permissions needed to interview and obtain information about children and young people. The evaluator should also ensure that there are provisions to store and maintain security of collected information, as well as protocols to ensure anonymity and confidentiality.

**Management Arrangements**

The Gender Analyst at UNDP will be responsible for the day to day management of the evaluation and in collaboration with the Programme Coordinator. Overall, the evaluation will be under the supervision of Ministry of Gender in the Head of Planning office. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The above joint team will be responsible for putting in place all the logistics for the evaluation. These will include setting up meetings and interviews with stakeholders and putting in place travel logistics.

The above programme management staff will be supported by a quality assurance team comprising of the M&E Expert in the Ministry of Gender, the Programme Management Support Unit (PMSU) of UNDP and other key stakeholder organisations. The quality assurance team will guide the consultants during the entry meeting, evaluation and approve the inception report, interim, draft and final evaluation reports. Quality assurance in this regard also extends to upholding the UNEG evaluation guidelines and standards which can be downloaded at: [www.uneval.org/normsandstandards](http://www.uneval.org/normsandstandards)

**Timeline**

The evaluation is scheduled to start on 1st September 2019 and continue for a period of 15 working days spread over a period of 5 weeks. A detailed schedule of the proposed timeline has been provided in Annex 3.

**Remuneration**

The lump sum rate for consultancy fees will be at USD 4,164.5. The evaluator will receive the payments in the following instalments:

* 60% upon submission and acceptance of the draft Evaluation Report and presentation of draft Report to a stakeholder validation Meeting; and
* 40% upon submission and acceptance of final report.

**Application Process**

Interested applicants should submit their applications by 27th May 2018. Applications should be clearly marked as follows:

Programme Evaluation- Programme for the Promotion & Protection of Women’s and Children’s Rights in Zambia

Interested consultants should submit a proposal to UNDP Zambia briefly outlining and including the following:

* A brief outline of how they would approach the assignment detailing the methodology, tools and proposed timeline (5 pages)
* CVs and certified copies of academic certificates

The Applications should be sent to:

The Deputy Resident Representative

United Nations Development Programme (UNDP)

9350 Alick Nkhata Road

P.O. Box 31966

Lusaka, Zambia

**ANNEX 1: DOCUMENTS TO BE EVALUATED**

* Project Document
* SNDP, UNDAF 2011-2015, UNDP Country Programme Document (CPD) 2011-2015 and Country Programme Action Plan (CPAP) 2011-2015
* National Gender Policy, Anti-GBV Act, Gender Equity & Equality Act and other MGCD Reports and Publications
* Programme Annual Progress Reports 2013-2018
* Quarterly Project Reports
* UNDP Annual Progress Reports
* Programme Midterm Review
* Minutes of the Programme Implementation Technical Committee Meetings
* Technical Reports
* Work plans 2013/2014/2015/2016/2017
* Any other documentation requested by consultant/team.

**ANNEX 2: SAMPLE OUTLINE OF THE EVALUATION REPORT**

Table of Contents

Acronyms

**Executive summary (4 Pages Maximum)**

* Brief description of project
* Context and purpose of the evaluation
* Findings, conclusions, recommendations and lessons learned

**Introduction**

* Purpose of the evaluation
* Key issues addressed
* Methodology of the evaluation
* Structure of the evaluation report

**The Project and its development context**

* Project start and its duration
* Problems that the project sort to address
* Goal and objectives of the project
* Main Stakeholders
* Expected Results

**Findings and Conclusions**

Findings of the evaluation organised along the lines of the evaluation criteria and rating scales may also be used.

**Recommendations**

* Specific and actionable corrective actions for the design, implementation, monitoring and evaluation in the remaining programme duration and for future related projects
* Proposals for future directions in response to GBV

**Lessons learned**

* Best and worst practices, and key lessons learnt and how they can be used to strengthen implementation for the remaining period and influence the design of future projects, as well as replication and scale-up of best practices.

**Annexes**

1. ToR
2. List of persons interviewed
3. Summary of field visits
4. List of documents evaluated
5. Data Collection Tools used during the evaluation
6. Any other tables and information referenced to in the text of the evaluation report, as necessary

**ANNEX 3: PROPOSED SCHEDULE OF ACTIVITIES AND CONSULTANCY DAYS**

|  |  |  |  |
| --- | --- | --- | --- |
| **Activity** | **Deliverable** | **Work day allocation** | **Time period (days) for task completion** |
| Review materials and develop work plan | * Inception report and evaluation matrix
 | 3 | 3  |
| Participate in an Inception Meeting with CO |
| Draft inception report |   | 2 | 2 |
| Review Documents and stakeholder consultations | * Draft evaluation report
* Stakeholder workshop presentation
 | 4 | 11 |
| Interview stakeholders | 1 |
| Conduct field visits  |
| Analyse data  | 1 |
| Develop draft evaluation report and PPT  | 5 |
| Present draft Evaluation and PPT Report at Validation Meeting/Workshop | * Validation Meeting/Workshop
 | 1 | 1 |
| Finalize and submit evaluation report incorporating additions and comments provided by stakeholders  | * Final evaluation report
 | 3 | 3 |
|   | Totals |   | 15 |

1. Central Statistical Office (CSO) Demographic and Health Survey 2018 – Key Indicators. [↑](#footnote-ref-1)
2. Central Statistical Office (CSO) [Zambia], University of Zambia Department of Population Studies (UNZA),and ICF. 2017. 2017 Zambia Maternal Mortality Endline Census in Selected Districts. Rockville, Maryland, USA [↑](#footnote-ref-2)
3. Central Statistical Office (CSO) Labour Force Survey 2017 [↑](#footnote-ref-3)
4. Ministry of Gender, 2016 Zambia Nationwide Gender Knowledge, Attitudes and Practices Survey Report, 2016 [↑](#footnote-ref-4)
5. Output Indicator 1.4 was added following the DFID Annual Review in February 2014. [↑](#footnote-ref-5)
6. Ministry of Gender, 2016 Zambia Nationwide Gender Knowledge, Attitudes and Practices Survey Report, 2016 [↑](#footnote-ref-6)
7. Output Indicator 4.4 was added following the DFID Annual Review in February 2014. [↑](#footnote-ref-7)