

UNITED NATIONS DEVELOPMENT PROGRAMME

**Mid-term Review of Joint-
Gender Support Programme
(2008 – 2011)**

FINAL REPORT

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Executive Summary

In 2008, Cooperating Partners joined hands with the Government of the Republic of Zambia to implement the Joint Gender Support Programme over a period of 4 years. With the aim of mainstreaming gender in the development process, the Programme targeted a number of sectors and ministries that were deemed to be central to gender equity and equality. These were Agriculture, Education, Health, Governance and Justice, Social Protection, Employment and Labour, and Environment and Climate Change. The objective of the JGSP was “to strengthen the national capacity to mainstream gender in legal, political, economic and social/cultural spheres so that women and men benefit from, and participate equally in the development process”. This objective supported the goal of the Fifth National Development Plan (2006 – 2011), which was to reduce gender imbalances and to attain gender equality.

Four expected outputs defined the framework around which the implementers planned and executed activities. The four outputs were:

1. Strengthened gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes and plans in GIDD and in line ministries
2. Gender responsive legal framework in targeted economic, social , cultural and political spheres of national development
3. Partnerships for the implementation of innovative initiatives for economic empowerment of women facilitated and operational.
4. Enhanced institutional framework capacity for coordination, advocacy, reporting, monitoring and evaluation of gender mainstreaming in service delivery.

The objectives of this Mid-Term Review were the following:

- (i) Assess how the Programme (JGSP) objectives and activities have been linked to the FNDP and how effective the linkage has been.
- (ii) Determine the extent to which the outcomes as defined in the logical framework have been met as of the date of the evaluation and assess the likelihood of achieving them upon project completion.
- (iii) Identify potential options for improving the program, which could include modification of activities, responsibilities of GIDD staff, schedule of activities and budget allocations, among others.
- (iv) Catalogue the lessons learnt.

The Review is an assessment of the Project against a set of standard criteria, taking into account that the activities were continuing. The criteria were a) Relevance; b) Efficiency; c) Effectiveness; d) Sustainability of Results. For each of the four criteria, the Terms of Reference posed specific questions on which the review should focus.

Relevance

The Programme is as relevant to national development today as it was in 2008 when it began because the task of mainstreaming gender in the selected priority sectors and in the broader institutional framework of government is yet to be accomplished.

Programme Design: The project focused on building the GIDD capacity to guide and support gender mainstreaming in government systems and institutions. The review found that during implementation, a divergence of view emerged about whether the project had struck the right balance between capacity building and direct measures for empowering of women. The assessment of the review is that the emphasis on systemic review and capacity building is the right one, even if the impacts are long term rather than immediate.

The Programme was closely aligned to the FNDP from which it derived its goal and measures of impact. However, the review found that the Logical Framework did not have sufficient baseline information for monitoring the progress of the project. As a consequence, there was only a loose linkage between the Outputs and the performance indicators for the project.

Internal and External Factors: The programme, which should have begun in January 2008 only started in May/June 2009, a delay of nearly eighteen months, representing nearly forty per cent of the total planned duration. The delayed start was also responsible for the late recruitment of essential technical staff, but also due to inadequate capacity at GIDD. But the review noted the acceleration of progress after some of the essential personnel had assumed their positions. The Review found that the PITC, charged with project oversight, did not meet regularly, and this may have adversely affected the efficiency and effectiveness of implementation.

Efficiency

Disbursement of Funds: As the project began only in the latter half of 2009, the Work Plan budget was correspondingly reduced compared to the year's allocation in the project document. On the other hand for 2010, the Work Plan budget exceeded the provision in the Project document by about one third. The Work Plan budgeted for realizable activities considering the available resources of time and people. In both 2009 and 2010, the disbursements against the Work Plan budgets were in more than 95%

The disbursements by GRZ to the project were unclear from the information provided, but the reviewer noted that for 2010 the total disbursements by the CPs were nearly equal to the Work Plan budget. This suggests that the contribution by government was small.

Application of Funds: The review found that the pattern of expenditure after three years of the project deviates from the pattern established in the project document. Proportionately, Output 4 received less and Outputs 1 and 2 received more funding than was planned in the project document. Assuming that this is not corrected by the end of the project, it constitutes a distortion of the priorities, since no deliberate steps were taken to reallocate resources.

After three nominal years, the project had spent about \$2.1 million from a total project frame of nearly \$11 million shared almost equally between GRZ and the CPs. For the one year remaining, the project will not exhaust the total funds committed by the CPs and GRZ.

Fund Transfers: Among the service providers, the project had firm reputation of meeting its obligations. But the reviewer found that there were often significant delays due, in part, to difficulties encountered by GIDD in fulfilling the UNDP procedures; but also due to unclear communication protocols surrounding the requests for payment. The reviewer learnt that the parties have discussed alternatives that would transfer to GIDD much of the responsibility for paying service providers.

Monitoring and Evaluation: There were regular quarterly progress reports for the project, and for 2009, an annual review was produced. At the time of reporting, the 2010 report was in preparation. However, the reviewer found that, owing to some weaknesses in the logical framework, the progress reports did not regularly track the progression towards achieving performance indicators. The activities for each output had no targets.

Effectiveness

Considering the actual period of implementation, the project recorded significant progress on almost all the Outputs. Notable among these were the gender audits of two ministries, complemented by action plans; the training of gender focal point persons, including those in provincial centres and districts; the legal mapping of the CEDAW, in final draft at the time of reporting; the drafting and steering of the Bill on Gender-Based Violence, which is expected to pass into law during 2011; the orientation of judges, magistrates and members of parliament; and the development of a partnership strategy. Nevertheless, the review found that much more time was needed to complete the planned activities, especially owing to the late start and the delayed recruitment of technical staff.

The review also found evidence of important development outcomes. These included the implementation of new guidelines on land management and administration favouring women; the specific guidelines issued by MoFNP requiring specific attention to gender during the preparation of the 2011 national budget; and the changing community attitudes to practices that were previously quietly tolerated, such as early marriages of girls.

Nevertheless the review showed that the impacts expected from the programme were overstated and the timeframes were overambitious.

Sustainability

As the project is ongoing, the assessment of sustainability of development outcomes is provisional. The most serious threat to the sustainability of outputs and impact is premature termination of Programme activities. The important milestones of the project include the mapping of the CEDAW and the forthcoming law on Gender-Based Violence, both of which will have doubtful outcomes if not followed immediately by complementary measures. It is also important to ensure that GIDD has the technical

capacity to follow through and consolidate the results of the project. The fact that the functions of the attached staff are yet to be internalized by GIDD threatens sustainability.

With regard to funding, while GRZ has increased funding to GIDD, the review could not establish the amounts disbursed to the project. However considering that the project constitutes a good proportion of the work done by GIDD, government's continuing financial commitment seems assured. Nevertheless considering the amount of incomplete work on the project, the Government alone could not complete the activities.

Lessons Learnt

Programme Design

1. Programmes that involve multi-lateral partnerships require considerable preparation time in order to agree on the modalities of implementation. The late start of the JGSP suggests inadequate preparedness for the commencement of activities.
2. While the pooling of resources by CPs and the close adherence to national planning objectives and targets contribute to efficiency, effectiveness and the sustainability of results, it is important to establish good communication channels among the CPs so that participants can influence the course of implementation. Some CPs felt marginalized and inadequately informed about the progress of the JGSP.
3. More attention should be paid to the Monitoring and Evaluation framework of the programme. It was not clear from the project design how the outputs would contribute to the Programme indicators; furthermore, performance indicators for the activities needed better definition.
4. More attention should be paid to the design of the project implementation structure to distinguish matters of policy and strategy from those of operations, and to ensure that both are sufficiently catered for. The PITC fails to function because it encompasses both aspects, to the detriment of project implementation. The failure also partly explains the feelings of detachment expressed by the CPs.
5. Hierarchy is important in any civil service structure. Therefore, careful thought should be given to the allocation of project responsibilities among personnel in GIDD. The coordination of the JGSP by one among other Directors generated some resentment among peers, especially as it affected access to resources.

Implementation

1. The absence of technical staff can seriously hinder the progress of implementation. The recruitment of specialist staff such as the Programme Officer and the Monitoring and Evaluation expert made a great difference to the performance of the JGSP. This has implications for the long-term sustainability of the national gender programme.
2. To ensure that money is spent on the priorities established in the project document, there must be close financial monitoring of disbursements, ensuring that the GRZ project contributions are

distinguished from the regular GIDD budget. The GRZ disbursements to the project were not readily accessible.

3. As much as possible the financial regulations, especially with regard to procurement of services, should be harmonized and agreed between the UNDP and GIDD. Payments against the CP budget to service providers were often delayed or varied as a result of non-adherence to UNDP requirements.
4. Training of GFPPs alone is of limited effectiveness because of rapid staff turnover, especially through transfers. Gender committees in line ministries and in the provincial and district centres bring higher stability and should be targeted for training.
5. While the mainstreaming of gender in policy and planning structures and systems is necessary for progress towards gender parity, it is not sufficient; it is also necessary to create champions. The developments in the Ministry of Lands illustrate this. Fortuitously, the leadership of the ministry brought together persons who had had exposure to gender issues and who understood the impediments that land management and administration posed to the social and economic advancement of women.
6. In line ministries, the delegation of the functions of the GFPP to junior officers contravenes the 2003 directive of the Secretary to the Cabinet. Some GFPPs in line ministries are at lower levels of seniority than was intended.
7. The GIDD-Bid Trust Fund was not sufficiently publicized and may have been premature since many of the GFPPs had not been appointed. More fundamentally the idea was flawed in assuming that the GFPPs out of personal interest would be motivated to prepare funding proposals. No applications were received.
8. The proper use of consultants for specialized assignments is an effective means for enhancing the capacity of GIDD. Good examples of this are the gender audits of ministries and the mapping of the CEDAW.
9. Project partners do not equally subscribe to the bias of the project towards building capacity and strengthening systems for gender mainstreaming. Some partners feel that more resources should go to supporting women in their livelihood activities.

Conclusions and Recommendations

The following are the main conclusions of the Review

1. In spite of a delayed and slow start, much has been achieved in an eighteen month period of activities.
2. Nevertheless, the JGSP had several shortcomings mainly concerned with management aspects of the project. These are in the areas of project design, monitoring and evaluation, and project supervision.

In view of the lessons learnt the Review recommends the following:

1. The JGSP should be extended for a further period of at least four years. The period of extension should be based on a revised project document, which should take account not only of the

uncompleted activities, but also of the new context of the Sixth National Development Plan, 2011 – 2015.

2. In an extension phase, the partners should design a more robust monitoring and evaluation framework for the project.
3. GIDD should ensure take immediate steps towards absorbing the functions of the project staff in its permanent structures, either through the establishment of new positions or through a reorganization of the structure of the Division. This would be an important measure for the sustainability of the project activities beyond its expiry.
4. The project management structure should be reviewed taking account of the lessons learnt and specifically, ensuring that a revised structure facilitates more effective oversight of the project.
5. The project partners should assess GIDD's capacity to manage CP funds with a view to transfer the responsibility for payments from the lead CP to GIDD. This had potential to enhance efficiency and to contribute to long-term sustainability of the project results.

Abbreviations

CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CEEC	Citizens' Economic Empowerment Commission
CP	Cooperating Partners
CSO	Central Statistical Office
DAO	District Administrative Officer
DC	District Commissioner
EKN	Embassy of the Kingdom of the Netherlands
ESAMI	Eastern and Southern African Management Institute
FNDP	Fifth National Development Plan
GBV	Gender – Based Violence
GFPP	Gender Focal Point Person
GIDD	Gender in Development Division
GMS	General Management Support
GSAG	Gender Sector Advisory Group
ISTT	In- Service Training Trust
JASZ	Joint Assistance Strategy for Zambia
JGSP	Joint Gender Support Programme
MACO	Ministry of Agriculture and Cooperatives
MOJ	Ministry of Justice
MOL	Ministry of Lands
MTEF	Medium-Term Expenditure Framework
NCC	National Constitutional Conference
NGOCC	Non-Governmental Organisations Coordinating Council
NIPA	National Institute of Public Administration
PITC	Programme Implementation Technical Committee
RNE	Royal Norwegian Embassy
SADC	Southern African Development Community
SNDP	Sixth National Development Plan
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
UNDP	United Nations Development Programme
WEDGE	Women's Entrepreneurship Development and Gender Equality
ZACSMBA	Zambia Chamber of Small and Medium Business Associations
ZAMIM	Zambia Institute of Management
ZDA	Zambia Development Agency
ZIALE	Zambia Institute of Advanced Legal Education

1. Introduction

An external Mid-Term Review of the Joint Gender Support Programme (2008 – 2011) was conducted between December 2010 and February 2011. This report presents the major findings of the review and draws lessons from the experience of the project, on the basis of which the report recommends a future course of action.

After outlining the background and context of the project in Section 2, the report describes the review in the following order: Section 3 briefly discusses the purpose and objective of the review, drawn from the terms of reference for the assignment. Section 4, which is the heart of the report, presents the main findings of the review under subheadings titled i) On Relevance; ii) On Programme Efficiency; iii) On Programme Effectiveness; and iv) On Sustainability of the Results. This leads to Section 5 which distils some lessons to be learnt from the implementation of the project up to the end of 2010. The last section of the report draws conclusions and presents some recommendations for the future.

2. Background

2.1 Status of Gender

This section summarizes the status of gender when the Joint Gender Support Programme began.

Gender imbalances hinder the female population of Zambia from full participation in the development of the country and in the share of the benefits that accrue. The patterns of early socialization and, later, of education and career development stratify gender to the disadvantage of the female. Today's mothers, like the mother before them, place a high priority on raising their daughters to be dutiful wives through good household management, which includes bringing up children and securing food requirements. Girls are also brought up to be subservient to their husbands. As useful and desirable as these attributes may be for the stability of the family unit, and therefore of society as a whole, the preparation of girls for these roles starts at a tender age and often, especially in the rural areas, takes precedence over formal education. The high cultural and economic values attached to marriage and the early physical maturation of girls pose risks to their education. On the other hand, boys, who are largely free of such concerns, progressively dominate the higher levels of education and skills development. In 2000, two thirds of the 44% of the illiterate population was female. Because of this initial bias in upbringing and in education the burden of underdevelopment in Zambia falls more heavily on the female population than on the male.

In many ways women bear the brunt of restricted employment opportunities, low access to electricity, poor infrastructure for water and sanitation, and inadequate communications. Unemployment among husbands increases the workload of their wives and exposes children, especially girls, to greater risk of premature termination of their education. In the absence of electricity, women have to walk ever-longer distances to collect firewood thus limiting the time available for productive work. The inadequacy of water supplies and sanitation increases the burden on the women and the girl child, not only of drawing water, but also of caring for the sick as a result of the higher incidence of disease in the family. Worsening environmental conditions exacerbate the challenges of food security, energy and water. Poor roads in rural areas make it harder to transport agricultural produce to markets, which is of particular significance to women who are the majority among the small-scale subsistence farmers.

Intrinsic disadvantages in educational attainment and economic power lead to women's under-representation in decision-making positions and marginalization in the development process. In government, in parliament and in the judiciary, the numbers of women are well below those of men and short of the targets set by regional and international conventions to which Zambia has assented. The imbalances negatively influence the quality of development plans and the efficiency of implementation.

In addition to the high prevalence of poverty there are important legal, social and cultural factors that militate against the enhancement of the status of women in relation to men. These include property laws, traditional customs and socially entrenched gender biases. With regard to property and matrimonial issues, fewer people have recourse to statutory law than customary law which has wider jurisdiction and is more accessible, especially for rural communities. However the absence of codes in traditional law hinders consistency in decisions. More importantly, the system serves traditions that are

mostly male dominated especially in relation to land acquisition and property inheritance. In addition, some statutory land laws and employment practices violate the rights of women, thereby slowing down social and economic advancement.

2.2 National Policy

The vision of the National Gender Policy introduced in 2000 is to “achieve full participation of both women and men in the development process at all levels in order to ensure sustainable development and attainment of equality and equity between the sexes.” Several international conventions and instruments on gender equality influenced the formulation of the policies, including: (a) Convention on the Elimination of all Forms of Discrimination Against Women (1979); (b) Convention on the Rights of the Child (1991); (c) World Conference on Human Rights (Vienna, 1993); (d) World Summit for Social Development (Copenhagen, 1995); (e) Fourth World Conference on Women (Beijing, 1995); and (f) Second United Nations Conference for Human Settlements (Habitat II, Istanbul, 1996). Other frameworks recognized by the Policy were the African Charter on Human and Peoples Rights (ACHPR) enunciated by the Organization for African Unity (1981), and the SADC Declaration on Gender and Development (1997)

The Policy committed the Government to specific measures across a wide spectrum of social and economic spheres, among them agriculture, culture, education and skills development, health, land, gender based violence and decision making.

2.3 Fifth National Development Plan

Government relies on the Joint Gender Support Programme to achieve the gender objectives of the Fifth National Development Plan (2006 – 2010). The chapter in the FNDP dedicated to Gender in Development, proclaims the Government’s vision as “gender equity and equality in the development process by 2030.” Thus, the goal of the Fifth National Development Plan was to reduce gender imbalances and to attain gender equality. Table 1 summarizes the objectives and strategies of the Fifth National Development Plan.

Programme	Objective(s)	Strategies
1. Gender Mainstreaming in the National Development Process	To mainstreaming gender in the National Development Process	<ul style="list-style-type: none"> a) Mainstream gender into macro and sector policies and programmes; b) Review the implementation plan for the national gender policy c) Facilitate and coordinate the review of policies and programmes; d) Identify and lobby for the implementation of measures to correct gender imbalances; e) Facilitate the design and implementation of a mechanism for mainstreaming gender into the human resource management and development process; f) Mainstream gender in all policies and programmes on the control and prevention of HIV and AIDS and other STIs
2. Safe Motherhood	<p>To contribute to providing enabling conditions for reproductive health of men and women</p> <p>To ensure safe motherhood</p>	<ul style="list-style-type: none"> a) Ensure increased accessibility and quality of maternal health services to women in both rural and urban areas; b) Promote increased awareness on the involvement of men in reproductive health programmes; c) Facilitate training of traditional birth attendants (TBAs)
3. Capacity Building for Gender Mainstreaming	To build capacity in institutions to deal with gender issues effectively	<ul style="list-style-type: none"> a) Develop and implement gender training programmes in all government ministries and institutions; b) Facilitate integration of gender into the existing curricula in training institutions; c) Conduct backstopping missions to ministries, provinces and districts.
4. Gender Management Information Systems	To provide information on gender to all stakeholders	<ul style="list-style-type: none"> a) Develop and implement gender programmes for the print and electronic media; b) identify gender information gaps and conduct relevant research; c) Establish and maintain links with strategic institutions dealing with research and information; d) Redress the negative portrayal of women in the media; e) Ensure the collection of gender disaggregated data in key sectors
5. Review of Legal Framework	To put in place gender responsive legal framework	<ul style="list-style-type: none"> a) Facilitate the review and amendment of discriminatory laws and procedures; b) Facilitate the dissemination of regional and international instruments on gender; c) Domesticating regional and international instruments on gender; d) Strengthen collaboration with stakeholders; e) Strengthen the Penal Code on gender based violence; f) Strengthen the Bill of Rights for women in the Constitution; g) Facilitate enactment of gender based violence bill; h) Review customary law and align with statutory law.
6. Economic	To promote equal	<ul style="list-style-type: none"> a) Put in place mechanism and facilities to encourage the retention of girls in the education system;

Empowerment of Women	participation of females and males in education	b) Provide facilities in education institutions that are girl-friendly
	To ensure women's increased control over land and access to agricultural services	a) Ensure that at least 30 per cent of land allocated is reserved for women; b) Ensure women have access to agricultural extension and credit.
	To ensure women's access to factors of production	a) Facilitate women's access to credit; b) Train women entrepreneurs; c) Facilitate the removal barriers that constrain women's participation in commerce, trade and industry.
	To increase participation of girls in science and technology	a) Facilitate the provision of scholarships to girls who have excelled in science and technology subjects
	To redress gender imbalances in labour, employment and social security at all levels	a) Ensure at least 30 per cent representation of women in the labour market and at decision-making levels; b) Redress gender imbalances in the labour sector.
	To reduce the vulnerability of women and men through equitable implementation of social protection measures	a) Facilitate awareness creation on the existing social protection measures among women and men; b) Ensure equitable participation of women and men in social protection schemes.
7. Monitoring and Evaluation	To monitor and evaluate the implementation of gender and development programmes in all sectors	a) Establish coordination, monitoring and evaluation mechanism; b) Strengthen the operations of the gender consultative forum; c) Promote a system of collecting gender disaggregated data; d) Undertake gender audits in the five priority areas every two years

Table 1: Gender Objectives and Strategies of the Fifth National Development Plan

2.4 The Institutional Framework

A cabinet minister for the Gender in Development Division, located at Cabinet Office, advocates for the interests of gender in cabinet meetings and in regular contacts with the head of state. The administrative structure presided over by the Permanent Secretary comprises three units, namely, Finance and Economic; Legal, Social and Governance; and Information and Documentation. Figure 1 outlines the structure of the Gender in Development Division. In 2010, GIDD strengthened its management capacity by forming two new sections: the Accounts section and the Administration Section.

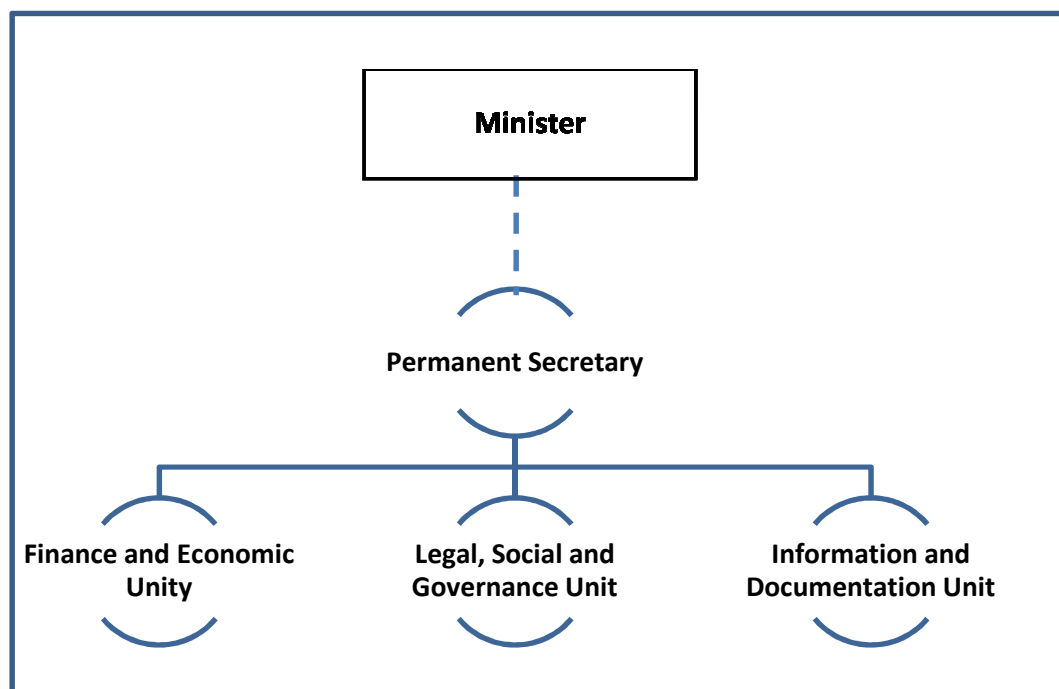


Figure 1: GENDER IN DEVELOPMENT DIVISION AT CABINET OFFICE

In part, GIDD's mandate is "to monitor and evaluate the implementation of policies and programmes to ensure gender responsiveness."¹ Thus, GIDD focuses attention on mainstreaming gender in development planning. To undertake these roles, the Division works with line ministries, provincial centres and districts through Gender Focal Point Persons appointed in accordance with the directives and guidelines of the Secretary to the Cabinet. In sector ministries and provincial centres the Gender Focal Point Persons are the department heads in charge of planning. In districts, the Focal Point Persons are the District Administrative Officers, second in hierarchy to the District Commissioners. In addition, provincial and district centres have gender committees, established with guidance from GIDD. Figure 2

¹ "National Gender Policy", Gender in Development Division, Office of the President, Lusaka, March 2000.

illustrates the structure of gender liaison in government. The location of Gender Focal Point Persons in all the main structures of government provides means for influencing planning processes with a view to mainstreaming gender.

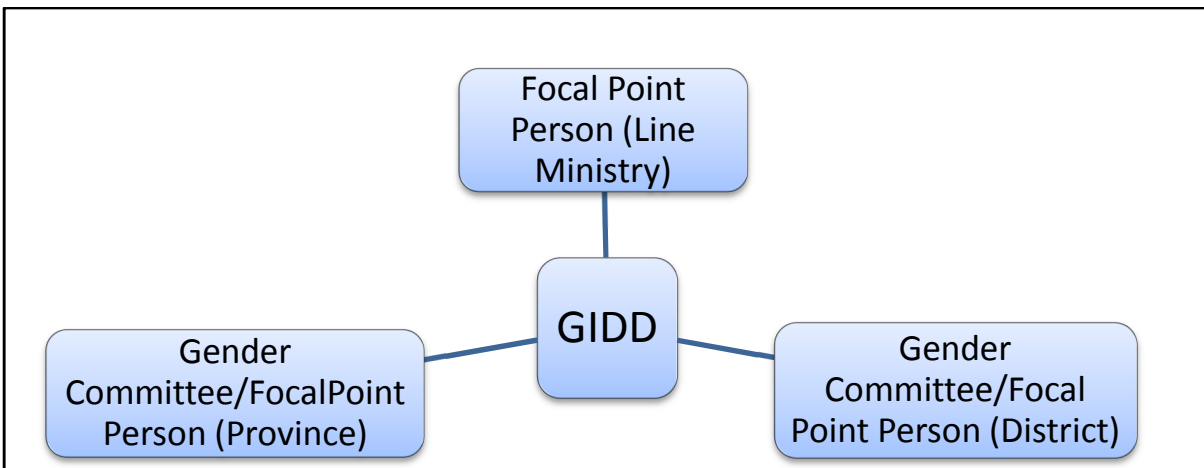


Figure 2: GENDER PROGRAMME LIAISON IN GOVERNMENT

The nature of GIDD’s purpose and mandate necessitate effective linkages with quasi and non-governmental stakeholders. The following are principal partners to GIDD: the Non-Governmental Organizations Coordination Council, Citizens Economic Empowerment Council, faith-based organisations, and education and training institutions. In addition, strong international interest in gender equity unlocks critical resources for the implementation of programmes.

2.5 The Joint Gender Support Programme

In the Joint Gender Support Programme (2008 – 2011), Cooperating Partners established a collaborative support mechanism for the Government’s national Gender Support Programme. Guided by the principles of alignment and harmonization under the Joint Assistance Strategy for Zambia (JASZ), the CPs aim to provide the support according to the priorities and programmes of the Fifth National Development Plan (2006-2010) shown in Table 1. With the United Nations system as lead CP, other contributors are Irish Aid, The Royal Norwegian Embassy, and the Embassy of the Kingdom of the Netherlands and Irish Aid Zambia.

2.5.1 Objective

The objective of the JGSP is “to strengthen the national capacity to mainstream gender in legal, political, economic and social/cultural spheres so that women and men benefit from, and participate

equally in the development process”². The expected outcome of the Programme is that gender will be mainstreamed in legal frameworks and in the policies, programmes and plans of the priority sectors of the Fifth National Development Plan. Thus the Programme goal, which is also the goal of the National Gender Policy,” is to reduce gender imbalances and attain gender equity and equality in Zambia”³.

2.5.2 Priority Sectors

The Joint Gender Support Programme prioritizes the following sectors:

- Agriculture;
- Education;
- Governance and Justice;
- Health;
- Social Protection;
- Employment and Labour; and
- Environment and Climate Change

These sectors are broadly, even if not fully, aligned to the sectors in the Fifth National Development Plan, which are poverty, health, education, decision-making, gender based violence, land, agriculture, environment, science and technology, legal reforms, natural resources, commerce and trade, and labour and employment.

2.5.3 Programme Logical Framework

The JGSP derived its goals and performance indicators from the Gender chapter of the Fifth National Development Plan. The Logical Framework shown in Table 2 amplifies the indicators of the specific overall objective of the JGSP.

2.5.4 Programme Outputs

The Programme consists of four outputs around which activities were formulated and for which budgets were allocated. The details are shown in Table 3.

² “Joint Gender Support Programme [2008 – 2011]”, Gender in Development Division, Cabinet Office, Lusaka, December 2008.

³ “Joint Gender Support Programme [2008 – 2011]”, Gender in Development Division, Cabinet Office, Lusaka, December 2008.

Table 2: The JGSP Logical Framework

Narrative Summary	Expected Results	Performance Measurement	Assumptions/Risk Indicators
Programme Goal/Objective	Impact	Performance Indicators	Assumptions/Risk Indicators
To reduce gender imbalances and attain gender equity and equality in Zambia	To achieve gender equity and equality for disadvantaged women and attain the SADC and African Union benchmarks in the social and economic development processes by 2010	<ul style="list-style-type: none"> • Poverty levels among women to be halved by end of 2010 • At least 0.7 gender equality index ratio of women to men in decision making positions at all levels attained by end of 2010. • At least 200 vulnerable women equipped with entrepreneurial skills by end of 2010. 	<ul style="list-style-type: none"> • Reduction in negative attitudes to gender as a development issue. • Continued economic growth. • Continued political commitment to gender development.
PROGRAMME IMMEDIATE OBJECTIVE	Outcome	Performance indicators	Assumptions/Risks
To strengthen the national capacity to mainstream gender in all legal political, economic and social/cultural spheres so that women and men benefit and participate equally in the development process.	Priority sector line ministries have the capacity and are mainstreaming gender in sector policies, strategies, legal frameworks, programmes and plans by the end of 2009	<ul style="list-style-type: none"> • At least 5 priority sector policies, legislation and programmes/plans reviewed for gender mainstreaming and revised accordingly by 2011. • Gender disaggregated data and statistical bulletins available from Central Statistical Office and priority line ministries by end of 2010 • Gender equality indexes for priority economic and social sectors for diagnosis of gender differences developed by end of 2009. • Parliamentary committee sessions, queries and reports holding line ministries and other public sector agencies accountable on gender mainstreaming by end of 2009. • Reported gender based violence halved by end of 2009. • Reported child abuse cases halved by end of 2010. • Gender mainstreaming is prioritized in the government annual budgets and in subsequent MTEFs. • Gender balance in tertiary education and work-related training (e.g. enrolment ratios). • Narrowing gap in average total income between gender ... 	<ul style="list-style-type: none"> • Increased financing for gender equality and empowerment of women. • Full institutionalization and accountability of gender mainstreaming will take place in the public service and stakeholder institutions.

Table 3: JGSP Outputs and Activities

OUTPUT 1: Strengthened gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes and plans in GIDD and in line ministries		
Activity	Description	Components
1.1	Assess and improve the status of gender mainstreaming in the public sector	<ul style="list-style-type: none"> i. Develop sector-specific gender audit guidelines based on existing internationally recognized gender audit instruments. ii. Commission gender auditing exercises in the first five selected FNDP priority economic and social sector line ministries. iii. Train gender focal point persons from line ministries in developing strategies for gender mainstreaming based on the results of the gender audits
1.2	Capacity developments for collection and analysis of sex disaggregated and gender related data particularly in the priority line ministries	<ul style="list-style-type: none"> i. Provide appropriate training to Central Statistical Office for effective collection and analysis of gender disaggregated data. ii. Commission a review of statistical systems of priority sector ministries to ensure that they capture and analyse sex disaggregated data iii. Train GIDD and key partners on the use and localization of the African Gender Development Index
1.3	Capacity developments for gender mainstreaming	<ul style="list-style-type: none"> i. Conduct an inventory of gender training institutions available in Zambia ii. Standardise gender analysis and mainstreaming training programmes iii. Establish in-service training partnerships for customised training with established training institutions such as ZAMIM, NIPA and UNZA. iv. Provide training on gender analysis, budgeting and mainstreaming training for GFPs, planners at key levels in the public sectors and parliamentary committee clerks. v. Establish administration of a grant facility for the implementation of innovative gender mainstreaming activities in the public sector (the GIDD-Bid) vi. Implement the strategy for engendering the public service.
OUTPUT 2: Gender responsive legal framework in targeted economic, social , cultural and political spheres of national development		
Activity	Description	Components
2.1	Review of the legislative and regulatory framework to ensure gender responsiveness	<ul style="list-style-type: none"> i. Commission a study through the Zambia Law Development Commission to collate existing literature on the implications of customary practices to identify negative practices that impede gender equity and equality in Zambia for advocacy and legal reforms ii. Commission the Zambia Law Development Commission for the domestication of CEDAW. iii. Conduct gender sensitization for chairpersons, vice chairpersons and secretaries of committees of the NCC on the importance of engendering the constitution in collaboration with the Human Rights Commission.

		iv. Conduct sensitization for the House of Chiefs on the implications of negative traditional practices on gender equity and equality.
2.2 Draft the Gender Based Violence Bill		<ul style="list-style-type: none"> i. Commission the Zambia Law Development Commission to develop a draft Bill on Gender Based Violence. ii. Conduct stakeholder consultations on the provisions of the draft Bill on Gender Based Violence. iii. Conduct sensitization for Parliamentarians on the importance of enacting the proposed Bill on Gender Based Violence. iv. Provide technical support to the national technical working group on gender based violence for effective coordination of interventions.
2.3 Capacity Development for gender mainstreaming in the legal drafting processes		<ul style="list-style-type: none"> i. Provide gender analysis and mainstreaming skills training for legal drafters in the Ministry of Justice in collaboration with the Zambia Institute of Advanced Legal Education (ZIALE). ii. Provide technical assistance to the judiciary and police service on gender mainstreaming in their respective staff training curricula. iii. Conduct sensitization for the members of the committee responsible for gender in parliament in collaboration with PRP3 on the provisions of regional and international instruments on gender.
OUTPUT 3: Partnerships for the implementation of innovative initiatives for economic empowerment of women facilitated and operational.		
Activity	Description	Components
3.1 Develop a partnership strategy for women's economic empowerment with special focus on the vulnerable groups.		<ul style="list-style-type: none"> i. Commission the development of a partnership strategy for women economic empowerment in collaboration with the Citizen Economic Empowerment Commission (CEEC). ii. Conduct stakeholder consultations on the implementation of the partnership strategy for women's economic empowerment. iii. Establish the administration of a grant facility for innovative initiatives for economic empowerment of women in collaboration with Zambia Chamber for Small and Medium Business Associations (ZACSMBA) and CEEC.
3.2 Capacity Development for entrepreneurship among women		<ul style="list-style-type: none"> i. Conduct an inventory of entrepreneurship training programmes and institutions available in Zambia in collaboration with TEVETA. ii. Establish entrepreneurship training partnerships for women with established institutions such as ZACSMBA and Zambia Development Agency (ZDA). iii. Provide training opportunities to selected vulnerable women for entrepreneurship.
3.3 Mainstream gender into the guidelines of the CEEC.		<ul style="list-style-type: none"> i. Provide technical assistance for the development of gender responsive citizen empowerment guidelines within the CEEC guidelines development process ii. Hold periodic reviews of the implementation of the economic empowerment programmes and collect statistics to establish beneficiaries for future interventions
OUTPUT 4: Enhanced institutional framework capacity for coordination, advocacy, reporting, monitoring and evaluation of gender mainstreaming in service delivery.		
Activity	Description	Components

4.1 Review of the Gender Policy	<ul style="list-style-type: none"> i. Hold stakeholder consultations at national, provincial and district levels to assess the status and impact of the National Gender Policy in collaboration with the Policy Analysis and Coordinating Division (<i>Cabinet Office?</i>) ii. Appraise the National Gender Policy to take into account the identified gaps and emerging issues iii. Print and disseminate the adopted revised National Gender Policy in collaboration with the Ministry of Information and Broadcasting Services
4.2 Develop a communication and advocacy strategy for gender in development	<ul style="list-style-type: none"> i. Commission a media consultancy firm to develop a gender communication and advocacy strategy in collaboration with public sector and civil society organizations ii. Develop a gender communication and advocacy implementation programme iii. Disseminate the gender communication and advocacy strategy in collaboration with the Ministry of Information and Broadcasting Services and civil society. iv. Regularly update the Gender in Development Website and popularise it through electronic and print media to ensure that it is accessible to the general public. v. Establish a knowledge management, research and documentation centre at GIDD
4.3 Strengthen the coordination, accountability, monitoring and evaluation institutional framework for gender mainstreaming	<ul style="list-style-type: none"> i. Review the findings of the SADC Assessment of the institutional framework for gender mainstreaming in collaboration with the Management Development Division, Public Service Management Division and key stakeholders for strengthening of the institutional framework for coordination, accountability and monitoring and evaluation of gender mainstreaming. ii. Secure technical assistance for the development and implementation of the M & E system for gender mainstreaming. iii. Hold an M & E Validation workshop with public service and civil society organisations implementing stakeholders. iv. Provide coordination, monitoring and evaluation operational funding for the Gender Sector Advisory Group meetings, gender focal point meetings and provincial and district gender sub-committee meetings. v. Review and strengthen the composition and mandate of the Gender Consultative Forum. vi. Engender the National Aids Council Strategic Plan and annual plans to ensure gender responsive HIV/AIDS interventions

2.5.5 Programme Implementation

The Project Document outlines the following as the mode of implementation of the Joint Gender Support Programme. The responsibility for the execution of the programme lies with GIDD. However the implementation requires that sector ministries, provinces and districts to formulate work plans for specific interventions, which GIDD consolidates into a Programme Work Plan. With funding from GIDD, the sector ministries implement activities and are required to monitor progress and report to GIDD at agreed intervals

Programme Implementation Technical Committee

This Committee sits at the apex of the implementation structure and comprises representatives of GIDD, MoFNP, CSO, MACO, MOI, NGOCC, the lead UNDP as lead CP and one rotating representation from the participating bilateral CPs. Chaired by the Permanent Secretary of GIDD, the Committee is responsible for policy guidance and for oversight of the progress of implementation.

Gender Sector Advisory Group

The GSAG is a widely representative forum similar to advisory groups in other sectors. It brings together government, CPs, the private sector and civil society. The GSAG, which monitors programme implementation against FNDP indicators, also approves Annual Work Plans and Budgets.

Gender Focal Point Persons and Committees

To mainstream gender in development planning and in the implementation of projects, the Programme operates within existing government structures. All ministries, provincial and district centres are required to appoint Gender Focal Point Persons (GFPP) who should guide and coordinate activities related to the programme. Ordinarily the Permanent Secretary or District Commissioner nominates a GFPP of sufficiently senior rank. In line ministries the GFPP should be the Director responsible for planning, with a view to exercising direct influence on the ministerial planning process.

Some ministries and organisations have specific roles in the JGSP

Ministry of Justice

Apart from the general social and cultural impediments to the advancement of gender equality, there are specific considerable legal barriers as well. Under the programme, the Ministry of Justice is responsible for the implementation of activities related to human rights and the legal framework.

Ministry of Information and Broadcasting Services

Advocacy of the goals and objectives of the Programme is a specific task of the Ministry of Information and Broadcasting working in collaboration with civil society.

Citizens Economic Empowerment Commission

The programme has set specific targets and indicators for the empowerment of women, which the JGSP assigns to CEEC for implementation in collaboration with ILO and the Private Sector Development initiative.

In addition to the above, the Programme commissions work to be undertaken by training institutions, NGOs, and consulting firms.

In terms of Programme Management, the project assigns responsibilities as follows⁴:

Permanent Secretary – Overall responsibility for management of the JGSP;

Economic and Finance Section (GIDD) – Coordination and managing activities and ensuring the attainment of the programme outputs;

GIDD (as a whole): Technical support to the programme.

⁴ Joint Gender Support Programme [2008 – 2011], p. 16, Lusaka, Dec. 2008

3. Purpose and Objective of Mid-Term Review

The purpose of the Mid-Term Review is to assess the progress of the Joint Gender Support Programme towards the achievement of the planned outputs defined in the Project Document and the Logical Framework. The following are the objectives of the MTR:

- (v) Assess how the Programme (JGSP) objectives and activities have been linked to the FNDP and how effective the linkage has been
- (vi) Determine the extent to which the outcomes as defined in the logical framework have been met as of the date of the evaluation and assess the likelihood of achieving them upon project completion.
- (vii) Identify potential options for improving the program, which could include modification of activities, responsibilities of GIDD staff, schedule of activities and budget allocations, among others.
- (viii) Catalogue the lessons learnt

3.1 Evaluation Methodology

3.1.1 Evaluation Criteria

The evaluation criteria used in the Mid-Term Review (MTR) were Relevance, Efficiency, Effectiveness and Sustainability. In the context of the MTR, the meanings of these terms are summarized below.

Relevance: The MTR considered the continuing validity of the context and assumptions for the period of implementation.

Efficiency: This aspect considered whether the programme had produced results at acceptable cost, and whether more could be achieved with alternative approaches.

Effectiveness: This criterion assessed the likelihood that the programme would fulfill its objectives, considering the extent to which the methods were contributing to the expected results.

Sustainability and Impact: This was an assessment of whether and to what extent GIDD was developing capacity to administer the programme without external funding. The MTR also considered whether there were programme impacts that could indicate a contribution to the goal.

For each of these definitions, the MTR responds to specific questions listed in the Terms of Reference. In addition the MTR was required to indicate any lessons that could be drawn from the implementation of the programme thus far.

3.1.2 Sources of Data and Information

For the purposes of this review, and considering its stipulated scope, the MTR obtained information from the following sources: documents, interviews and, to a limited extent, site visits.

The principal documents referred to were 1) The Project Document; 2) The Fifth National Development Plan (2006 – 2011); 3) The National Gender Policy, March 2000; 4) Annual Work Plans and Progress

Reports and 5) Minutes of the Programme Implementation Technical Committee; 6) Project Expenditure reports on CP financing. In addition several technical reports on the outcomes of project studies were available and are listed in the appendix.

The reviewer interviewed all the project partners, being GIDD, the UNDP, the Embassy of the Kingdom of the Netherlands, Irish Aid and the Royal Norwegian Embassy. The interaction with GIDD consisted of group discussions and individual interviews with the unit directors. The discussions with the CPs were with individual representatives and with other relevant officials.

The review included interviews with the Gender Focal Point Persons of a sample of priority sector ministries: the Ministry of Agriculture and Cooperatives, the Ministry of Lands, the Ministry of Education the Ministry of Justice and the Central Statistical Office. Although the project identifies more priority sector ministries, this list was limited by the available time, and the object was less about detailed accounts of events and more about a broader evaluation of project implementation.

Similarly, five districts and one province were included in the field visits, during which discussions were held with the gender committees together with the focal point persons. At Solwezi, the only provincial centre visited, the reviewer met with representatives of a women's Bee Keepers' Club in a roundtable discussion at their premises.

Some key external project partners who took part in the review were the Citizens Economic Empowerment Commission, the Non-Governmental Organizations' Coordinating Council, providers of gender training and consultants.

The Appendix gives a list of all informants categorized as follows: GIDD staff, UNDP, other Cooperating Partners, selected priority sector ministries, provincial and district centres, non-governmental organizations, training providers and consultants.

4. Major Findings

4.1 On Relevance

4.1.1 Assumptions:

In the period 2008 – 2011, the objective realities of gender in Zambia have changed hardly at all. That is to say that the goal of gender equity in the social and economic spheres remains a distant prospect. The JGSP focuses on building and strengthening the capacity of Government, through GIDD, for gender mainstreaming paying particular attention to selected sectors. At the time of this review, while the evidence shows that the Programme has strengthened GIDD, more work and time are needed to achieve the Programme objective. Therefore, the assumptions of gross gender disparities and weak systems and structures for gender mainstreaming must continue to inform the implementation of the remainder of the Programme.

4.1.2 Programme design:

The Programme relied on capacity building, institutional strengthening and legal reform as the main strategies for addressing gender imbalances and inequity. In so far as a major focus of capacity building was to develop analytical skills, the design of the Programme was adequate for the purpose. In addition, the attention to legal reform was an important and appropriate measure for addressing the issues, particularly the element of institutionalized gender inequity. However, there was divergence among the informants on whether the Programme had struck the right balance between the soft issues of capacity building and systemic improvements on one hand against activities that contribute directly to alleviating poverty among women. Some of the staff at GIDD and some districts held that GIDD and the Programme would be more effective by increasing its attention to mitigation. This especially applies to the economic empowerment of women.

Based on observations during the review, the opinion of the reviewer is that the Programme design correctly emphasizes the systemic approach, which is consistent with GIDD's purpose and mission. The unique nature of GIDD among other government ministries compels it to work through other sectors in order to reach the grass roots. For this reason GIDD is not only ill-equipped for the demands of grass-roots mitigation activities, but such activities also pose the risk that GIDD may deviate from its core mandate of coordinating and monitoring gender mainstreaming. It was clear during the review that in the districts, sector ministries, such as Community Development, Social Security, Agriculture and Lands, have structures and systems more suited than GIDD to interact directly with communities in far flung areas. In addition, there are agencies outside government whose sole purpose is to work with communities in designing and implementing activities for the alleviation of the social and economic impacts of gender imbalance and inequity.

The Logical Framework of the JGSP draws its measures of impact from the Fifth National Development Plan (2006 – 2010). This strong linkage to the FNDP was an appropriate focus for the Programme, not only for its consistency with the Paris Declaration of Aid Effectiveness, but also because it is an important measure towards the sustainability of outcomes. In addition, the Logical Framework defined specific performance indicators for the implementation of the Programme.

However, the Logical Framework neither gives the baseline statistics nor makes any assumptions about nearly all the key performance indicators. For example, this information is missing for indicators on poverty levels among women, the incidence of gender based violence, the level of child abuse, and gender gaps in average total income. The absence of such information reduces the usefulness of the Logical Framework as a monitoring tool. In addition, the reviewer noted that, even in the absence of baseline data, many of the targets appeared to be outside the full control of the project and therefore not well defined. Furthermore, the time frames for the attainment of the indicators, all contained within the implementation period of the FNDP, seemed to be practically unattainable.

The reviewer noted that the quarterly and annual progress reports described the performance of activities under the four Programme Outputs but did not assess the progress towards the attainment of the performance indicators. There is only a loose linkage, in monitoring terms, between the Outputs, which are well defined and supported by activities, and the Programme performance indicators.

4.1.3 Internal and External Factors:

During 2010, there was noticeable increase in the delivery of Programme results compared to 2009. The contributory factors were the earlier approval of the Annual Work Plan, the recruitment of the technical staff and the reorganization and expansion of the Accounts Section at GIDD. The programme could have benefited more from an earlier recruitment of the technical staff some of whom took position in the middle of 2010. The strengthening of the Accounts Section increased GIDD's capacity for financial management and reporting. In spite of the intensification of activities, the Programme is unlikely to complete the activities because of the curtailment in time caused by the startup delay which, effectively, reduced the duration from forty-eight months to thirty months.

An added factor which did not assist progress concerns the functioning of the Project Implementation Technical Committee (PITC). The PITC, which had representatives from GIDD, MoFNP, CSO, MACO, MOJ, NGOCC and the Cooperating Partners, was created to “provide policy guidance and oversight for the implementation of the JGSP”⁵. To do this, the Terms of Reference stipulated that the Committee should meet once every month. However, the reviewer found that the Committee met three times between March and July in 2009 and twice for the whole of 2010.

⁵ “Joint Gender Support Programme [2008 – 2011]”, Gender in Development Division, Cabinet Office, Dec. 2008

The failure of the PITC to meet regularly reduced the ability of its broad membership to influence the policy and management of the project. This partly explains the views expressed by the CPs and civil society that they were not fully abreast of developments in the project. Although the lead CP appraised the other partners at their monthly meetings, such briefings were informal and could not be substitutes for the meetings of the PITC chaired by GIDD and attended by other members like the civil society and priority sector ministries. The implementation of the project effectively narrowed to two parties: the lead CP and GIDD.

One reason advanced for the failure by the PITC to meet regularly was that the scheduled frequency of meetings was too onerous, especially for the Permanent Secretary who was the Chairperson and who had “overall responsibility for management of the GSP”⁶. In addition, attempts to call meetings did not succeed because mutually acceptable dates could not be secured. In the light of these experiences it might have been more practical and efficient to separate the function of policy from the tasks of project management. However, the reviewer noted that during the 18-month period of activities, the project partners did not address the issue of infrequent meetings.

An additional internal factor that affected the Programme was the high turnover in the leadership of the project through the frequent changes of permanent secretaries. During the two year period, there were three different permanent secretaries. Because the project assigned to the permanent secretary a central and active role in implementation, the changes in office holders were a source of instability to the project. Such changes brought with them not only different management styles, but also different perspectives on the nature of the project and the agreed procedures. This report has already noted the growing differences among the partners with regard to GIDD’s role in women’s economic empowerment, which was partly attributable to these leadership changes. Another example was in the procurement of services where the practice was changed, making the permanent secretary responsible for approvals on the GRZ side. Whether or not such changes were justified is beside the point, which is that the project suffered from the repercussions of leadership change.

This matter is highlighted for future review aimed at insulating the project from the effects of personnel changes, which could happen not only at the level of the permanent secretary, but also at other levels including those in the CP organisations. Strengthening the oversight arrangements would also ensure strict adherence to agreed principles and procedures, regardless of such changes which are inevitable.

4.2 On Programme Efficiency

4.2.1 Disbursement of Funds

Here an assessment is made of the extent to which the disbursements were consistent with the main planning instruments: the Programme Budget and the Annual Work Plans.

⁶ “Joint Gender Support Programme [2008 – 2011]”, Gender in Development Division, Cabinet Office, Dec. 2008

Year 1: 2008/2009

For the period September 2008 to March 2009, the Programme had budgeted for the four Outputs approximately \$2.6 million, the CP group and the Government each contributing about a half. However, the Project document was only signed in December 2008, and the first Annual Work Plan was approved in May 2009. Therefore the indicative budget shown in the Project Document for the first six-month planning period was unspent.

Year 2: 2009

CP inputs

Table 2 compares the CP component of the Project Budget against the Annual Work Plan and Budget which were approved in May 2009. The table also shows the expenditure against each of the project outputs.

<i>2009 CP</i>		USD			
	<i>PD budget</i>	<i>Work plan Budgeted</i>	<i>% PD</i>	<i>Disbursed</i>	<i>% WP budget</i>
Output 1	536,755	118,500	22.1%	79,239	66.9%
Output 2	333,869	129,500	38.8%	140,305	108.3%
Output 3	241,331	10,000	4.1%	42,152	421.5%
Output 4	725,765	337,000	46.4%	319,929	94.9%
GMS	156,455				
	1,994,175	595,000	29.8%	581,626	97.8%

Table 2: 2009 Disbursements

(PD budget = Budget in the project document; %PD = Percentage of budget in Work Plan;
% WP budget = Percentage of Work Plan Budget disbursed.)

The table shows substantial differences between the Project budget lines and the Work Plan budget. On average, the budget for the Work Plan was about 30% of the Project Document Budget. The reduction of the budget was due to the late commencement of activities. Although the total disbursed amount was close to the approved amount (97.8%), there were some significant variations among the four outputs. Thus for Output 1, nearly a third of the Work Plan budget – about thirty thousand dollars – was unused. On the other hand, on Outputs 2 and 3, the disbursed amounts were about thirty-three thousand dollars above budget.

4.2.2 GRZ Inputs

Table 3 compares the GRZ component of the Project Document Budget against the Annual Work Plan and Budget of May 2009.

<i>2009 GRZ</i>	USD				
	<i>PD Budget</i>	<i>Work Plan Budget</i>	<i>% PD</i>	<i>Disbursed</i>	<i>% WP budget</i>

Output 1	207,351	17,131	8.3%
Output 2	181,501	20,977	11.6%
Output 3	44,383	8,067	18.2%
Output 4	1,223,181	1,132,312	92.6%
GMS	0	0	
	1,656,416	1,178,487	71.1%

Table 3: 2009 Budget GRZ Components

(PD budget = Budget in the project document; %PD = Percentage of budget in Work Plan;
% WP budget = Percentage of Work Plan Budget disbursed.)

The 2009 Annual Work Plan and Budget show a far higher budgeted percentage t by the Government (71.1%) than the CP contribution (29.8%), even if nearly all of it is concentrated on Output 4: enhanced capacity of the institutional framework for gender mainstreaming. Given the late approval of the Work Plan and Budget, it is not immediately clear what activities were planned for Output 4 for the six months of the year. It will be seen later that the reviewer was unable to establish how much Government was able to release to the project.

4.2.3 Application of Funds

Based on the disbursement figures of the Cooperating Partners, the emphasis in 2009 was on Outputs 2 and 4 which together used 80% of all the funds disbursed. For Output 4, which had the highest expenditure, the accounts shows that the major expenditure was on travel, contractual services and hiring international consultants in that order. On the other hand the 2009 Annual Report highlights the preparation of Terms of Reference for policy review and for the development of a Gender Communication and Advocacy Strategy. The report also refers to recruitment processes and the hosting of meetings for the GSAG and the GFPPs. In the absence of other details, the reviewer could not reconcile the narration in the accounts reports with the activities in the Annual Report.

Year 3: 2010

Table 4 presents the summarized funding picture for 2010

<i>2010 USD</i>					
	<i>PD budget</i>	<i>Work Plan Budget</i>	<i>% PD</i>	<i>Disbursed</i>	<i>% WP budget</i>
Output 1	330,209	537,654	162.8%	643,842	119.8%
Output 2	57,058	325,307	570.1%	300,852	92.5%
Output 3	208,064	227,820	109.5%	177,931	78.1%
Output 4	510,480	501,478	98.2%	369,237	73.6%
GMS	100,036				
	1,205,848	1,592,259	132.0%	1,491,862	93.7%

Table 4: Funding during 2010

(PD budget = Budget in the project document; %PD = Percentage of budget in Work Plan;
% WP budget = Percentage of Work Plan Budget disbursed.)

For reasons that the reviewer could not ascertain, the Work Plan for 2010 combined the contributions of Government with those of the CPs, similarly the disbursements from the two sources could not be separated. However, one notes that the total CP disbursements alone, amounting to US\$1,491,862, were nearly equal to the Work Plan Budget of US\$1,592,259. In the absence of figures from GIDD and any other explanation, the maximum possible contribution of the Government was less than seven per cent, assuming that the total disbursements did not exceed the Work Plan Budget.

The Work Plan budget for 2010 exceeded the provision in the Project Document by more than \$386,000, or 32%, and was more than two and half times the amount disbursed in 2009. Although the reviewer had only sight of an unsigned revised 2010 Work Plan dated October 7, 2010, it is evident from the disbursement pattern that the Programme substantially accelerated the pace of implementation. The first and third quarterly progress reports (the second was not available) show that in Output 1, the focus was on the gender audits of ministries and the training of GFPPs. The training was extended to other senior officials in priority sector ministries that had been audited. Output 1 had the highest expenditure, constituting 43% of the total. Again, the expenditure on Output 4 was among the highest contributing 25% to the total. Several meetings were convened for various groups of stakeholders including GFPPs, ministry officials and civil society. The meetings were aimed partly at stakeholder participation and partly at information dissemination to key players, especially the Gender Focal Point Persons.

After the nominal three years of the project, and with one year left, the Programme had disbursed a total of about \$2.1 million against the total Project Budget of nearly \$11 million. Table 5, shows the percentage project allocations for the four activities and compares them with the expenditure pattern to date.

	Budget	Budget %	Disbursed	Disburse %	% disbursed
Output 1	2,035,509	18.5%	723,081	34.9%	35.5%
Output 2	1,117,873	10.2%	441,157	21.3%	39.5%
Output 3	924,439	8.4%	220,083	10.6%	23.8%
Output 4	6,497,700	59.2%	689,166	33.2%	10.6%
GMS	408,210	3.7%			0.0%
	10,983,732		2,073,487		

Table 5: Budget and Expenditure

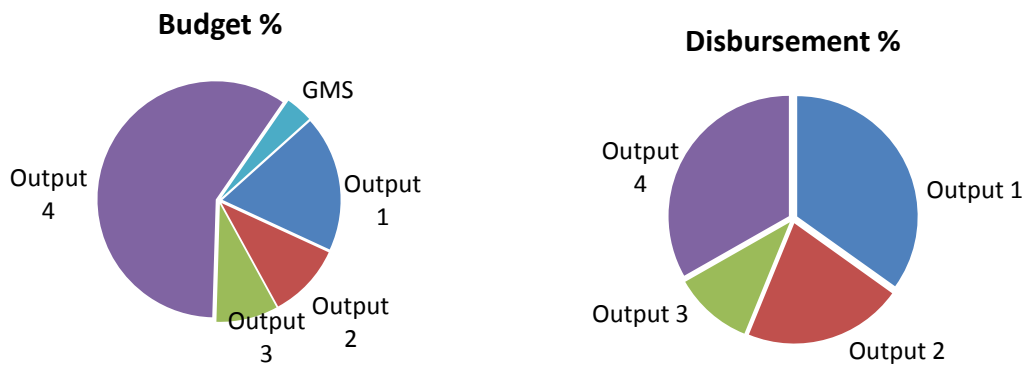


Figure 3: Comparison of disbursement with Programme Budget

Figure 1 shows that the disbursement trend for the period reviewed deviates from the pattern established by the Project Budget. This means, for instance, that out of the total expenditure to date far more should have gone to Output 4 than was the case; correspondingly less should have been spent on Output 2. Given the short period remaining for the project, there is little opportunity for correcting this apparent distortion of the project intentions.

The second observation is that for all four outputs, the expenditure is far below what it should be, as shown in the last column of Table 5, especially if one considers the three years that have elapsed. But even for a two year period, the expenditure should be around 50% of the project budget. The lowest rate of expenditure is against Output 4. To the reviewer it would appear that the activities formulated for this output were insufficient to justify the budget and could result in wastefulness as the implementers look for ways to exhaust the budget. A reconsideration of activities under all Outputs, but especially 3 and 4 is called for.

The third observation is that even with the accelerated pace witnessed in 2010, it is highly unlikely that in the remaining months to the end of 2011 the project will exhaust the budgeted funds. Without a clear indication of possible continuation, there is the added risk of wasteful expenditure.

4.2.4 Fund Transfers

Ordinarily, GIDD procures services and pays the external providers. For payments to the account of Cooperating Partners, the UNDP pays the service providers directly upon receipt of requests by GIDD in a specified format. The review found that the service providers valued their relationship with GIDD and UNDP but observed that there were delays in payments. The frequent delays were caused by misunderstandings between GIDD and UNDP mainly on two fronts: the incomplete submissions from GIDD to UNDP, and the lack of clarity about the costs that should be borne by the CPs. In cases of deficient submissions the absence of a systematic tracking and feedback procedure added to the delays. The partners are aware of these concerns and some proposals were being considered to increase efficiency.

Among the proposals was that the CPs should disburse funds to GIDD every quarter against a detailed budget. This would enable GIDD to pay the service providers directly and more promptly than is the case presently. Such an arrangement would need strict accountability requirements and a mechanism to ensure that the money was spent on the approved activities. Realistically, the decision to change to such an arrangement depends on the strength of the assurance that GIDD can give its various CPs, on its ability to properly manage the funds. In addition, while such a change would address the purely bureaucratic delays, GRZ and the CPs need to be explicitly clear about the activities to which CP funds may be applied.

4.2.4 Mode of Implementation

The mode of implementation of the JGSP deviates significantly from the intentions expressed in the project document. The understanding of the reviewer is that GIDD's partners were to formulate work plans and implement the approved activities with funding from the JGSP through GIDD. In this case, the partners are the priority sector ministries, the provinces, the districts, the implementing agencies named in the project document and the training institutions. The reviewer could find no evidence that any of these implementing partners took an active role in the JGSP. The ministries, provinces and districts nominated candidates for training organized by GIDD; GIDD also directly managed major studies such as the CEDAW mapping, the gender audits and the formulation of a partnership strategy.

The project had been designed taking account of the large scope of activities planned compared to the lean structure and limited capacity of the GIDD. The design had also taken into account the central mission of the GIDD as a purely coordinating division. Therefore the reviewer finds and concludes that the lack of active involvement by GIDD's partners deviated from programme design and adversely affected the efficiency and pace of implementation of the programme.

4.2.5 Monitoring and Evaluation

The discussion which follows relates to the M & E of the project as distinct from that for the continuous gender mainstreaming in the public sector.

The Programme relied on several instruments to monitor and evaluate the progress of activities. Apart from the Project Document which provided overall guidance and a Log Frame, there were, in addition, Annual Work Plans and Budgets, Quarterly Progress Reports and Annual Project Reviews.

The Quarterly and Annual Reports, presented in three columns, are brief narrations of activities underway or accomplished under the respective Outputs. Column 1 is for "Outputs/Annual Targets"; Column 2 for Progress made towards output targets"; and Column 3 for "Reasons if progress is below target". The first observation is that Column 1 conflates Outputs and Annual Targets, which should have separate meanings; that is, all activities should have periodic targets, the sum of which contribute to the attainment of an output. Thus, in the 2010 Quarterly reports, when one reads for Output 1 that sixty-eight district planners were trained in gender analysis and mainstreaming, there is nothing to indicate whether the Programme achieved the target for the quarter or how this relates to the annual target for Output 1. Therefore it is not surprising that in all the reports the last column is largely empty, for there are no indicators against which progress may be assessed. Secondly, the form and content of

the Quarterly Reports deviate from the Annual Work Plans. For instance, while the Annual Work Plan for 2010 systematically lays out the activities and sub-activities for each Output, the Quarterly Progress reports adopt a loose and variable format. Third, the activities reported in a quarter do not correspond to the phasing of activities in the Annual Work Plan, and the deviations do not attract comment. For example, in 2010 under Output 1, three sub-activities were planned for Quarter 1: auditing MACO and MOL, training of line ministries and developing the gender chapter for SNDP. None of these activities are included in the Quarter 1 Progress Report. The discrepancies between the progress reports and the planned activities reduce the ability of the Programme to maintain a consistent focus.

The Annual Progress Report for 2009, the only one available at the time of reporting, suffers from similar weaknesses as the Quarterly Reports: it is only loosely related to the Annual Work Plan. The Report outlines the activities, but omits any detailed assessment against the targets set for the year.

The Log Frame for the Project set nine performance indicators, most of which were not fully in the control of the project and others were not measurable and yet others did not have firm baseline information. The narrowing of the gap in total income between genders could not be attained by the project alone; the halving of gender violence and child abuse cases had no baselines, nor were these targets fully in the control of the project; the revision of policies and plans for gender mainstreaming in line ministries could not be achieved without the participation of other units, such as the Policy Analysis and Coordination Division; and the production of gender disaggregated data and statistical bulletins depended on external factors like the capacity of the CSO and the line ministries. Regarding statistics it became apparent during the review that the CSO itself had little influence over the statistics produced in line ministries due to an archaic law. (The law empowers sector ministries to produce their own statistics, which makes it difficult for CSO to develop national standards.) Therefore, the monitoring and evaluation of the project was significantly weakened by the absence of well-defined targets. Such targets would create a logical link from the Log Frame, to the Annual Work Plans, and then to the periodic Progress Reports. The reviewer notes that the 2009 Annual Progress Report proposed a revised target for Gender Based Violence to facilitate monitoring. Thus, instead of reducing by half the incidence of Gender Based Violence, the Report suggested a percentage of convictions of reported cases.

4.2.6 The Programme Implementation Technical Committee

The PITC was the main body responsible for monitoring the progress of the project through the reports by the GIDD technical staff. The record of minutes shows that at its third meeting, in July 2009, the committee noted that “the TORs for the PITC were full of bottlenecks, and that such had potential to delay the implementation process.” It was agreed at this meeting that a “smaller group composed of GIDD and the Lead Donor should meet to consider other details such as TORs for consultancies.” Such a sub-committee would have been in line with the TORs for the PITC. A formalized sub-committee would have taken much of the frequency of meetings, enabling the PITC to focus on the policy and strategic issues of the Programme. However, the sub-committee was not formalized, even though, inevitably, there were frequent operational contacts between GIDD and the Lead CP Partner, the UNDP.

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4.3 On Programme Effectiveness

4.3.1 Progress

This sections assesses the status of activities that were planned for each of the four Programme Outputs.

4.3.1.1 Output 1

OUTPUT 1: Strengthened gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes and plans in GIDD and in line ministries			
Activity	Description	Components	Status
1.1 Assess and improve the status of gender mainstreaming in the public sector		i. Develop sector-specific gender audit guidelines	Done
		ii. Commission gender auditing exercises in five line ministries.	MOL and MACO completed, reports produced. Other audits not commissioned
		iii. Train gender focal point persons from line ministries on gender mainstreaming based gender audits	Implementation plans developed based on audit results.
1.2 Capacity developments for collection and analysis of sex disaggregated and gender related data particularly in the priority line ministries		i. Train Central Statistical Office in collection and analysis of gender disaggregated data.	Pending
		ii. Commission a review of statistical systems in priority sector ministries	Pending
		iii. Train GIDD and key partners on the African Gender Development Index	Done
1.3 Capacity developments for gender mainstreaming		i. Inventory of gender training institutions	Pending
		ii. Standardise gender analysis and mainstreaming training programmes	Course outlines produced, but not content.
		iii. Establish in-service training partnerships with established training institutions	No formal partnerships; training tendered as needed
		iv. Provide training on gender analysis, budgeting and mainstreaming training for GFPs, planners at key levels in the public sectors and parliamentary committee clerks.	Incomplete for GFPs, others pending
		v. Establish administration of a grant facility for the implementation of innovative gender mainstreaming activities in the public sector (the GIDD-Bid)	Facility established, but abandoned for lack of response ⁷
		vi. Implement the strategy for engendering the public service.	On-going

Comments on Output 1: The Programme completed two gender audits and a third was undertaken using partner funding. This left two priority sector ministries outstanding at the time of the review. The programme conducted training for GFPs and developed a template for building district gender profiles.

⁷ Funds being disbursed to districts for gender profiling

The audits in the Ministries of Lands and Agriculture were followed by the development of Action Plans which are yet to be implemented. Clearly, until the measures in the Action Plans take effect, the audits will have little impact. Although Terms of Reference were developed for the remaining three ministries, at the time of this report, GIDD had not identified the consultants to undertake the audits. Since the programme has gained experience from the audits of the MOL and MACO, it should be possible to complete the audits of the three remaining ministries.

In the period since the third quarter of 2009, GIDD devoted considerable resources to the training of Gender Focal Point Persons from line ministries, provinces and districts covering subjects like “Engendering National Budgets”, “Engendering Policies and Plans” and “Gender Analysis”. These were delivered by various providers including ESAMI, NIPA, ZAMIM and ISTT. GIDD advertised the programmes and the terms of reference gave course outlines indicating the intended coverage of the courses. Although there was significant progress in training, the reviewer observed that much more work was necessary. In two of the districts covered by the review, Solwezi and Mazabuka, the focal point persons had not attended any of the training. On the other hand, it was evident that members of some District Gender Sub-Committees were conversant with various aspects of gender in development through participation in programmes conducted by other agencies including UNFPA, ILO and some NGOs.

The JGSP training aims to create a cadre of senior personnel to spearhead gender mainstreaming in the public sector. However several factors impede these efforts. First, the turnover of staff in ministries and districts hinders continuity. Second, even though in a memo dated 11th July 2003, the Secretary to the Cabinet stipulated the appointment of Gender Focal Point Persons, this appears not to have been strictly adhered to. In some cases, such as in the Ministries of Education and Agriculture, the GFPP is at a lower level than was intended, and in other cases the function is administratively relegated to a person of lower rank, thus diluting the effectiveness of the focal point person. In this regard, the consistency among districts seems much greater than in line ministries. An impression has grown that the designated personnel, especially in line ministries, are not strictly accountable for gender activities, which contradicts the directive by the Secretary to the Cabinet. The directive reads in part: “The Director/Head of the Department/Unit will be the designated Gender Focal Point Person with a job description reflecting key result areas and principal accountabilities on Gender mainstreaming”. A high mobility of staff and the relegation of the gender function to junior personnel are factors that render the training partly ineffective.

To complement the training, the Programme established the GIDD-Bid, a Fund that GFPPs could draw upon for the implementation of Action Plans. However, when no proposals were forthcoming, the Programme instead disbursed the earmarked funds to districts for data collection in support of district gender profiling. The reviewer noted that all the GFPP and the respective committees in the districts were unaware of the existence of GIDD-Bid. The opinion of one person in a line ministry was that GIDD-Bid was a misconceived idea since the GFPPs had no tangible incentive for making the extra effort to prepare proposals for funding. The reviewer would tend to agree.

4.3.1.2 Output 2

OUTPUT 2: Gender responsive legal framework in targeted economic, social , cultural and political spheres of national development			
Activity	Description	Components	Status
2.1 Review of the legislative and regulatory framework to ensure gender responsiveness		i. Commission the Zambia Law Development Commission to collate existing literature on customary practices	Pending (report not seen by reviewer)
		ii. Commission the Zambia Law Development Commission for the domestication of CEDAW.	Work done by independent consultant
		iii. Conduct gender sensitization for chairpersons, vice chairpersons and secretaries of committees of the NCC.	Done
		iv. Conduct sensitization for the House of Chiefs.	Not verified
2.2 Draft the Gender Based Violence Bill		i. Commission the Zambia Law Development Commission to draft a Bill on Gender Based Violence.	Done
		ii. Consult stakeholders on the draft Bill on GBV.	Done
		iii. Sensitize Parliamentarians on the proposed Bill on GBV.	Done
		iv. Provide technical support to the national technical working group on gender based violence.	Not verified
2.3 Capacity Development for gender mainstreaming in the legal drafting processes		i. Train legal drafters in the Ministry of Justice on gender analysis and mainstreaming skills.	Pending
		ii. Provide technical assistance to the judiciary and police service on gender mainstreaming in training curricula.	Pending, but training conducted for judges
		iii. Sensitize members of the committee responsible for gender in parliament in collaboration with PRP3 on the provisions of regional and international instruments on gender.	On-going

Comments on Output 2: The Programme accomplished two important tasks. The first was the mapping of the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), which identified parts of Zambian law that were at variance or not fully compliant with the Convention. At the time of the review, the consultant for the mapping of the CEDAW was preparing the final report incorporating the discussions on the draft. The stakeholders agree that the exercise will effectively guide Government on measures that are needed to domesticate the CEDAW. The second task successfully accomplished was to draft a Bill on Gender Based Violence. At the time of preparing this report the Bill had reached an advanced stage of the parliamentary process of its adoption into law. The JGSP has prepared an Action Plan for maximizing the impact of the law after it has been passed.

Other activities in Output 2 were the gender orientation for parliamentarians as a strategy for sustained support for gender sensitivity in the national budgeting process, and the facilitation for judges to attend an international conference aimed at increasing gender sensitivity in the judicial system.

4.3.1.3 Output 3

OUTPUT 3: Partnerships for the implementation of innovative initiatives for economic empowerment of women facilitated and operational.		
Description	Components	Status
3.1 Develop a partnership strategy for women's economic empowerment with special focus on the vulnerable groups.	i. Develop a partnership strategy for women economic empowerment.	Report done, but not seen by reviewer
	ii. Consult stakeholders on the partnership strategy for women's economic empowerment.	Done
	iii. Establish the administration of a grant facility for economic empowerment of women	Done
3.2 Capacity Development for entrepreneurship among women	i. Inventory of entrepreneurship training programmes and institutions available in Zambia.	Included in Partnership strategy
	ii. Establish entrepreneurship training partnerships for women with established institutions such as ZACSMBA and Zambia Development Agency (ZDA).	Pending
	iii. Train selected vulnerable women for entrepreneurship.	On-going
3.3 Mainstream gender into the guidelines of the CEEC.	i. Provide technical assistance for gender responsive CEEC guidelines	Overtaken
	ii. Periodically review the implementation of the economic empowerment programmes	Pending ⁸

Comments on Output 3: Among the activities accomplished was the development of a partnership strategy which was reported in the first quarter of 2010. As economic empowerment of women seems to be an area replete with actors and interests, the partnership strategy was an important tool for ensuring that the Programme interventions were strategic and consistent with its broad aims. Another element of this Output is the training of women entrepreneurs, which appears to have been a major activity in 2010, to the extent that the third quarter progress report noted a significant over-expenditure. Many of the programmes were conducted under the WEDGE Programme of the ILO and during the review, the local District Gender Committees reported that they had not been involved in the mounting of the activities and they did not recognize the activities as being part of the JGSP. On the whole, the JGSP has low immediate visibility as a player in the economic empowerment of women.

The partnership with CEEC did not develop as envisaged with regard increasing women's access to CEEC loans. The CEEC was initially of the view that women entrepreneurs should be encouraged to develop proposals that included basic business considerations like projected markets and cash flow forecasts. The CEEC considered this as an important step towards enabling women to transform their businesses from elementary activities like trading in horticultural produce in markets to running bigger and well organized enterprises. The partnership would then have involved GIDD in facilitating the training of women in the preparation of business proposals. However, business proposals were deemed too complex for the target women and the CEEC revised its guidelines to remove such obstacles and to

⁸ CEEC has a section that produces gender disaggregated statistics

decentralize the disbursements using the provincial centres. Up to amounts of K50 million, the CEEC no longer requires applicants to submit formal proposals. This ceiling would include nearly all the women and women's groups that the JGSP would target in its efforts; thus this measure substantially obviates the need for training women in proposal preparation. It is a moot point whether or not this revision of the CEEC guidelines is sustainable or progressive.

4.3.1.4 Output 4

OUTPUT 4: Enhanced institutional framework capacity for coordination, advocacy, reporting, monitoring and evaluation of gender mainstreaming in service delivery.			
Activity	Description	Components	Status
4.1 Review of the Gender Policy		i. Consult stakeholders at national, provincial and district levels on the National Gender Policy.	Pending
		ii. Appraise the National Gender Policy for gaps and emerging issues	In progress
		iii. Print and disseminate the revised National Gender Policy.	Pending
4.2 Develop a communication and advocacy strategy for gender in development		i. Develop a gender communication and advocacy strategy.	Done
		ii. Develop a gender communication and advocacy implementation programme	In progress
		iii. Disseminate the gender communication and advocacy.	Pending
		iv. Regularly update the Gender in Development Website and popularise it.	Site has inadequate information
		v. Establish a knowledge management, research and documentation centre at GIDD	On-going
4.3 Strengthen the coordination, accountability, monitoring and evaluation institutional framework for gender mainstreaming		i. Review the findings of the SADC Assessment of the institutional framework for gender mainstreaming	Pending
		ii. Secure technical assistance for the development and implementation of the M & E system for gender mainstreaming.	Assistance secured, work in progress
		iii. Hold an M & E Validation workshop with public service and civil society organisations implementing stakeholders.	Pending
		iv. Provide coordination, monitoring and evaluation operational funding for the Gender Sector Advisory Group meetings, gender focal point meetings and provincial and district gender sub-committee meetings.	Patchy in provinces and districts
		v. Review and strengthen the composition and mandate of the Gender Consultative Forum.	Forum inactive
		vi. Engender the National Aids Council Strategic Plan and annual plans to ensure gender responsive HIV/AIDS interventions	Done with separate funding

Comments on Output 4: In the absence of a specialist for Monitoring and Evaluation, the progress towards this output was slow. The specialist was recruited towards the end of the second quarter 2010

and the impact of her work will begin to be felt from 2011. Nevertheless by year-end 2010 the Programme had produced a National Gender and Development Communication Strategy.

The Programme has also embarked on the review of the National Gender Policy, starting with an appraisal of the performance of the 2000 Policy. The Programme partners also participated in the review of the Sixth National Development Plan, an activity which, though not explicitly planned under the JGSP, was relevant and important to the Programme. When the SNDP was launched in February 2011, the revision of the Gender Policy had hardly begun. Therefore, the revised policy will have no influence on the SNDP, to the extent that the Policy remains unchanged. The review of the Policy should take a higher priority in the subsequent period of the Programme.

With the launch of the SNDP in February 2011, an opportunity has been missed for the revised Gender Policy to provide a basis for the gender provisions in the SNDP.

4.3.2 Outcomes

While it is premature to assess the outcomes of the JGSP, there is evidence of positive change that is attributable in part to the Programme. For instance, during the budgeting for the 2011 financial year, the Ministry of Finance and National Planning issued revised guidelines urging specific attention to gender. The appointment of provincial and district gender focal point persons and the reinvigoration of the Gender Sub-Committees have increased the attention to gender in the Development Coordination Committees. The sub-committees interviewed for this review showed high levels of awareness of the perceived priority areas of attention in the respective localities. When complemented by statistical district gender profiles, modest resources and imaginative partnerships with other players, this sensitivity has potential to fundamentally improve the position of women.

In a direct and tangible way the Programme contributed to the change in land policy and administration in favour of women. This policy has resulted in increased land allocations to women, sometimes exceeding the 30% guideline as in one recent instance by the Chongwe District Council. The Gender Sub-Committees confirmed that the district councils are alert to this guideline and endeavor to enforce it rigorously. In rural districts women appear to be weighed down by the legacy of deeply ingrained disadvantage, which inhibits them from taking full advantage of the new policy dispensation.

On the legal front, the impact of the domestication of the CEDAW and, more immediately, the passing of the GBV law, will be to enhance women's rights and to entrench them in an enforceable framework of legislation.

The project had envisaged the attainment of the SADC and African Union gender benchmarks in the social and economic development processes by 2010. Clearly this was overambitious since the targets of the SADC Gender Protocol of 2008 are for 2015. In 2010, the Southern Africa Gender Protocol Alliance assessed the progress by SADC members towards the 2015 targets. To take one example, Zambia made

a 5% gain in the elevation of women to decision-making positions over the ten-year period to 2010⁹, scoring well below 20% at the end of the period. The JGSP target for this indicator is 50% by 2010 five years earlier than the SADC benchmark. Thus, although the JGSP is making a difference, it needs to set more realistic outcome targets and to give sufficient attention to supporting the gains with measures for their sustainability over time.

4.3.3 Role of Partners

Since GIDD advances its programmes and objectives by working with and through a variety of partners, it follows that the outcomes of the JGSP will be realized through the roles played by these partners. In government the partners are the priority sector ministries for the gender programme. In the ministries of Health and Education gender is a priority focus area and the activities in these ministries contribute to the advancement of the objectives of the JGSP. Health programmes aimed at reducing the maternal mortality rate, combating the feminization of HIV/AIDS, and increasing access to medicines and health facilities all strongly further the aims and objectives of the JGSP. Similarly, education policies and strategies for the attainment of gender parity enrollments, the discouragement of early marriages among girls, and the promotion of female participation in mathematics and science are all consistent with the JGSP. Other ministries are beginning to respond directly to the interventions of the JGSP, notably Lands and Justice, both of which have responded by taking practical steps in their respective spheres to improve the lot of women in the country.

Probably GIDD's partnership with provincial and district structures has the greatest potential for yielding tangible outcomes from strategic inputs. These local structures incorporate all the priority sector ministries, and provide mechanisms for implementing community-based development interventions. Therefore, the JGSP should continue to emphasize the vital role of the District Gender Committees by empowering them with resources and technical support. An important start has been made with the statistical gender profiling.

In view of the identified gaps in statistics the JGSP should target the Central Statistical Office for priority attention in order that the standard statistical surveys and censuses treat gender sufficiently.

Outside government several civil society organisations particularly under the umbrella Non-Governmental Organizations Coordinating Council advance the aims and objectives of the Programme through lobbying for new laws and undertaking community-based projects. The NGOCC has an extensive network countrywide. In the context of the project, GIDD collaborated with various non-governmental agencies on, for instance, the GBV Bill and the CEDAW mapping exercise.

⁹ "SADC Gender Protocol Barometer 2010", Southern Africa Gender Protocol Alliance, www.genderlinks.org.za, 2010

4.4 On Sustainability of Results

The development outcomes of this programme are more meaningfully assessed at the end than at this time when many activities under the four outputs are either still underway or have yet to start. Nevertheless, there are notable results which, in time, should ultimately have significant impact on gender balance in development. The results include the GBV Bill, which will become law in 2011. The enforcement of the law should help to reduce spousal violence, especially wife battering. The mapping of the CEDAW marks an important step towards enhancing the legal protection of women's rights. Although a concern has been expressed about one or two clauses in the constitution, the consultant who undertook the CEDAW mapping explained that there was sufficient constitutional leeway to effect all the legal protections desired. Therefore the CEDAW mapping is a precursor to major strides towards elevating of the status of women in the country. Systemic changes such as those witnessed at the Ministry of Lands complement the legal advances and are of at least equal importance in promoting the economic and social standing of women. Equally, there is a discernible positive shift in official attitudes towards gender as demonstrated in the instructions by the Ministry of National Planning requiring all line ministries to pay particular attention to gender during the budgeting process for 2011. These matters of attitude will take time to take hold because negative biases, which afflict both sexes, are so deeply entrenched in tradition.

There are also some signs that through different partnerships at the community level, there is growing public awareness of the gender dimension to community problems. For example news media reports of headmasters taking on parents to prevent young girls terminating school in order to marry, or of male activist groups formed to influence men against wife battering, or of chiefs taking a leading role in moderating some of the more pernicious traditional practices – these and others are indications of a society in transformation. But it is a long road, and the risk of regression is never too far. Therefore the question arises as to whether the Government of the Republic of Zambia through GIDD and through its various partners, has the means to sustain the momentum of progress towards gender equality.

The most serious threat to the sustainability of outputs and impacts is premature termination of Programme activities. By the end of 2011, when the programme is due to expire, many activities will be incomplete and some critical achievements will have little impact because of the absence of follow up actions. This report has shown that all four outputs are unlikely to be completed by the scheduled date of programme expiry, December 2011. For example, although the CEDAW mapping prepared the necessary ground for the review of legislation, it cannot be completed in the remainder of the programme. Some critical activities, including the development of the M & E for the national gender programme, the strengthening of gender mainstreaming structure, especially at the local level is a substantial undertaking which requires more time than the remaining time allows. As pointed out earlier the failure to complete the activities is attributable to the late start of activities, to the challenges encountered along the way and to the late recruitment of technical personnel.

The sustainability of the Programme results and their contribution to development outcomes to a great extent depend on the human resource capacity at GIDD. . By the end of the Programme, the technical personnel attached to GIDD will have served for much less than half the duration of the Programme. More than likely, their departure will substantially weaken GIDD as it seeks to consolidate the results

and to steer the unfinished activities to their logical conclusion. This would pose the threat that GIDD would not have sufficient capacity to build on the work begun during the JGSP.

Sustainability also relates to the ability of the Government to continue funding the national gender programme after the end of the JGSP. Although there was inadequate information to establish definitive funding trends, the percentage treasury disbursements to GIDD increased from about 65% in 2009 to more than 80% in 2010. The budget too had increased significantly. Partly the budgetary increase caters for the increased staff in the Finance and Audit section, a measure that is important for the efficiency and accountability in the application of funds, which contributes to sustainability of outcomes. While this is evidence of commitment to the national gender programme, there was insufficient evidence to show that the government met its annual financial pledges to the JGSP. What evidence there is (See Sect 4.2.3) suggests otherwise.

Government funds alone would be insufficient to complete Programme activities and to consolidate the results and outcomes.

These observations argue for an extension of the JGSP in order to complete the activities and as a means for ensuring that the programme contributes to the broader long-term development outcomes.

5. Lessons Learnt

5.1 Programme Design

1. Programmes that involve multi-lateral partnerships require considerable preparation time in order to agree on the modalities of implementation. The late start of the JGSP suggests inadequate preparedness for the commencement of activities.
2. While the pooling of resources by CPs and the close adherence to national planning objectives and targets contribute to efficiency, effectiveness and the sustainability of results, it is important to ensure that inclusive management structures enable adequate involvement of the CPs and that such structures function as intended. The CPs felt marginalized and inadequately informed about the progress of the JGSP.
3. More attention should be paid to the Monitoring and Evaluation framework of the programme. It was not clear from the project design how the outputs would contribute to the Programme indicators; furthermore, performance indicators for the activities needed better definition.
4. More attention should be paid to the design of the project implementation structure to distinguish matters of policy and strategy from those of operations, and to ensure that both are sufficiently catered for. The PITC fails to function because it encompasses both aspects, to the detriment of project implementation. The failure also partly explains the feelings of detachment expressed by the CPs.
5. Hierarchy is important in any civil service structure. Therefore, careful thought should be given to the allocation of project responsibilities among personnel in GIDD. The coordination of the JGSP by one among other Directors generated some resentment among peers, especially as it affected access to resources.

5.2 Implementation

6. The absence of technical staff can seriously hinder the progress of implementation. The recruitment of specialist staff such as the Programme Officer and the Monitoring and Evaluation expert made a great difference to the performance of the JGSP. This has implications for the long-term sustainability of the national gender programme.
7. To ensure that money is spent on the priorities established in the project document, there must be close financial monitoring of disbursements, ensuring that the GRZ project contributions are distinguished from the regular GIDD budget. The GRZ disbursements to the project were not readily accessible to the reviewer.
8. As much as possible the financial regulations, especially with regard to procurement of services, should be harmonized and agreed between the UNDP and GIDD. Payments against the CP budget to service providers were often delayed or varied as a result of non-adherence to UNDP requirements.
9. Frequent changes in project leadership can hamper progress. While the project can have little or no influence on personnel changes, whether in government or in the CP institutions, efforts should be directed towards insulating the project from discontinuities resulting from such changes. The project design should be revisited to identify weaknesses or lack of clarity. In

addition, there should be more effective use of the implementation framework to ensure adherence to agreed principles and procedures.

10. Training of GFPPs alone is of limited effectiveness because of rapid staff turnover, especially through transfers. Gender committees in line ministries and in the provincial and district centres are more stable and should be targeted for training rather than individuals. This would have been easier to do if GIDD had supported sector ministries to implement their own activities in gender.
11. While the mainstreaming of gender in policy and planning structures and systems is necessary for progress towards gender parity, it is not sufficient; it is also necessary to create champions. The developments in the Ministry of Lands illustrate this. Fortuitously, the leadership of the ministry brought together persons who had had exposure to gender issues and who understood the impediments that land management and administration posed to the social and economic advancement of women.
12. In line ministries, the delegation of the functions of the GFPP to junior officers contravenes the 2003 directive of the Secretary to the Cabinet. Some GFPPs in line ministries are at lower levels of seniority than was intended.
13. The GIDD-Bid Trust Fund was not sufficiently publicized and may have been premature since many of the GFPPs had not been appointed. More fundamentally the idea was flawed in assuming that the GFPPs out of personal interest would be motivated to prepare funding proposals. No applications were received.
14. The proper use of consultants for specialized assignments is an effective means for enhancing the capacity of GIDD. Good examples of this are the gender audits of ministries and the mapping of the CEDAW.
15. Project partners do not equally subscribe to the bias of the project towards building capacity and strengthening systems for gender mainstreaming. Some partners feel that more resources should go to supporting women in their livelihood activities.

6. Conclusions and Recommendations

6.1 Conclusions

Designed to advance the gender objectives of the Government of the Republic of Zambia the Joint Gender Support programme is closely aligned to the Fifth National Development Plan, 2006 – 2010. The Outputs defined for the programme relate directly to the core mandate and functions of the Gender and Development Division. Furthermore, in accordance with the Joint Assistance Strategy for Zambia the inputs of the Cooperating Partners were coordinated by one lead CP, the UNDP. In this way, the design of the Project was an implementation of the principles of the Paris Declaration on Aid Effectiveness

This Mid-Term Review of the Joint Gender Support Programme shows that in spite of a delayed and slow start, much has been achieved in an eighteen month period of activities. Concrete results include the mapping of the CEDAW, the gender audits of some line ministries and extensive and varied training of Gender Focal Point Persons. They also include orientation programmes for the judiciary and sensitization programmes for members of the national assembly. The programme has done much to draw attention to gender at all levels of public administration, from the line ministries to the provincial centres and to the districts. The Government has responded by taking measures towards mainstreaming gender in development planning at all levels. Thus in 2010, the Ministry of Finance required that gender be accorded specific attention during the preparation of the 2011 budgets. Also, gender committees were formalized as sub-committees of the Development Coordinating Committees in provincial centres and in districts. In the districts, in a signal move to elevate gender, Government appointed the District Administrative Officers, second in hierarchy to the District Governors as Gender Focal Point Persons.

Against these achievements, the JGSP had several shortcomings mainly concerned with management aspects of the programme. These are in the areas of project design, monitoring and evaluation, and programme supervision.

6.2 Recommendations

1. The JGSP should be extended for a further period of at least four years. Although it would appear premature to recommend an extension in a mid-term review, there are several justifications: a) By the time the report of this mid-term review is concluded and considered, less than one year will remain before the planned expiry of the JGSP. It is clear that many activities will be incomplete by then. b) The findings and conclusions of the mid-term review raise fundamental questions about project design, project management and mode of implementation. Now, before the project lapses, is a good time to address the issues as this will help to avoid an interruption of activities. The record of delay in commencing the project is a lesson to take into account. c) Formally, the context of the project should shift from the FNDP to the SNDP, even if the change in the content of the JGSP may be insignificant. d) A four-year extension beginning 2011 will align the project to the SNDP (2010 – 2014).
2. In an extension phase, the partners should design a more robust monitoring and evaluation framework for the project taking into account the findings of this review.
3. The project partners should reconsider the implementation mode that evolved and departed significantly from the project design. Assuming that in the foreseeable future GIDD will remain a

unit of Cabinet Office, the project should bring the implementing partners closer to the centre by reverting GIDD to its role and purpose as coordinator and provider of technical support.

4. GIDD should ensure that during take immediate steps towards absorbing the functions of the project staff in its permanent structures, either through the establishment of new positions or through a reorganization of the structure of the Division. This would be an important measure for the sustainability of the project activities beyond its expiry.
5. The project management structure should be reviewed taking account of the lessons learnt and specifically, ensuring that a revised structure facilitates more effective oversight of the project.
6. The project partners should assess GIDD's capacity to manage CP funds with a view to transfer the responsibility for payments from the lead CP to GIDD. This had potential to enhance efficiency and to contribute to long-term sustainability of the project results.
7. The important initiative of collecting gender statistics by district committees should be continued and the template should be reviewed at intervals to improve the quality and comprehensiveness of the data.
8. More guidance and matching resources should be provided to district gender committees to ensure that the committees add real value to the local strategies, plans and activities for gender equality.

Documents

- 1 Joint Gender Support Programme (2008 – 2011) – Project document
- 2 Joint Declaration of Support to the Joint Gender Support Programme with the Gender in Development Division (GIDD), December 4, 2008
- 3 Fifth National Development Plan, 2006 – 2010
- 4 National Gender Policy, March 2000
- 5 2009 Annual Progress Report of the Fifth National Development Plan,
- 6 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

- 7 2009 Annual Work Plan (Signed June 2009)
- 8 2009 Third Quarter Work Plan for the Gender in Development Division, July 2009
- 9 Annual Work Plan (Revision 7 October 2010) – *not signed*

- 10 Progress on the Implementation of Activities for the Third Quarter 2009
- 11 Joint Gender Support Programme (2008 – 2011): Report for the Period December 2008 – June 2009
- 12 Project 00063077 – Joint Gender Support Programme: 2009 Quarter 3 Progress Report
- 13 Project 00063077 – Joint Gender Support Programme: 2010 Quarter 1 Progress Report
- 14 Project 00063077 – Joint Gender Support Programme: 2010 Quarter 3 Progress Report
- 15 Annual Project Review Report 2009 (Reporting Period: Jan 2009 – Dec 2009)

- 16 2009 Annual Report for the Gender in Development Division (1st January – 31 December 2009),
December 2009
- 17 2009 Mid – Year Report for the Gender in Development Division, July 2009
- 18 2009 Mid – Term Report for the Gender in Development Division, April 2009
- 19 First Quarter Report for the Gender in Development Division, April 2009

- 20 JGSP: Minutes of the 1st PITC Meeting held on 23rd March 2009.
- 21 JGSP: Minutes of the 2nd PITC Meeting held on 14th May 2009
- 22 JGSP: Minutes of the 3rd PITC Meeting held on 31st July 2009
- 23 JGSP: Minutes of the 4th PITC Meeting held on 5th February 2010

- 24 Minutes of the Chongwe District Gender and Cultural Services Committee, June 17, 2010

- 25 Third Quarter Report of the (Chongwe District) Gender and Cultural Sub-committee to the DDCC, November 4, 2010
- 26 Minutes for the (Chibombo District) Gender Subcommittee Planning Meeting, November 12, 2010
- 27 Report of the Gender Sub-committee to the (North-Western) Provincial Development Coordinating Committee, May 30, 2009
- 28 Summary Report on the Workshop Proceedings of the 2011 Provincial Annual Gender Review and Planning Meeting, Kabompo, MoFNP, Provincial Planning Unit, December 13 – 14, 2010

- 29 National Plan of Action on Gender – Based Violence (2010 – 2014), GIDD, April 2010
- 30 Gender Based Violence Survey Report (GBV – 2006), Central Statistical Office, March 2008
- 31 Gender Audit of the Ministry of Lands, GIDD, May 2010
- 32 Report on Mapping of Legislation on the International Convention on the Elimination of All Forms of Discrimination against Women, GIDD, 2010
- 33 Gender Audit of Education Sector, Zambia, UNICEF and Eastern and Southern Africa Regional Office (ESARO), November 2009

List of Persons Interviewed

	Name	Institution/Position
1	Dr Chakulimba-Monjolo, M (Mrs.)	Chingola/District Medical Officer/Chair
2	Malamba Bernadette (Ms.)	Chingola/CINDI/Member
3	Mpundu, Martin	Chibombo/ Forestry Officer/Gender Committee
4	Mudenda, Febby (Mrs.)	Chibombo/Comm. Development/Gender Committee
5	Mutenda, G. K. (Mrs.)	Chingola/YWCA/Vice-Chair
6	Simbule, Phillip	Chingola/DAO/GFPP
7	Banda, M. N. (Ms)	Chongwe/Community Development/Gender Committee
8	Kakubo, N. W. (Ms.)	Chongwe/Social Welfare/Gender Committee
9	Kasesha, D. C. (Ms.)	Chongwe/Health/Gender Committee
10	Mbewe, D. (Ms.)	Chongwe/Water Affairs/Gender Committee
11	Mutale, S. M.	Chongwe/District Administrative Officer/GFPP
12	Nsafani, M.	Chongwe/ Information Officer/Gender Committee
13	Mayaka, William	CSO/Deputy Director, Social Statistics
14	Mukuka, Peter	CSO/Deputy Director, Information, Research and Dissemination
15	Zulu, J. N.	CSO/Regional Statistician (central)/former GFPP
16	Daka, Given (Mrs.)	Embassy of the Kingdom of the Netherlands
17	Teleka, Jane (Mrs.)	ESAMI/Country Coordinator
18	Banda, Mainga (Ms.)	GIDD/M & E Specialist
19	Gwaba, Monde (Ms)	GIDD/Ag. Director, Social, Legal and Governance/Policy Education Officer
20	Kalamwina, Christine (Mrs.)	GIDD/Director, Social, Legal and Governance
21	Kapembwa, J.	GIDD/Director Economic and Finance
22	Kaunda, Gabriel	GIDD/Permanent Secretary
23	Mbumwae, Victor	GIDD/Director, Information and Documentation
24	Namukwai, Rose (Mrs.)	GIDD/ Programme Officer
25	Musamba, Josephine	Irish Aid Programme Executive
26	Nkhoma, Stella (Mrs.)	Irish Aid/Gender and Poverty Advisor
27	Sadlier, Maurice	Irish Aid/Programme Officer
28	Chikoye, Mungule	ISTT/Executive Director
29	Sikazhila, Collins	ISTT
30	Kawina, Harriet (Mrs.)	Mazabuka/DAO/GFP
31	Kunda, Musonda	MACO/Senior Sociologist, Policy Unit
32	Morton, Robert	Mazabuka/Member
33	Simukwala, Variet (Ms.)	Mazabukka/Member
34	Shitima, Oscar	MoE/Planning Officer, GFPP
35	Kauseni, K. (Mrs.)	MoJ/Assistant Director, GFPP
36	Sichone, Sindiso (Mrs.)	MoJ/CEDAW Mapping Consultant
37	Ufwenuka, Charles	MoLands/Head, Planning & Information /GFPP
38	Sibande, Ernest,	NGOCC/Capacity Building and Networking Coordinator
39	Ziba, Nalundu	NGOCC/Communications and Advocacy Coordinator
40	Valvatne, Lars Sigurd	Royal Norwegian Embassy/Counsellor (Governance)
41	Wumba, Rhoda, K. (Mrs.)	Solwezi /Bee Keepers' Club/Vice Chair

42	Chansa, C. C. (Ms.)	Solwezi D/Comm. Dev./Member
43	Hamabwe, Chitambo M.(Ms)	Solwezi D/National Aids Council/Member
44	Kapumo, Benson Luyanga	Solwezi D/DAO/Interim Chair
45	Kasweka, Patience	Solwezi D/Social Welfare/Member
46	Matengu, Moono J.	Solwezi D/MACO/Member
47	Mwiinga, Hamilandu Clifford	Solwezi D/Social Welfare/Member
48	Songolo, Rachel Manda (Ms)	Solwezi D/Forestry/Member
49	Chansa, C. C. (Ms.)	Solwezi P/Comm. Dev./Member
50	Hilweele, C.	Solwezi P/Comm. Dev./Member
51	Lubinda, V. Dr (Ms.)	Solwezi P/Clinical Care Specialist/Member
52	Machila, R.	Solwezi P/Prov. Planning Unit, MoFNP/GFPP
53	Matakala, Musialela	Solwezi P/Comm. Dev./Member
54	Mubisi, J. N. (Ms.)	Solwezi P/Agricultural Officer/Member
55	Mumba, Fabian	Solwezi P/Deputy Permanent Secretary/Member
56	Mwansa, P. C.	Solwezi P/NGOCC/Chair
57	Simasiku, Innocence L. (Ms.)	Solwezi P/Forestry/Member
58	Kang'asa Doreen, M. (Mrs.)	Solwezi/Bee Keepers' Club/Treasurer
59	Ng'andu, Frida (Mrs.)	Solwezi/Bee Keepers' Club/Chair
60	Fekete, Georgina	UNDP
61	Mwale-Yerakun, Dellia (Mrs.)	UNDP