

Mid-Term Evaluation
Programme for Promotion and Protection of Women and Children's Rights
(PPPWCR)

Report

November 2014

Acronyms

CDO	Child Development Officer
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CSO	Central Statistical Office
DFID	UK Department for International Development
GBV	Gender-based violence
GFP	Gender Focal Point
GIDD	Gender in Development Division
GRZ	Government of the Republic of Zambia
JGSP	Joint Gender Support Programme
MDD	Management Development Division
MGCD	Ministry of Gender and Child Development
PCDC	Provincial Child Development Coordinator
PITC	Programme Implementation Technical Committee
PPPWCR	Programme for Promotion and Protection of Women and Children's Rights
PS	Permanent Secretary
PSMD	Public Service Management Division
SADC	Southern African Development Community
SAG	Sector Advisory Group
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VFM	Value for Money
VSU	Victim Support Unit
ZNWL	Zambia National Women's Lobby

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1. Introduction

Background

Gender inequality is high in Zambia and women and girls face discrimination in all areas of life. To help address this, DFID is providing support to strengthen the capacity of the Ministry of Gender and Child Development (MGCD) through funding for implementation of the Ministry's Programme for Promotion and Protection of Women and Children's Rights (PPPWCR) and flexible technical assistance. DFID funding – £2,337,500 over three years (2013-2016) – is managed by UNDP. DFID support commenced in March 2013; the MGCD officially commenced the PPPWCR in June 2013.

DFID funding is expected to improve the Ministry's capacity to take forward plans to:

- Advocate for reform of the Constitution and related laws.
- Ensure domestication of the Convention on Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC) and the implementation of the Anti-GBV Act.
- Support priority sector ministries, specifically health, community development, education, agriculture and lands, to implement gender-responsive planning and budgeting.
- Encourage increased allocation of land and agricultural inputs to women to improve women's rights and access to assets.
- Lobby for greater representation of women in politics and in decision-making positions in the civil service.
- Promote positive gender norms through a communication strategy which will target, amongst others, traditional and religious leaders and relevant civil society organisations.

The intended impact is reduced gender inequality in Zambia. The intended outcome is an enabling environment for the legal, political, economic and social empowerment of women in Zambia. With DFID support, the MGCD will deliver the following outputs:

- Effective leadership, coordination and monitoring of action to improve gender equality.
- Support to priority ministries to implement gender-responsive policy, planning and budgeting.
- Coordinated action to domesticate CEDAW and to implement the Anti-GBV Act.
- A national communication strategy to promote positive gender norms and increase awareness of laws and policies.
- A national strategy to increase women's representation in decision-making positions.

DFID support will contribute to achievement of the following results:

- Revision of at least four laws to conform to CEDAW provisions.
- 30% of newly allocated state land allocated to women.
- 40% of decision-making positions in the civil service held by women.
- 55% of adults attaching equal importance to men and women.

Mid-term evaluation

The main objectives of the mid-term evaluation of the PPPWCR (see Terms of Reference in Annex 1), which was conducted by an independent consultant in October-November 2014, were to:

- Evaluate progress towards the achievement of results as defined in the logical framework.
- Identify potential mid-course adjustments to programme design and implementation strategy.
- Provide recommendations to improve execution and achievement of planned results.
- Document lessons learned and identify best practices that could be replicated or scaled up.

The evaluation method included a review of key documents (see Annex 2) and a two week country visit to meet with stakeholders (see Annex 3). A short debriefing was held with the MGCD and DFID Social Development Advisor.¹ A summary evaluation matrix is included in Annex 4 and a summary of findings against standard evaluation criteria and related questions in the terms of reference is in Annex 5.

Section 2 of this report provides an overview of progress towards results, Section 3 considers PPPWCR management issues, and Section 4 includes general observations on issues that influence or could improve MGCD performance. Section 5 summarises lessons learned and recommendations.

¹ Unfortunately the country visit coincided with the unexpected death of President Sata. As a result, it was not possible to meet with some key stakeholders, including the Cabinet Secretary and the MGCD Permanent Secretary, one of the two field visits planned had to be cancelled, and the Permanent Secretary was unavailable for the debriefing.

2. Progress towards results

The following summarises progress towards indicator milestones for 2014 and 2015 in the DFID logical framework², key issues and recommendations highlighted by the mid-term evaluation, and progress in taking forward recommendations made by the DFID Annual Review in February 2014.

Output 1: MGCD delivers effective leadership, coordination and monitoring of action to improve gender equality

Indicators	Milestone 2014 (March)	Milestone 2015 (March)	Progress
1.1 Number of functional working groups for coordinating gender programmes and strategies that include all relevant stakeholders including civil society other line ministries, traditional leaders	5 (Steering Committee for Permanent Secretaries; Gender Statistics Committee at Central Statistical Office (CSO); Gender Sub-Committees in three line ministries)	7 (5 as per 2014 and two additional: SAG Working Group; Gender Status Forum)	On track. Steering Committee of PS and Gender Statistics Committee of CSO established; the Steering Committee of Permanent Secretaries met in February 2014 and the Gender Statistics Committee of the CSO met in November 2013. Gender Sub-Committee established by Ministry of Health in 2014. Working groups have met on political representation, lands strategy and GBV. The SAG has not met in 2014. There are no structures for coordination with civil society or traditional leaders.
1.2 National gender M&E plan and system established and implemented	5 of 19 (26%) line ministries and provinces submit data on core indicators in the national gender M&E plan	9 (47%) line ministries and provinces submit data on core indicators in the national M&E plan	On track. Data submitted for 2012/2013 National Gender Status Report by 5 line ministries (Health, Education, Community Development and Mother and Child Health, Justice, Gender and Child Development) and 3 other government institutions (CSO, Zambia Police Victim Support Units (VSU) and Bank of Zambia)
1.3 Annual publication and dissemination of National Gender Status Report	2011 report produced and disseminated to key stakeholders	2013 report produced and disseminated to key stakeholders	Achieved. 2011 National Gender Status Report published and disseminated. Final draft of the 2012/2013 National Gender Status Report has been prepared, under the leadership of CSO, and will be published in early 2015.
1.4 Gender Equality Fund used for training and capacity building of MGCD and gender focal points ³	Strategic Training and Capacity Building Analysis Plan completed and approved by MGCD	Gender Equality Fund used to develop capacity of 50% of gender analysts and Directors in MGCD	Achieved. Consultants were engaged in November 2013. Following consultations with MGCD, line ministries, gender focal points and sub-committees, a Strategic Training and Capacity Building Plan was developed and approved by MGCD. Activities are underway.

Overall, there has been good progress with this output, particularly with respect to production of the National Gender Status Report and planning and implementation of training and capacity development; however, coordination and monitoring and evaluation (M&E) need to be improved. Key issues and recommendations are discussed below.

² Although DFID is supporting the overall PPPWCR, DFID monitors progress using a limited set of indicators in a separate logical framework.

³ Output Indicator 1.4 was added following the DFID Annual Review in February 2014.

The MGCD has provided effective leadership in the legal and policy arena. The MGCD has provided strong leadership for coordinated action to develop the Gender Equality Bill and advocate for Cabinet approval. The MGCD has also provided effective leadership for the process of revising the National Gender Policy, including active participation of line ministries and other key stakeholders. The revised policy was adopted by Cabinet on 21 October 2014 and will be launched in December 2014. It sets out the roles and responsibilities of line ministries and the MGCD plans to reinforce this by writing to every line ministry highlighting their responsibilities under the new policy. Accountability will also be ensured through the Cabinet Office Policy Monitoring Unit, which reviews policy implementation performance.

Coordination structures could function more effectively. Although coordination structures have been established, not all of these meet consistently. Working groups with the Ministries of Lands and Agriculture have been initiated but have not met regularly. With some exceptions, such as the Ministry of Health and Ministry of Education, not all line ministries have active gender sub-committees. *The MGCD should review existing coordination structures, identify priorities and allocate responsibility to staff for ensuring that committees and working groups meet regularly. Such structures do not all need to be permanent; in some cases it may be more appropriate to establish short-term task forces to take forward specific strategies and activities.*

National gender focal points do not meet regularly and receive limited support. There has been little change since the Auditor General's report. Although gender focal points (GFPs) are invited to participate in meetings and workshops, there is no forum that provides them with the opportunity to meet together, or with the MGCD, on a regular basis. The MGCD does not have an up to date database of GFPs. There is no systematic approach to ensure that the knowledge and skills of GFPs are kept up to date or to build their capacity for influencing. GFPs noted they only get information through participation in meetings. The training and capacity development plan includes support for GFPs through action learning sets and peer support. *The MGCD should ensure that GFPs who are new to the role receive adequate orientation, training and support to enable them to fulfill their responsibilities, and that GFPs meet on a regular basis to plan activities and review progress.*

Provincial staff lack capacity and support. The MGCD has Provincial Child Development Coordinators (PCDCs) at provincial level, the Ministry plans to recruit additional provincial staff in 2015. In principle there are gender sub-committees at provincial and district level. A meeting with PCDCs and the field visit highlighted a number of issues. PCDC job descriptions do not reflect gender-related responsibilities. PCDCs have received little training or capacity development on gender; they also noted the need to orient staff across provincial departments rather than just GFPs in planning departments. Communication with central MGCD is poor; programmes and initiatives are introduced but without resources being provided and PCDCs were unaware of the women's economic empowerment EXPO. Child development and protection is their main focus of activity; gender-related activities are limited to implementation of the economic empowerment programme and coordination of gender sub-committees. Gender sub-committees lack terms of reference and guidance and tend to focus on preparation for events such as International Women's Day. PCDCs suggested that, given training, direction and support, these sub-committees could play an important role in gender analysis, developing locally appropriate strategies and supporting community activities. PCDCs do not meet on a regular basis with their peers or with the MGCD to plan or review activities and progress. PCDCs report to the provincial Permanent Secretary, but it is unclear which MGCD department is responsible for coordinating and supporting them; some informants suggested that it is Child Development, others that it is Planning and Information. *The training and capacity development plan includes gender equality training for provincial staff and provincial and district gender sub-committees in 2014 and 2015. In*

addition, the MGCD should: revise provincial staff job descriptions to reflect gender-related objectives and responsibilities; clarify lines of reporting and communication with the Ministry; coordinate regular meetings of provincial staff to plan and review activities, update knowledge and skills and share experience and learning; and ensure proactive communication with and support for provincial staff and sub-national gender sub-committees.

There are gaps in data required for national monitoring and analysis of the findings in the National Gender Status Report could be improved. The Central Statistical Office (CSO) reports that no data was provided for the latest report by the Ministries of Lands, Finance, Commerce or Mines, the Zambia Federation of Employers and the Citizen's Economic Empowerment Commission or by some provinces. CSO is planning to establish a gender statistics database – a steering committee for this has been established – so that quarterly statistics can be produced. The quality of gender data needs to be improved. Currently, few line ministries are able to provide basic data that is disaggregated by sex, although the revised National Gender Policy specifies that all partners are responsible for collecting and submitting sex-disaggregated data. The MGCD reports that lack of systems and financial resources for data collection are challenge for some ministries; it is currently working with Health and Local Government to strengthen monitoring. CSO highlighted the need to agree standard variables and reporting, as has been done for GBV, across line ministries. The National Gender Status Report would be stronger if it also included an overall analysis of what the data says about the status of gender equality in Zambia, including where there has and has not been progress, and identified priorities for action. *The MGCD, together with CSO, should develop and implement a strategy to ensure more complete reporting of data, including support to line ministries and other institutions for collection of disaggregated data.*

MGCD M&E capacity and systems are weak. The M&E plan 2011-2015 focuses on monitoring indicators at activity rather than outcome level and there is little reference to evaluation. Currently the MGCD has no dedicated M&E staff and support is provided by a VSO advisor. *The next M&E plan should be based on a clear results chain and linked to plans to introduce a results-based management system as well as to reflect the revised National Gender Policy. The MGCD should use the opportunity provided by Treasury approval of plans to recruit additional staff to ensure that the M&E function is fully staffed.*

Training and capacity development has been well received although it is too early to assess impact. The strategic training and capacity building analysis outlined a number of challenges including poor coordination and use of GFPs and gender sub-committees at provincial level, weak capacity in strategic planning and monitoring, and limited capacity in gender analysis within the Ministry itself. To address this, the training and capacity development plan for Year 1 (April 2014 to March 2015) includes organisational change management and leadership development for the MGCD senior management team, gender analysis training for the Cabinet Secretary Committee, MGCD Directors, Deputy Directors and provincial staff, PSMD performance management training for all MGCD staff, and support to GFPs through action learning. Training and capacity development implemented to date includes leadership training for the MGCD Permanent Secretary, team building for the MGCD senior management team, and orientation for the Cabinet Secretary Committee of Permanent Secretaries and feedback on these activities is very positive. However, activities planned in November and December 2014 may be delayed, pending approval of service providers by the MGCD. The MGCD needs to ensure that planned training and capacity development stays on track. *The impact of training and capacity development should be evaluated. Gender equality training is needed across departments in priority line ministries.*

Additional opportunities for learning could also be considered. In addition to training, the MGCD could use other approaches to improve and update the knowledge and skills of staff. For example, the

resource centre could be better used and specific staff could be tasked with conducting periodic reviews of the literature and websites to produce regular updates for staff on global and regional developments and new evidence. Consideration could be given to holding informal quarterly meetings, with gender researchers and experts from the University of Zambia and other institutions invited to present their work. Staff could also meet to discuss key reports such as the GenderLinks Zambia Barometer and ZNWL Gender Audit.

Follow up of 2014 Annual Review recommendations

1. *Gender focal points and gender sub-committees need to be better motivated, utilised and coordinated to assist the Ministry in delivering its commitments on gender. Status:* The training and capacity development plan includes support for institutional strengthening of gender focal points through action learning sets and peer support. As noted above, the plan does not include training or capacity development for line ministry gender sub-committees (see also Output 2).
2. *An electronic data capture system needs to be installed as soon as possible so that line ministries can update the system remotely. The data management system of the current M&E system is outmoded. Status:* No progress. However, VSO is proposing to provide additional advisory support to the MGCD, which would include support for the introduction of management information systems.
3. *An M&E officer needs to be appointed and deployed in the Ministry as soon as possible to fill this critical function. Currently there is no dedicated officer dealing with M&E. Status:* No progress. However, the MGCD should be able to address this when new staff are recruited in 2015.
4. *A further assumption should be added to the logical framework indicating that M&E capacity is adequate to ensure effective monitoring. Status:* To be added following this evaluation.

Output 2: Priority line ministries implement gender-responsive policies, planning and budgeting

Indicators	Milestone 2014 (March)	Milestone 2015 (March)	Progress
2.1 Priority ministries demonstrating increased gender planning	Guidelines for gender-responsive budgeting developed	Guidelines for gender-responsive budgeting implemented in all priority ministries	On track. Guidelines developed. However, there is no evidence that line ministries have yet implemented gender-responsive budgeting.
2.2 % (number of line ministries) that have adopted gender-responsive budgeting tools	47% (9) line ministries (Education, Health, Lands, Agriculture, Chiefs, Home Affairs, Energy, Community Development, Mines) have gender-responsive budgets	60% (11) line ministries have operationalised gender-responsive budgeting tools	Difficult to verify. Based on information provided by the MGCD, the Annual Review February 2014 reported that 9 line ministries have gender-responsive budgets. Feedback during the mid-term evaluation and other evidence suggests that this is not the case.
2.3 % (number of line ministries) reflecting expenditures on gender programmes	25% (5) line ministries (Education, Lands, Chiefs, Home Affairs, Community Development)	45% (8) line ministries	Achieved. GRZ's 2013 National Financial Report shows that these line ministries have expended budgets on gender activities.

There has been limited progress with this output. There is little evidence to suggest that line ministries have adopted gender-responsive planning and budgeting. Line ministry staff and GFPs met found it difficult to say whether their ministry's plans and budgets were more gender responsive and most suggested that the focus is still on budgeting for gender-specific activities. Efforts to support line ministries need to be intensified if gender mainstreaming across line ministries is to be achieved. Key issues and recommendations are discussed below.

Gender-responsive budgeting guidelines need to be revisited. The MGCD has developed guidelines and convened meetings to orient line ministry and provincial GFPs. Meetings have been held with the Secretary to the Cabinet, Committee of Permanent Secretaries to orient them on gender-responsive budgeting; the Secretary to the Cabinet has recommended commencing with the Ministries of Agriculture and Education and PSMD. There has been no orientation for other staff in line ministries. Despite MGCD efforts, the Ministry of Finance (MOF) has not been fully engaged in development of the guidelines. The MOF is currently revising guidance on planning and budgeting, to shift from activity-based to output-based budgeting. This will be piloted initially in a few ministries, including Education, Health and Agriculture. The MOF is also reported to be drafting a bill to ensure that cross-cutting issues such as gender are integrated in planning and budgeting process. *The MGCD and MOF need to work together to develop clear, practical guidelines for line ministries on how to do gender-responsive planning and budgeting, and to ensure that gender is addressed in MOF guidelines for output-based budgeting and the draft bill.*

Engagement with the Ministry of Finance has been challenging. The MOF Permanent Secretary was unable to participate in the strategic leadership training for the Cabinet Secretary Committee. Plans for joint analysis of the budget have not been taken forward. MGCD was unable to obtain inputs from MOF on the budget tool it has developed for parliamentarians. The MOF has requested MGCD to conduct a gender audit but this has not happened. GIZ facilitated a meeting between MGCD and MOF to determine how the two ministries could work together more effectively but this has not yet been followed up. *The MGCD needs to build a stronger working relationship with the MOF. Ensuring the MOF Permanent Secretary participates in further strategic leadership and gender equality training will be critical. Support from the Cabinet Secretary and GIZ could also help to ensure high level commitment within the MOF. MGCD should conduct a gender audit of the MOF; involvement of the Bank of Zambia, which has conducted its own internal gender audit, could be helpful. MGCD should also provide targeted orientation in gender analysis and gender mainstreaming for Directors of the 14 departments in MOF. More specifically, MGCD and MOF need to take forward plans for joint analysis of the 2015 budget.*

MGCD needs to provide targeted support to line ministries for gender-responsive planning and budgeting. There is a perception in some line ministries that gender-responsive budgeting equates to a separate budget for gender-specific activities, with the budget expended on activities such as commemorating events. This is highlighted as a weakness by the MGCD Strategic Plan, which also notes that few institutions allocate funds for gender analysis, audit or capacity building. There is a consensus that orientation for GFPs alone will not be enough to ensure that line ministries adopt gender-responsive planning and budgeting. *In addition to development of practical guidelines in collaboration with the MOF, the MGCD needs a clear plan for influencing and training line ministries in gender-responsive planning and budgeting. This should include departmental directors across ministries. The budget process begins in April, so training should be conducted as early as possible in 2015, if the MGCD is to influence the 2016 budget. Priority should be given to Ministries of Lands, Chiefs, Home Affairs and Community Development in addition to the three institutions identified by the Cabinet Secretary.*

Greater efforts are also required to ensure that provincial plans and budgets are gender responsive. Provincial GFPs have received orientation from the MGCD on gender-responsive planning and budgeting but their ability to influence other departments is limited. *Change will require orientation on gender-responsive planning and budgeting across provincial departments; this will also need to be done as early as possible in 2015 in order to influence planning and budgeting for 2016.*

Few line ministries are implementing gender mainstreaming and GFPs cannot achieve this alone. The MGCD is reviewing all gender audits to assess the extent to which recommendations have been followed up. Feedback from GFPs suggests that, with some exceptions, for example, Education and Health, senior staff in line ministries view gender as a separate set of activities rather than as an issue to be addressed across the ministry. Gender is seen as the responsibility of the GFP or the planning department. However, relying on GFPs alone will not effect change. In line with the directive from the Cabinet Officer, ministries should have gender sub-committees with representation from all departments, but relatively few of these are active. *The MGCD needs to be better at communicating the benefits of gender mainstreaming and greater gender equality, including how this could improve the effectiveness of line ministries and help them to achieve their mandate. The gender audit review should assess why recommendations have not been implemented, in order to identify where future support should be targeted. More emphasis needs to be given to ensuring that line ministries have active gender sub-committees with representation from all departments.*

Experience shows that action depends on high-level commitment and the MGCD needs to capitalise on efforts made to secure commitment from Permanent Secretaries. Leadership and commitment from the Permanent Secretary, as well as from departmental directors, is critical to line ministry action on gender mainstreaming. Strong support from Permanent Secretaries in Health and Education and the Governor of the Bank of Zambia has been instrumental in progress made by these institutions. Training for Permanent Secretaries has increased commitment in other line ministries and it is vital that the MGCD follows up on this. The MGCD has provided effective support to the Ministry of Health, which has made considerable progress as a result. Several other ministries, including Justice, Lands, Agriculture and Community Development, are reported to have requested support from the MGCD to orient staff and assist them to apply gender mainstreaming, but this has not yet been followed up. The Bank of Zambia and the Stock Exchange have also requested support to establish gender units and sensitise staff but, again, there has been no follow up. Key informants in line ministries and other institutions also highlighted the need for targeted support that is tailored to their specific needs and mandate. A key issue appears to be how MGCD support is funded. Some line ministries report that the MGCD expects them to pay for training or requests payment of allowances or consultancy fees; if line ministries do not have a budget for this then there is no action. *The MGCD needs to give higher priority to provision of tailored support to line ministries for gender mainstreaming, by increasing its capacity and responsiveness. It also needs to come to a reasonable arrangement for covering costs. Costs could be minimised by conducting training using MGCD staff and in ministry premises.*

There is scope for better coordination of training on gender mainstreaming. Meetings with key informants indicate that a range of partners are providing training on gender analysis and mainstreaming to line ministries. *MGCD could take the lead in coordination of partners that are providing gender training and ensuring that training content and approach is of an acceptable quality.*

Follow up of 2014 Annual Review recommendations

1. *The MGCD needs to have a more robust system to record percentage of budgets allocated against percentage of budget actually expended. This needs to be made easily available. Status:* MGCD uses the GRZ National Financial Report. No additional system established.

2. *The MGCD needs to develop a stronger collaboration with GIZ to ensure it is fully equipped to train and influence other line ministries to adopt gender responsive budgeting and planning. Status:* No further collaboration since meeting with MOF facilitated by GIZ.

Output 3: Coordinated action to domesticate CEDAW and implement the Anti-GBV Act

Indicators	Milestone 2014 (March)	Milestone 2015 (March)	Progress
3.1 Strategy to review and revise constitution and laws to confirm to CEDAW provisions developed	Gender Equality Bill developed and submitted to Cabinet	Advocacy meetings for the adoption of the Gender Equality Bill held	On track. The Gender Equality Bill has been approved by Cabinet and is expected to be tabled in the next session of Parliament.
3.2 % (number) of traditional leaders trained in CEDAW provisions and the Anti-GBV Act	Training plan developed	20% (46) traditional leaders trained	Difficult to verify. The Annual Review noted that a training plan has been developed and that, as of February 2014, 30 traditional leaders had been trained. It was not possible to obtain a copy of the plan or training report. No further training has been conducted for traditional leaders by MGCD in 2014.
3.3 Fast track courts for cases of GBV pilot implemented	Draft framework for creation of fast track courts developed	Fast track courts piloted	On track. The Annual Review noted that a framework has been developed in collaboration with the Zambia Law Development Commission (ZLDC) and would be shared by end March 2014. MGCD reports that pilots will commence in 2015. It was not possible to obtain a copy of the framework or of plans for piloting fast track courts.
3.4 Strategy implemented to increase women's land ownership	Gendered assessment of land ownership conducted	Results from gender assessment feed into land and gender strategy	On track. Gendered assessment of access and ownership of land published by MGCD in December 2013. MGCD plans to develop a strategy.

Overall, there has been good progress with this output, particularly with respect to the Gender Equality Bill and establishing the foundations for action on training of traditional leaders, piloting fast track courts and improving women's access to land. Further efforts are required to take forward these priority areas. Key issues and recommendations are discussed below.

The Gender Equality Bill and its approval by Cabinet is a significant achievement. The MGCD has played an important role in the process of drafting the bill and in coordinating consultation. Ongoing advocacy, together with civil society and other partners, will be required if the Gender Equality Bill is to be passed by parliament. The next step will be to ensure that the provisions are reflected in other relevant laws. *The MGCD will need to take concerted action to ensure that, once the Gender Equality Bill has passed into law, it is implemented and enforced; a similar approach will be needed to that taken to implementation of the Anti-GBV Act. Steps will also need to be taken to ensure that it is reflected in the Constitution and in other legislation.*

There is a need for a coordinated approach to working with traditional leaders. The Ministry of Chiefs and Traditional Affairs (MOCTA) is conducting sensitisation for traditional leaders, and the Joint GRZ UN Programme is also targeting this group. Greater efforts are needed to ensure that those responsible for administering customary law are aware of CEDAW and changes in statutory law. *The MGCD should work with the MOCTA to clarify respective roles and responsibilities and ensure that training for traditional chiefs is well planned and coordinated.*

It was not possible to obtain detailed information about the fast track courts. The MGCD should share the framework and plan for piloting fast track courts with DFID. *The MGCD needs to ensure that there is a robust design for evaluating the fast track courts to assess the effectiveness and costs of this approach.*

Concerted action is needed to take forward the strategy on women’s ownership of land. The MGCD gender audit of the Ministry of Lands in 2010 found that the 30% directive was not being implemented. A subsequent MGCD gendered audit of access to and ownership of land in 2013 identified a range of barriers that disproportionately prevent women from accessing newly allocated state land, including lack of awareness as well as financial and bureaucratic requirements. The audit also identified actions required to address these barriers, including improving awareness of women and local government officials, increasing women’s representation in structures responsible for land allocation and changing requirements for application. *The MGCD is developing a strategy to take forward the recommendations of the 2013 audit. Priority should be given to improving public awareness; working with the Ministry of Lands to orient staff, change requirements and improve record keeping; engaging with stakeholders who are working to increase women’s access to land and financial services; and coordinated action to ensure the Lands Act reflects the revised National Gender Policy.*

Follow up of 2014 Annual Review recommendations

1. The MGCD needs to develop a closer working relationship with the Ministry of Justice to ensure that the process of domesticating is not stalled, using the Steering Committee of Permanent Secretaries to lobby for acceleration of the domestication process. Status: There is still scope to strengthen the working relationship with the Ministry of Justice and to better use the Steering Committee to ensure that the Gender Equality Bill is reflected in other relevant laws.

Output 4: Communication strategy promotes positive gender norms and increased awareness of laws and policies

Indicators	Milestone 2014 (March)	Milestone 2015 (March)	Progress
4.1 Number of radio programmes produced on community and commercial radio stations (cumulative)	200	250	Achieved. As of the February 2014 Annual Review, 218 radio programmes had been aired on community and commercial radio stations. A further 52 programmes have been aired in 2014, fewer than the 220 planned.
4.2 Number of TV programmes on gender equality produced and	50	75	On track. As of the 2014 Annual Review, 50 TV programmes had been aired; a further 11 programmes have been aired since then. A documentary on women’s economic empowerment, linked to the recent

aired (cumulative)			EXPO, is being finalised.
4.3 Number of journalists trained in gender/child responsive reporting (per annum)	20	20	On track. Training was conducted in 2013 for 20 journalists. However, no training was done in 2014 and none is planned for 2015. The MGCD does organise ad hoc meetings and mini-trainings with journalists in Lusaka.
4.4 Film dealing with gender equality issues produced and aired ⁴	Gender film (Malliposa) launched and aired	TV series for gender film aired and related radio programmes aired	On track. Film aired nationally on ZNBC and Muvi TV. An accompanying series of 13 episodes has aired on national TV and a commercial channel with live discussion. The MGCD has recently started community road shows in rural areas where the film is followed by facilitated discussion.
4.5 National Gender Perception Surveys conducted and disseminated and feed into gender strategy	2012 NGPS validated and fully disseminated to stakeholders	National Gender Advocacy strategy implemented	On track. The 2012 NGPS was conducted and disseminated. There is no National Gender Advocacy strategy.

This output is on broadly on track, in terms of specific activities, although there have been delays in implementation in 2014. There is a consensus that media reporting of gender issues has increased and improved – although much of this focuses on GBV and child marriage – and that the MGCD has played an important role in increasing the visibility of gender. The MGCD has a good relationship with the Zambia National Broadcasting Corporation (ZNBC) and Zambia News and Information Services (ZANIS), works closely with newspapers such as the Times of Zambia and Daily Mail and with one third of community radio stations nationwide covering nine of ten provinces. However, the MGCD needs to take a more strategic approach to communication and use of media to promote positive gender norms and increase awareness of laws and policies. Key issues and recommendations are discussed below.

Fewer radio programmes were aired than planned in the first nine months of 2014. This was due to delays in approval within the MGCD and frequent revision of the work plan in response to unanticipated events. Only 52 programmes were aired by four radio stations in the first nine months of this year. The remaining 168 programmes, on 14 stations, are now being taken forward. Some areas of the country are not covered, because journalists have not been trained or insufficient funds. Costs have increased due to exchange rate changes; DFID has agreed to an increased budget to allow all planned programmes to go ahead. *MGCD needs to ensure that there are no delays or gaps in programming or coverage in 2015.*

The scope of radio and TV shows could be broadened. Radio and TV shows mostly use a discussion format; many are linked to specific events or days. *Consideration could be given to other formats, such as drama and soap opera, to engage interest and encourage community discussion. In addition, programmes need to focus on raising awareness of wider gender equality issues, policies and laws, women's rights and priority topics such as land allocation and political representation.*

Training activities need to be stepped up. No training for journalists has been conducted since 2013. Training should be planned in 2015 to cover community radio stations not yet reached and new staff, as there is likely to have been some turnover since 2013. It would be useful to ensure that all journalists working for ZANIS, which has a network of staff responsible for gathering and producing news at

⁴ Output Indicator 4.4 was added following the DFID Annual Review in February 2014.

provincial and district levels, have been trained. There is also scope for closer collaboration with other organisations. Gender Links, for example, conducts training for journalists and works with journalism training institutions such as the University Of Zambia School Of Mass Communications. *The MGCD should include plans to train journalists, including ZANIS staff, in its 2015 communications work plan and review opportunities for involving other partners such as Gender Links.*

The main focus of communications activity is radio, TV and print media. There is consensus that community radio is one of the most effective ways to reach communities, but this needs to be complemented by interpersonal communication. The MGCD has started road shows, which will screen Malliposa followed by facilitated discussions involving local government, NGO partners and traditional leaders in Copperbelt and Masabuka in November, and there are plans for further road shows. *The MGCD needs a communication strategy that goes beyond use of media to include community approaches. Partnerships with district gender sub-committees and civil society organisations would enable the MGCD to reinforce media activities. The MGCD should take forward plans for further road shows, but ensure that these are monitored and evaluated.*

There is considerable emphasis on commemoration of specific days and events. This takes up significant time and resources, and limits capacity for communication on wider gender equality issues, policies and laws and women's and girls' rights. *The MGCD needs a communication strategy that underpins a sustained campaign on priority issues – for example, to promote awareness of the Gender Equality Bill, the directive on women's access to land, and participation of women in politics. Messages also need to move beyond the general to be more informative and action-oriented.*

Communications is under-staffed. All media work – including liaison with radio, TV and print media campaigns and coordination of training – is done by the Communications Specialist funded by UNDP. MGCD currently has not staff with communication and media skills and expertise. Consequently, the Communications Specialist has little time to devote to other tasks in her terms of reference, including support for communications and advocacy at a more strategic level.

Communications activities need to be better monitored and evaluated. Currently monitoring is limited to asking community radio station presenters to provide feedback through self-assessment forms; forms for 2014 have not yet been analysed. *Plans to evaluate the MGCD communication strategy in 2015 should include evaluation of the audience, reach and impact of media activities and include a follow up National Gender Perception Survey.*

Follow up of 2014 Annual Review recommendations

1. *MGCD should maintain and boost its efforts on changing social norms through a sustained media and communications strategy. There are lots of competing demands on the Ministry's time and resources and communications is all too easily dropped in favour of other more 'pressing' demands. Status: There is as yet no sustained media and communications strategy focusing on changing social norms.*

2. *MGCD should systematically capture and record social media commenting so as to compile 'lessons learned' which can feed into similar ventures in the future. Status: Not followed up.*

Output 5: Strategy to increase women's representation in decision-making positions implemented

Indicators	Milestone 2014 (March)	Milestone 2015 (March)	Progress
5.1 Consultation processes take place to ensure adoption of engendering public service strategy	PSMD consulted and agreed to start implementing the strategy	PSMD implementing the strategy	Not achieved. Secretary to the Cabinet Committee of Permanent Secretaries appointed, including the PS of PSMD, to commence implementing the strategy. No evidence that PSMD is taking action to implement the strategy. No reports provided to MGCD by PSMD.
5.2 Number of parliamentarians sensitised on the 50/50 SADC Protocol (cumulative)	0	100 (baseline 50)	To be measured in 2015. To date no action taken.
5.3 Campaign to increase votes for women takes place	Analysis of major political party manifestos for affirmative action conducted	No milestone	On track. Analysis undertaken but not yet finalised. Initial planning commenced for the vote for women campaign.

There has been limited progress with this output to date, although some activities are not due to be implemented, or measured until 2015. Key issues and recommendations are discussed below.

Available data suggests that there has been limited progress in engendering the public service. Recent data on female representation in management positions in the civil service show little change (see discussion of Outcome indicators below). PSMD has not developed targets for line ministries, as requested by the Cabinet Secretary. MGCD has not been able to obtain a progress report on strategy implementation from PSMD. *Concerted action is required to ensure that PSMD meets its commitments and takes forward the strategy for engendering the public service.*

Planning for the campaign to increase women's political representation and participation needs to be stepped up. The gender analysis of political parties was conducted by a consultant and a draft report produced in August 2014. According to some key informants this report has not been finalised. The MGCD convened an initial meeting with political parties and civil society organisations in September 2014 to develop the Count Her In campaign strategy. A draft strategy document, which sets out proposed campaign activities, has been produced and circulated for comment. The current draft does not include timelines, roles and responsibilities or analysis of what other organisations, such as the ZNWL, NGOCC and GenderLinks, are doing to increase women's representation at national and local level. *The MGCD needs to finalise the Count Her In campaign strategy, including identifying clear timeframes and roles and responsibilities for different partners in delivering the strategy, and ensure that there are regular meetings of all partners to coordinate activities and review progress.*

Follow up of 2014 Annual Review recommendations

1. *MGCD should increase its efforts to engage the Women's movement in the 50:50 campaign to regain lost momentum since this will lay the groundwork for the 2016 Vote for Women campaign. Status: meeting held in September 2014, but no consistent engagement.*
2. *MGCD should include women's representation in its Communication Strategy and engage with media on this as early as possible. Status: No action as yet, but media activities are included in the Count her In strategic framework.*

3. MGCD will need to think strategically about how it engages line ministries to be more gender responsive. Clear and measurable targets will need to be developed, if line ministries are to have greater buy-in. **Status:** The MGCD is engaging through the Cabinet Secretary Committee of Permanent Secretaries. No PSMD targets set for line ministries.

Outcome: Enabling environment for legal, political, economic and social empowerment of women

Indicators	Milestone 2014 (March)	Milestone 2015 (March)	Progress
1. Number of laws revised to conform to CEDAW provisions	1	2	On track. The Gender Equality Bill has been approved by Cabinet and is expected to be tabled in parliament in early 2015. The Child Code Bill has been drafted.
2. % newly allocated state land allocated to women	20%	25%	Exceeded. Based on data from Ministry of Lands, CSO reports that 28.3% of newly allocated state land was allocated to women in 2013. However, this has only increased slightly from 27.7% in 2010. No data is available for 2014.
3.% women in decision-making positions in the civil service	PS: 22%; Director: 25%; Deputy Director: 45%	No milestone	No data in draft National Gender Status Report 2014; progress report not provided by PSMD. Available data, from CSO Gender Statistics Report 2013 and ZNWL Gender Audit 2014, suggests little overall improvement.
4.% of Zambians aged 18 and above that attach equal importance to both women and men	N/A	N/A	To be measured in 2016 using the 2015 National Gender Perception Survey.

Progress towards a more enabling environment for women in Zambia, based on the outcome indicators, is mixed. There has been good progress with efforts to ensure that legal frameworks are in place that conform to CEDAW and CRC provisions. As noted earlier, the draft Gender Equality Bill, which encapsulates key issues from CEDAW and the SADC Protocol on Gender and Development, has been approved by Cabinet. The MGCD expects the bill to be passed by parliament in early 2015. The MGCD has developed a draft Child Code Bill, which aims to domesticate the CRC provisions in their entirety, but the process has stalled while the MGCD resolves a number of issues with the Zambia Law Commission. Further action will be required to revise other laws so that these are consistent with the Gender Equality Bill and, as with the Anti-GBV Act, to promote awareness of the Gender Equality Bill and its implications and to ensure that it is implemented and enforced. The MGCD has also provided inputs on gender equality to the constitution review process. Further action, in collaboration with civil society, will be needed to ensure that the constitution fully addresses gender issues and relevant international and regional commitments and provisions.

Although the milestones in the logical framework for land allocation to women have been exceeded, there has been little improvement in recent years. Awareness and implementation of the Ministry of Lands 2000 directive that land agencies, particularly local councils, should allocate 30% of newly allocated land to women, is limited. The revised draft National Gender Policy includes a commitment to ensuring that women own at least 50% of land allocated, although no timeframe is included for

achieving this. The MGCD is developing a strategy on women and land and will need to step up action in this area if change is to be achieved.

There has been little change in the proportion of women represented in decision-making positions in the civil service. According to the CSO 2013 Gender Statistics Report, the proportion of female Permanent Secretaries increased from 26% (11/43) in 2010 to 40% (16/40) in 2012. However, the ZNML 2014 gender audit of the public and private sectors reports that this had subsequently declined to 17% (7/42). The picture is similar for Directors and Deputy Directors. According to the CSO 2013 report, the proportion of female Directors increased slightly from 25% (37/150) in 2010 to 28% (38/136) in 2012, while the proportion of female Deputy Directors decreased from 36% (28/76) in 2010 to 34% in 2012 (30/87); the ZNML reports that the proportions in 2014 were 23% (23/100) and 18% (13/71) respectively. Overall, CSO data shows that the proportion of women in senior management positions (Director, Deputy Director, Assistant Director and Principal) in the civil service increased only slightly between 2010 and 2013 from 27.8% to 28.4%. The ZNWL gender audit in 2014 reports that women represent one of ten Provincial Ministers, 23 of 100 Directors in line ministries, 13 of 71 Deputy Directors and 11 of 35 Assistant Deputy Directors. As noted earlier, the MGCD needs to establish a stronger working relationship with PSMD and MDD, and develop a clear plan for providing support to ensure that the strategy for engendering the public service is implemented.

3. PPPWCR issues

There is limited MGCD ownership of the PPPWCR. The PPPWCR is a MGCD programme and its components are the core business of the Ministry. However, there is a perception within the MGCD that the PPPWCR is a separate donor-funded programme, with UNDP primarily responsible for ensuring that its objectives are achieved. The DFID-funded components of the PPPWCR have a separate logical framework, work plan and progress reports and a separate governance structure. Ideally, DFID results should be integrated within and highlighted in the overall MGCD work plan. In principle, the PPPWCR is managed by the Gender in Development Department, although the outputs cut across all departments. Work on communication and monitoring should be led by the Planning and Information Department, work on legal reform and political representation by the Gender Rights Department and work on gender mainstreaming with other line ministries by the Gender in Development Department. In practice, it is not clear that MGCD staff are familiar with the DFID logical framework or the results they are expected to deliver or who is responsible or accountable for specific PPPWCR outputs. However, staff acknowledge the need to identify clear responsibilities in job descriptions and to work as a team at senior management level to deliver PPPWCR results. *The MGCD should allocate responsibility for delivering specific PPPWCR outputs to departmental directors and staff and ensure that they are held accountable; this should be reflected in job descriptions and the performance management system.*

The GRZ contribution to the PPPWCR is unclear. The total original PPPWCR four-year budget of \$9.8m assumed a contribution of \$4.1m from GRZ and \$5.6m from cooperating partners. DFID has requested information about the GRZ contribution but this has not been provided. The main challenge is that there is no specific allocation for the PPPWCR in the Yellow Book and it is therefore difficult to determine what proportion of the GRZ budget for the MGCD contributes to PPPWCR activities.

The role of the Programme Implementation Technical Committee (PITC) needs to be reviewed. It is acknowledged that the PITC needs to be more strategic and less focused on activities. This should be reflected in PITC agendas and meeting minutes. Its role also needs to be communicated better to MGCD staff, some of whom consider that the PITC should not be involved in decisions about policy or resource allocation and should focus on implementation and technical issues. *In addition to reviewing the role of the PITC, the MGCD, DFID and UNDP should consider renaming the committee to reflect a more strategic function and expanding its remit to cover other donor-funded programmes.*

UNDP provides important support to the MGCD, but needs to shift from direct management and implementation to an advisory and technical support role. UNDP is contracted to manage DFID funding for the PPWCR. This funding includes support for two full-time UNDP consultants – a Communications Specialist and a PPPWCR Programme Officer – both of whom have been working in the MGCD and GIDD for four years.⁵ The Communications Specialist is managing and implementing activities rather than providing advisory or technical support, due the lack of counterpart staff in the MGCD. The terms of reference for the Programme Officer are out of date and do not reflect current responsibilities. These refer to the Programme Officer providing technical support for implementation of the Joint Gender Support Programme (JGSP) and day to day support to the Director who is the overall coordinator of the JGSP. In practice, the Programme Officer plays an active management role in the PPPWCR, including overseeing coordination, implementation, planning, budgeting and monitoring. There is a perception within the MGCD that the Programme Officer is responsible for the PPPWCR. The respective roles of the Programme Officer and the Director, Gender in Development are unclear. *The MGCD now has Treasury*

⁵ UNDP funds separately a Gender Mainstreaming Advisor and a Joint GRZ UN Programme Coordinator who are also based in the MGCD.

approval to recruit additional staff in 2015; this opportunity should be used to recruit staff with communications expertise. The MGCD should also identify a staff person to be responsible for oversight of DFID-funded activities, coordination across departments, and reporting on progress. UNDP should revise and update the terms of reference and job titles for the Communications Specialist and the Programme Officer to focus on advisory and technical support to counterparts in the MGCD. This support should also be reviewed on a regular basis to assess whether it is still required or needs to be revised.

Progress reports are late. UNDP's terms of reference include providing quarterly and annual progress reports to DFID. UNDP has experienced difficulties in obtaining information from MGCD staff in order to prepare progress reports. This has been the main reason for delays in providing reports. There has been little improvement in timeliness despite the issue being raised at PITC meetings and a directive from the Permanent Secretary. The quality of reports could also be improved, with less emphasis on activities and more emphasis on analysis and progress towards results. *The MGCD should take responsibility for providing timely information required for progress reporting. Progress reports should include a summary assessment of progress and challenges for each output and outcome indicator and milestone.*

Some revisions to the logical framework indicators could make these more appropriate, adequate and measurable. Specific suggestions include: (1) revise output indicator 1.4 to focus on assessing the impact of training and capacity development, for example, an indicator with related milestones and target that measures progress with implementation of the performance management system; (2) revise output indicator 2.3 to focus on assessing progress with gender mainstreaming, as the current indicator measures expenditure on separate gender-specific activities; (3) revise output indicator 5.1 to Implementation of engendering public service strategy.

Financial management and reporting are satisfactory, but there is scope to improve budgeting and cost management. UNDP reviews and approves all requests for expenditure from MGCD against the budget approved by the PITC, to ensure robust management of DFID funds, and provides timely financial reports. However, DFID has concerns about over-spending and under-spending against some line items and spend when there is no budget line. Efforts have been made to reduce costs. For example, the costs of meetings and training workshops have been reduced from 27% of the budget to 19% in 2014, as a result of the MGCD reducing the number of days for these activities. DFID has stopped paying DSA; this is now covered by the GRZ budget. The costs of consultancies have also been reduced, as a result of UNDP encouraging the MGCD to negotiate consultancy fees based on deliverables rather than daily rates. UNDP has recently entered into a long term agreement for printing services which is expected to significantly reduce the Ministry's printing costs associated with the PPPWCR. However, some of the costs in the 2014 budget still seem high, for example, developing strategies, trainings, and validation and other meetings. *UNDP needs to work more closely with the MGCD when the PPPWCR annual budget is being prepared to ensure that budgets for each line item are realistic, reasonable and necessary.*

Partnerships with DFID are good, but the relationship between UNDP and the MGCD is less positive. DFID is viewed by the MGCD and UNDP as a constructive, collaborative and supportive partner. The commitment and support of the DFID Social Development Advisor is valued highly. DFID and UNDP have a good working relationship and hold regular meetings to review progress in addition to participating in quarterly PITC meetings. The relationship between UNDP and the MGCD has been strained at times. This is mainly due to the financial controls exercised by UNDP; the MGCD perceives UNDP to be bureaucratic and slow to approve expenditure requests. *UNDP and MCGD need to identify how the expenditure approval process can be made more efficient.*

Programme risks have not changed significantly. The PPPWCR was given a Medium risk rating by DFID and this has not changed overall. The original rating reflected risks identified in the Business Case which included GRZ commitment to deliver on gender equality, under-funding and under-staffing of the MGCD, limited capacity and skills, and limited leverage to ensure action is taken by other line ministries. Gender has received high-level political commitment including from late President Sata. There is a risk that gender may receive less attention from his successor. The Cabinet Secretary has also been highly supportive and the establishment of the Cabinet Secretary's Committee of Permanent Secretaries has provided an opportunity to increase the MGCD's influence on other line ministries. However, with a change of president there is also the risk that the Cabinet Secretary may be moved and that his successor may be less supportive of gender equality issues. Although the current Permanent Secretary has been in post for more than one year, the risk of turnover at this and Director level is likely to remain high. Training and capacity development should address some of the internal risks, including weak performance, capacity and skills. *The MGCD and UNDP need to monitor risks and develop a plan for risk management and mitigation.*

4. General observations

The MGCD's ability to provide effective leadership, coordination and monitoring has been constrained by high turnover at senior management level and limited human resources. Effective leadership has been a challenge, with four changes of Permanent Secretary since DFID support commenced. However, the current Permanent Secretary has been in post for more than one year and this offers the potential for more consistent leadership and direction. The Ministry is also under-staffed and this has limited capacity for coordination, engagement with partners and support to sub-national staff. The MGCD makes considerable use of consultants. This partly reflects under-staffing and partly lack of specialised skills. However, use of consultants is costly and may also contribute to lack of ownership of key areas of activity. The MGCD has recently received approval to recruit additional staff and an increase in its budget allocation for 2015 to finance this. The Ministry's strategic plan acknowledges that there are gaps in specialised skills. Addressing these will be critical to ensure that the MGCD has credibility with, and can provide good quality technical support to, line ministries and other institutions. In addition, it is envisaged that the MGCD will play a consulting role for government, along similar lines to the GRZ Strategic Planning Unit. If it is to do this, the MGCD will need improve its technical capacity or ability to source external specialist skills. *The MGCD should ensure that new staff recruited are skilled and motivated, strengthen its capacity to provide technical support on gender across government, and strengthen key functions, including partnerships and coordination, advocacy and communication, knowledge management and M&E.*

VSO is proposing to provide additional advisory support with DFID funding. Following consultation with the MGCD, VSO is proposing to place four advisors with the Ministry. These would include: a Results Based Management Advisor (12 months), a Management Information Systems Advisor (24 months), a Child Protection Advisor (18 months) and a Women's Economic Empowerment Advisor (24 months). From the perspective of the PPPWCR, and DFID support, improving the Ministry's capacity to provide support to other line ministries for gender mainstreaming would be more of a priority than the economic empowerment programme. *DFID support should be conditional on MGCD commitment to ensuring that advisors have direct counterpart staff. Terms of reference for advisors should be clear that they have an advisory and capacity building role; advisors should not fill gaps in MGCD staffing. It will also be critical to ensure that VSO support for results-based management and management information systems is closely coordinated with and complements training and capacity development.*

The Ministry is underfunded by GRZ. Of the Kwacha 35m allocated to MGCD in the 2013 Yellow Book, only 14m was disbursed. Of the 35.2m (\$5.8m) allocated in 2014, only 9m has been disbursed and there has been no disbursement since June 2014. The budget allocation for 2015 is 42.6m, with additional funds allocated to the Women's Economic Empowerment Programme. With the exception of the specific allocation for the Women's Economic Empowerment Programme, there is little funding for MGCD activities.

Strategic planning is weak. The MGCD has developed a strategic plan 2014-2016. This is intended to communicate the Ministry's mandate and monitor its performance. Although an important step forward, the strategic plan has some limitations, in particular the focus of targets and indicators on activities rather than on outcomes. There needs to be a shift in emphasis from process to results and a clear strategy for taking forward priorities.

Partnerships and external communication need to be more strategic. The MGCD needs to communicate regularly with line ministries and other partners in order to build effective working relationships. Currently, communication is limited to formal invitations to participate in meetings and workshops. Some informants for this evaluation noted that invitations to meetings are received very late, after the event or not at all. Opportunities for informal networking should also be considered. The MGCD has good bilateral working relations with some civil society groups, but there is no forum for regular engagement and collaboration with civil society. *MGCD staff need to establish regular communication with other line ministries outside of specific meetings, as well as to ensure that invitations are sent to the right people in good time. It would be useful for the MGCD to map key stakeholders – in order to identify what partners are doing and what they can contribute to delivering the Ministry's objectives – to maintain an up to date database of partners and to develop a partnership strategy. The MGCD should also establish a forum for regular dialogue with civil society to share information about progress, activities and lessons learned and explore opportunities for collaboration.*

There is scope to improve dissemination and use of policies, reports and other documents. The MGCD has commissioned and produced a number of important and useful reports. These are disseminated through government channels and some civil society partners as well as through events. However, more effective and wider dissemination is required, including using more accessible formats and a range of media, to ensure all partners have access to up to date information and to increase public awareness. The development of a website is a positive step. *The MGCD should develop a more strategic approach to knowledge management, which includes communicating and disseminating activities and reports. The Ministry should be the 'go to' place for information. All key documents should be made available on the website; it should also be used to provide regular updates, including for the media. More specifically, the MGCD should produce and disseminate a short, simple leaflet that explains what the revised National Gender Policy means for women and girls in Zambia and a short summary that highlights the main findings of the National Gender Status Report and priorities for action.*

Internal communication could also be improved. There appears to be limited coordination or coherence between externally funded programmes, such as the PPPWCR and the Joint GRZ UN Programme on GBV, and between externally funded programmes and other MGCD activities. The MGCD acknowledges that there is a need to improve joint planning, internal coordination of activities and team work, and communication between departments. *Joint work planning and team work across departments could help to improve synergies between programmes.*

5. Lessons learned and Summary of recommendations

Lessons learned

The MGCD does not have a system to document and share lessons learned or best practice. In addition, there appears to be limited reflection on the effectiveness or otherwise of strategies and approaches used to enhance the legal, political, economic and social environment for women and girls. Both of these issues need to be addressed as part of a wider knowledge management strategy. Some key lessons identified during the mid-term evaluation include:

- ***Achieving change in line ministries depends on high-level commitment.*** Without the support of the Permanent Secretary it is difficult to change line ministry policy or practice. Progress in, for example, the Ministries of Education and Health and the Bank of Zambia, reflects the **commitment** of their respective **Permanent Secretaries** and the Bank Governor.
- ***Accountability also requires high-level commitment.*** Initial MGCD efforts to develop an accountability framework with mid-level staff from line ministries were unsuccessful because these staff did not have the authority to commit to the framework; the **Permanent Secretary** in each ministry is **ultimately accountable and therefore their commitment** is needed before any progress can be made.
- ***High quality training and capacity development can be very effective.*** The strategic leadership training for Permanent Secretaries has been well received and has had a significant impact on commitment in several line ministries.
- ***The MGCD can provide legitimacy for action on gender.*** For example, the Bank of Zambia reports that communication from the MGCD was important in Board approval for work on gender.
- ***Support to line ministries needs to be tailored to their specific needs.*** A blueprint approach to gender training may be less effective. Different line ministries are at different stages of understanding of gender issues and gender mainstreaming. In addition, to an understanding of the conceptual issues, line ministries need guidance on practical action that they can take to mainstream gender within their specific mandates, programmes and services.
- ***Effective gender mainstreaming will require sensitisation across ministry departments.*** GFPs, even those who are highly knowledgeable and skilled, can only have limited influence. Integration of gender equality into the work of line ministries will depend on improving gender analysis skills of all key departmental staff.
- ***A ministry with few resources such as the MGCD needs to maximise the potential contribution of partners.*** The primary role of the MGCD is to lead, coordinate and monitor action on gender. With limited resources, it cannot do everything. Strategic partnerships, coalitions and task forces that mobilise and use the resources of other actors are critical to success. In addition, partners can sometimes implement activities that it is difficult for the MGCD, as a government ministry, to be directly involved in.

- **Technical support should build capacity rather than substitute for gaps in staffing.** UNDP has provided important support for the PPPWCR but, in the absence of counterpart staff, have focused on management and implementation rather than capacity development.

Summary of recommendations

The following summarises recommendations, who should implement them and when.

Recommendations	Responsible	Deadline
<p><u>Leadership, coordination and monitoring</u></p> <p>The MGCD should review existing coordination structures, identify priorities and allocate responsibility to staff for ensuring that committees and working groups meet regularly. Such structures do not all need to be permanent; in some cases it may be more appropriate to establish short-term task forces to take forward specific strategies and activities.</p>	MGCD	February 2015
<p>The MGCD should ensure that GFPs who are new to the role receive adequate orientation, training and support to enable them to fulfill their responsibilities, and that GFPs meet on a regular basis to plan activities and review progress.</p>	MGCD	March 2015
<p>The training and capacity development plan includes gender equality training for provincial staff and provincial and district gender sub-committees in 2014 and 2015. In addition, the MGCD should: revise provincial staff job descriptions to reflect gender-related objectives and responsibilities; clarify lines of reporting and communication with the Ministry; coordinate regular meetings of provincial staff to plan and review activities, update knowledge and skills and share experience and learning; and ensure proactive communication with and support for provincial staff and sub-national gender sub-committees.</p>	MGCD	July 2015
<p>The MGCD, together with CSO, should develop and implement a strategy to ensure more complete reporting of data, including support to line ministries and other institutions for collection of disaggregated data.</p>	MGCD, CSO	July 2015
<p>The next M&E plan should be based on a clear results chain and linked to plans to introduce a results-based management system as well as to reflect the revised National Gender Policy. The MGCD should use the opportunity provided by Treasury approval of plans to recruit additional staff to ensure that the M&E function is fully staffed.</p>	MGCD, VSO	September 2015
<p>The impact of training and capacity development should be evaluated.</p>	MGCD, TA provider	May 2015
<p><u>Gender-responsive budgeting and gender mainstreaming</u></p> <p>The MGCD and MOF need to work together to develop clear, practical guidelines for line ministries on how to do gender-responsive planning and budgeting, and to ensure that gender is addressed in MOF guidelines for output-based budgeting and the draft bill.</p>	MGCD, MOF	February 2015
<p>The MGCD needs to build a stronger working relationship with the MOF. Ensuring the MOF Permanent Secretary participates in further strategic leadership and gender equality training will be critical. Support from the</p>	MGCD, Cab Sec, GIZ	July 2015

<p>Cabinet Secretary and GIZ could also help to ensure high level commitment within the MOF.</p> <p>MGCD should conduct a gender audit of the MOF; involvement of the Bank of Zambia, which has conducted its own internal gender audit, could be helpful.</p> <p>MGCD should also provide targeted orientation in gender analysis and gender mainstreaming for Directors of the 14 departments in MOF.</p> <p>MGCD and MOF need to take forward plans for joint analysis of the 2015 budget.</p> <p>MGCD needs a clear plan for influencing and training line ministries in gender-responsive planning and budgeting. This should include departmental directors across ministries. The budget process begins in April, so training should be conducted as early as possible in 2015, if the MGCD is to influence the 2016 budget. Priority should be given to Ministries of Lands, Chiefs, Home Affairs and Community Development in addition to the three institutions identified by the Cabinet Secretary. The MGCD needs to be better at communicating the benefits of gender mainstreaming and greater gender equality, including how this could improve the effectiveness of line ministries and help them to achieve their mandate. The gender audit review should assess why recommendations have not been implemented, in order to identify where future support should be targeted. More emphasis needs to be given to ensuring that line ministries have active gender sub-committees with representation from all departments.</p> <p>The MGCD needs to give higher priority to provision of tailored support to line ministries for gender mainstreaming, by increasing its capacity and responsiveness. It also needs to come to a reasonable arrangement for covering costs. Costs could be minimised by conducting training using MGCD staff and in ministry premises.</p> <p>MGCD could take the lead in coordination of partners that are providing gender training and ensuring that training content and approach is of an acceptable quality</p>	<p>MGCD, Bank of Zambia</p> <p>MGCD</p> <p>MGCD, MOF</p> <p>MGCD</p> <p>MGCD</p> <p>MGCD</p> <p>MGCD</p>	<p>July 2015</p> <p>July 2015</p> <p>March 2015</p> <p>February-March 2015</p> <p>July 2015</p> <p>July 2015</p>
<p><u>Legal reform and women's rights</u></p> <p>The MGCD will need to take concerted action to ensure that, once the Gender Equality Bill has passed into law, it is implemented and enforced; a similar approach will be needed to that taken to implementation of the Anti-GBV Act. Steps will also need to be taken to ensure that it is reflected in the Constitution and in other legislation.</p> <p>The MGCD should work with the MOCTA to clarify respective roles and responsibilities and ensure that training for traditional chiefs is well planned and coordinated.</p> <p>The MGCD should share the framework and plan for piloting fast track courts with DFID. The MGCD needs to ensure that there is a robust design for evaluating the fast track courts to assess the effectiveness and costs of this approach</p>	<p>MGCD</p> <p>MGCD, MOCTA</p> <p>MGCD, MOJ</p>	<p>December 2015</p> <p>March 2015</p> <p>January 2015</p>

<p>The MGCD is developing a strategy to take forward the recommendations of the 2013 audit. Priority should be given to improving public awareness; working with the Ministry of Lands to orient staff, change requirements and improve record keeping; engaging with stakeholders who are working to increase women's access to land and financial services; and coordinated action to ensure the Lands Act reflects the revised National Gender Policy.</p>	MGCD	December 2015
<p><u>Communications</u> MGCD needs to ensure that there are no delays or gaps in radio programming or coverage in 2015.</p> <p>The MGCD should include plans to train journalists, including ZANIS staff, in its 2015 communications work plan and review opportunities for involving other partners such as GenderLinks.</p> <p>Develop a communication strategy that underpins a sustained campaign on priority issues – for example, to promote awareness of the Gender Equality Bill, the directive on women's access to land, and participation of women in politics. Messages also need to move beyond the general to be more informative and action-oriented.</p> <p>Ensure that the communication strategy goes beyond use of media to include community approaches. Partnerships with district gender sub-committees and civil society organisations would enable the MGCD to reinforce media activities.</p> <p>Take forward plans for further road shows, but ensure that these are monitored and evaluated.</p> <p>Plans to evaluate the MGCD communication strategy in 2015 should include evaluation of the audience, reach and impact of media activities and include a follow up National Gender Perception Survey.</p>	MGCD, UNDP Communications Specialist	<p>January 2015</p> <p>January 2015</p> <p>July 2015</p> <p>July 2015</p> <p>March 2015</p> <p>July 2015</p>
<p><u>Women's representation in decision making</u> The MGCD needs to finalise the Count Her In campaign strategy, including identifying clear timeframes and roles and responsibilities for different partners in delivering the strategy, and ensure that there are regular meetings of all partners to coordinate activities and review progress.</p> <p>Concerted action is required to ensure that PSMD meets its commitments and takes forward the strategy for engendering the public service.</p>	<p>MGCD, civil society</p> <p>MGCD, Cab Sec, PS Committee</p>	<p>March 2015</p> <p>July 2015</p>
<p><u>Ownership of PPPWCR</u> The MGCD should allocate responsibility for delivering specific PPPWCR outputs to departmental directors and staff and ensure that they are held accountable; this should be reflected in job descriptions and the performance management system.</p>	MGCD, TA provider	March 2015
<p><u>Role of the PITC</u> Review the role of the PITC. Consider renaming the committee to reflect a more strategic function and expanding its remit to cover other donor-funded programmes to improve cross-programme coordination.</p>	MGCD, UNDP, DFID	March 2015
<p><u>Role of UNDP seconded staff</u> The MGCD has Treasury approval to recruit additional staff in 2015; this</p>	MGCD	July 2015

<p>opportunity should be used to recruit staff with communications expertise.</p> <p>The MGCD should also identify a staff person to be responsible for oversight of DFID-funded activities, coordination across departments, and reporting on progress.</p> <p>UNDP should revise and update the terms of reference and job titles for the Communications Specialist and the Programme Officer to focus on advisory and technical support to counterparts in the MGCD. This support should also be reviewed on a regular basis to assess whether it is still required or needs to be revised</p>	<p>MGCD</p> <p>UNDP</p>	<p>January 2015</p> <p>January 2015</p>
<p><u>Progress reporting</u></p> <p>The MGCD should take responsibility for providing information required for progress reporting on time. Progress reports should include a summary assessment of progress and challenges for each output and outcome indicator and milestone</p>	<p>MGCD</p>	<p>Ongoing</p>
<p><u>Financial management and reporting</u></p> <p>UNDP needs to work more closely with the MGCD when the PPPWCR annual budget is being prepared to ensure that budgets for each line item are realistic, reasonable and necessary.</p> <p>UNDP and MCGD need to identify how the expenditure approval process can be made more efficient.</p>	<p>MGCD, UNDP</p>	<p>December 2014-January 2015</p> <p>March 2015</p>
<p><u>Risk management</u></p> <p>The MGCD and UNDP need to monitor risks and develop a plan for risk management and mitigation.</p>	<p>MGCD, UNDP</p>	<p>February 2015</p>
<p><u>MGCD staff recruitment</u></p> <p>The MGCD should ensure that new staff recruited are skilled and motivated, strengthen its capacity to provide technical support on gender across government, and strengthen key functions, including partnerships and coordination, advocacy and communication, knowledge management and M&E.</p>	<p>MGCD</p>	<p>July 2015</p>
<p><u>VSO support</u></p> <p>DFID funding for VSO support should be conditional on MGCD commitment to ensuring that advisors have direct counterpart staff. Terms of reference for advisors should be clear that they have an advisory and capacity building role; advisors should not fill gaps in MGCD staffing.</p> <p>It will also be critical to ensure that VSO support for results-based management and management information systems is closely coordinated with and complements training and capacity development.</p>	<p>DFID, VSO, MGCD</p>	<p>February 2015</p> <p>January 2015</p>
<p><u>Partnerships and external communication</u></p> <p>Establish regular communication with other line ministries outside of specific meetings, and ensure that invitations are sent to the right people in good time.</p> <p>Map key stakeholders – in order to identify what partners are doing and what they can contribute to delivering the Ministry’s objectives.</p> <p>Maintain an up to date database of partners and to develop a partnership strategy.</p> <p>Establish a forum for regular dialogue with civil society to share information</p>	<p>MGCD</p>	<p>Ongoing</p> <p>February 2015</p> <p>February</p>

about progress, activities and lessons learned and explore opportunities for collaboration.		2015
<p><u>Knowledge management</u></p> <p>Develop a more strategic approach to knowledge management, which includes communicating and disseminating activities and reports. The Ministry should be the 'go to' place for information.</p> <p>Make all key documents available on the website and use it to provide regular updates, including for the media.</p> <p>Produce and disseminate a short, simple leaflet that explains what the revised National Gender Policy means for women and girls in Zambia.</p> <p>Produce and disseminate a short summary that highlights the main findings of the National Gender Status Report and priorities for action.</p>	MGCD, UNDP Communications Specialist	<p>July 2015</p> <p>February 2015</p> <p>January 2015</p> <p>January 2015</p>
<p><u>Internal communication</u></p> <p>Increase joint work planning and team work across departments to improve synergies between programmes.</p>	MGCD, TA provider	Ongoing
<p><u>Communication and dissemination of the mid-term evaluation report</u></p> <p>In addition to DFID, UNDP and the MGCD senior management team, the mid-term evaluation report should be shared with government stakeholders including Cabinet Secretary and Committee of Permanent Secretaries, Central Statistical Office, GFPs in line ministries, national and provincial MGCD staff.</p> <p>The report's findings and recommendations should be discussed by the PITC and a plan developed for implementing agreed recommendations.</p> <p>Consideration should be given to convening a meeting of wider stakeholders to discuss the findings and recommendations.</p>	MGCD, UNDP, DFID	December 2014-January 2015

Annex 1: Terms of reference

Purpose, objectives and scope of the evaluation

Purpose

The evaluation will assess the progress of the PPPWCR against stated outputs and to the extent possible outcomes, as well as identify issues and recommend course corrections. It will also highlight issues and challenges affecting the efficient implementation of activities to achieve outputs, their contribution to project outcomes and recommend future strategies.

The evaluation will cover the entire period from the start of the project to the time of evaluation and all components and result areas including their associated activities. It will be the basis for improved project delivery and achievement of results for the remaining project duration. It is also expected to propose amendments required (if any) in project design, implementation arrangements and/or institutional linkages in order to effectively and sustainably contribute to the programme goal.

Specific objectives of the review

- a) Evaluate the progress towards the achievement of results as defined in the logical framework.
- b) Identify potential mid-course adjustments to programme design and implementation strategy which could include modification of activities, responsibilities of MGCD staff, schedule of activities/budget allocations, among others.
- c) Provide recommendations to improve the execution and thus the achievement of planned results.
- d) Document lessons learnt and identify best practices that could be replicated or scaled up.

Scope of the review

The mid-term evaluation will assess the PPPWCR according to standard evaluation criteria, as outlined below. Review and refine (where appropriate) the project's theory of change for addressing gender inequality. In line with DFID's and UNDP's new evaluation policies which build on the Development Assistance Committee (DAC), the evaluation will be based in the following criteria:

- Relevance
- Effectiveness
- Efficiency
- Impact
- Sustainability

Relevance

The evaluation will review and assess the PPPWCR in relation to its partners; changes in context and review of assumptions. It will ask whether the programme objectives are still relevant and what the value of the programme in relation to other priority needs and efforts is and whether the problem being addressed is still a major problem. Key questions will include (but not limited to):

- Is the programme design adequate to address gender imbalances, inequity and inequality?

- What internal and external factors have influenced the ability of MGCD/PPPWCR to meet projected targets?
- Is the programme responsive to emerging issues on gender and changes in the areas of focus?
- What are the key partnerships that have been established that could guarantee smooth implementation, and achievement and sustainability of results?

Effectiveness

The evaluation will assess progress made towards achievement of results in relation to performance indicators and targets and determine whether the programme is on track to meeting its stated objectives. The following key questions will be asked:

- How has the performance of the PPPWCR been with respect to performance indicators and their targets? (Output and outcome indicators).
- How adequate, appropriate and measurable are the indicators in the programme's results framework/log frame, and how can they be improved upon if necessary?
- To what extent does the current performance, indicate probability for achieving the goal and specific objectives?
- What factors are contributing to success (or otherwise) and what recommendations can be made to improve the interventions and why?
- Have there been any unforeseen positive or negative effects as a result of the programme?

Efficiency

The evaluation will measure results in terms of outputs achieved vis-à-vis projected targets. It will assess whether results are being achieved at an acceptable cost, compared with alternative approaches to accomplishing the same objectives. Key questions will include:

- Are results achieved satisfactory in view of the costs incurred (i.e. relation between results achieved and costs)?
- Have the results been achieved at an acceptable cost compared to alternative approaches of accomplishing the same objectives and results.
- What was the rate of implementation of major planned activities in relation to Annual Workplans and for the delivery of anticipated results in the project timeframe?
- Are the disbursements and project expenditures in line with expected budgetary plans?
- Are there major bottlenecks, barriers or other internal and external factors (technical, managerial, organizational, institutional and socio-economic policy issues), including unforeseen ones that have affected programme implementation?
- To what extent have programme activities been a catalyst in leveraging resources and mobilising other partners to achieve the stated results?
- To what extent is the programme delivering value for money in relation to the value for money framework that has been developed?
- Is the Project Implementation Technical Committee (PITC) being used optimally for policy guidance, decision making and oversight.

Impact (preliminary assessment of impact)

- What are the initial or transitory differences/changes the programme has had on beneficiaries in areas where significant progress has been made?
- What operational programme improvements can be made and course correction measures can be put in place to ensure programme activities have the desired impact?

Sustainability

The evaluation will assess whether MGCD is developing the capacity and motivation to administer the programme without external funding, including establishing whether results would continue after the project funding. The following key questions will be asked:

- What are the preliminary indications of the programme activities and results being sustained beyond its lifespan, and what can be recommended to ensure sustainability?
- Which areas or components of the programme have already been taken up by the MGCD and are increasing being funded by government resources?
- Has the programme built the necessary capacity to manage and sustain the programme?
- What are the recommendations for future programming?

Lessons learned and best practices

The evaluator is expected to document lessons learnt in line with the above evaluation criteria. Key questions include:

- What are the key lessons learnt and recommendations for integrating them in measures for improving programme performance in the remaining period and future programmes?
- Are there any observed best practices that could be replicated in other programmes or scaled up for improved attainment of results and impact?

Proposed methodology

The ESP will be guided by the methodology stated below, however they will not be limited by it and may propose additional methods of conducting the evaluation and should present a detailed statement of evaluation methods.

Review of project documentation

The evaluator will be expected to apply appropriate and to the extent possible, compelling approaches and tools to increase the validity of the findings. S/he will review (as necessary) all available material related to the project, as well as monitoring and evaluation frameworks, plans and reports at DFID, MGCD or UNDP⁶

Field visits, interviews and discussions

Where necessary, undertake visits to various stakeholders and beneficiaries/participants for:

- In depth interviews with all key informants and key players.

⁶ Project Document, Logframe, Annual Progress Reports, Quarterly Project Reports, Minutes of the Programme Implementation Technical Committee Meetings, Work plans and Capacity Building & Training plan.

- Interviews with MGCD and UNDP staff who participated in the programme design and execution.
- Interviews with a sample of consultants and/or technical assistance providers who were hired by MGCD to implement certain activities.
- In depth Interviews and Focus Group Discussions, as necessary and to the extent possible, with beneficiaries including those trained through programme activities.
- Case studies for comprehensive examination and cross comparison of cases to obtain in-depth information.

The evaluation also has a substantive focus on capacity development in line with the focus on the project and thus will require an application of capacity assessment skills and tools. The evaluation will be carried out in accordance with the both OECD DAC and DFID/UNDP evaluation guidelines and standards that together emphasize the need for: Independence, Credibility, Utility, Impartiality, Transparency, Disclosure, Ethics, and Participation.

Deliverables

The main deliverables of the evaluation should include, at a minimum, the following:

- Inception Report:** The evaluator will be expected to produce an inception report which should include at a minimum, an evaluation design matrix and details of the proposed methodology, tools, and a plan of activities.
- Draft Evaluation Report and a PowerPoint presentation:** The evaluator shall be responsible for the production and submission of a Draft Mid Term Review Report. The findings and recommendations will be thoroughly discussed with DFID UNDP and MGCD where comments on the Draft Report will be given. There is a possibility of presenting the findings to a broader validation meeting of stakeholders. After this meeting, a consolidated note of comments, corrections and other submissions will be submitted.
- Final Evaluation Report:** After incorporating comments, submissions and corrections from the reviews and validation meetings, the evaluator will be expected to submit Three (3) original copies of the final evaluation report in Microsoft Word and PDF versions. He is also expected to submit any other applications used to analyse the data and products associated with the assignment such as datasets, analysis plans, transcripts, collation and aggregation tables etc.

The report is expected, at a minimum, to meet the following:

- The report should be logically structured, contain evidence-based findings, conclusions, lessons and recommendations and should be free of information that is not relevant to the overall analysis.
- The report should respond in detail to the specific objectives and scope described above. It should include a set of specific recommendations formulated for the programme and identify the necessary actions required to be undertaken, who should undertake those and possible time-lines (if any).
- The ESP should set out a communications and dissemination plan.
- A written review of PPPWCR' s Value for Money framework.
- The evaluator will also be expected to submit a brief paper documenting changes (if any) to the Project Document and this may be annexed to the final report.

Annex 2: Documents reviewed

GRZ

CSO. Gender Status Report 2014. Final draft.
CSO. Gender Statistics Report 2010.
CSO. Gender Statistics Report 2013.
Report of the Auditor General on gender mainstreaming activities in Zambia.
GIDD. National Gender Monitoring and Evaluation Plan 2011-2015.
GIDD. National Gender Communication Strategy 2010-2015.

MGCD and UNDP

Draft National Gender Policy (September 2014).
Draft National Gender Policy Implementation Plan 2014-2016.
MGCD Strategic Plan 2014-2016.
PPPWCR Programme Document (July 2012).
PPPWCR Annual work plan and budget 2014.
PPPWCR Progress reports: 2013; January-June 2014; April-June 2014; July-September 2014.
Communications work plan September-December 2014.
Count Her In Campaign. Draft strategic framework 2014-2016.
Tool for members of Parliament to assess and promote gender-responsive budgeting (GRB). Final draft report (September 2014)
Gendered assessment of access and ownership of land in Zambia (December 2013).
PITC meeting minutes: 1st meeting 13 February 2014; 2nd meeting 9 May 2014; 3rd meeting 11 August 2014.
Workshop for the Steering Committee of Permanent Secretaries to mainstream gender in the public service 31 May-1 June 2014. Workshop report (June 2014).
Gender audits: Ministry of Justice 2011; Social Protection 2011; Ministry of Lands 2010.
List of consultancies.
VFM framework.
Terms of reference Programme Officer and Communications Specialist.

DFID

Support to MGCD: Business case and logical framework.
PPPWCR Annual Review (February 2014).
Krebber I and Machina H. Land issues in Zambia. Draft report (2014).

Other

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

Roseveare C. MGCD capacity development implementation plan 2014-2016. Working document (April 2014); Revised Year 1 work plan MGCD capacity development initiatives/activities 1 April 2014-March 2015.

JUDAI Consultants. Evaluation of MGCD Economic Empowerment Department. Draft report (August 2014).

UNDP. Mid-term review of Joint Gender Support Programme 2008-2011. Final report (May 2011).

VSO. Gender Institutional Strengthening Support Project. Proposal to MGCD (October 2014).

Genderlinks. SADC Protocol Zambia Barometer 2013.

Genderlinks. Gender mainstreaming in local government centres of excellence training manual (2011).

Genderlinks. Gender and media progress study: Southern Africa (2010).

Genderlinks. At the coalface: Gender and local government in Zambia (2008).

Zambia National Women's Lobby. Gender audit of the private and public sectors (2014).

Zambia National Women's Lobby. Gender analysis of the 2011 Zambian tripartite elections (2011).

Annex 3: People consulted

MGCD

Ms Daisy Nkhata Ng'ambi, Permanent Secretary

Ms Bupe Kaonga, Director, Gender in Development Department

Mr Victor Mbumwae, Director, Planning and Information Department

Ms Malalu Mulundika, Director, Human Resources and Administration Department

Provincial Child Development Coordinators:

Mr Allan Jere, Central Province

Mr Michael Mwansa, Muchinga Province

Mr Timothy Mwate, Luapala Province

Mr Chipoka Simukanga, North-Western Province

Mr Motion Milambo, Northern Province

Mr Richard Mulwanda, Western Province

Mr Ernest Chilufya, Southern Province

Ms Josephine Phiri, Eastern Province

Ms Esther Chimimba, Copperbelt Province

Other line ministries and government institutions

Mr Hillary Mulenga, Human Resources Management Officer and GFP, Ministry of Justice

Ms Lucy Mulesa Mbewe, Principal Planner and GFP, Ministry of Information

Ms Weka Banda, Principal Information, Education and Communication Officer and GFP, Ministry of Community Development and Maternal and Child Health

Ms Esnart Mpokosa, Deputy Director, Planning and GFP, Ministry of Finance

Dr Christopher Simoonga, Director, Policy and Planning and GFP, Ministry of Health

Ms Ngonya Miyoba, Department of Planning and GFP, Ministry of Education

Mr Konda, Senior Sociologist, Department of Policy and Planning and GFP, Ministry of Agriculture

Dr Tukiya Kansaka Mabula, Deputy Governor, Administration; Mr Musapenda Phiri, Head, Financial Sector Development Unit; Ms Marjory Mumba-Sisya, GFP, Bank of Zambia

Ms Emma Shalambina, Gender Analyst, Central Statistical Office

Kabwe, Central Province

Ms Edwidge Mutale, Permanent Secretary

Mr Christopher Mumba, Provincial Planner and GFP
Mr Pascal Mulenga Kambafwile, Provincial Coordinator, NGOCC
Ms Juliet Kawanda, Regional Coordinator, Central Province, YWCA
Chief Inspector Muimui, Victim Support Unit Coordinator, Central Province

Civil society organisations

Mr Barnabus Chitalu, Women for Change
Mr Isaac Zulu, Country Manager, Genderlinks
Mr Philip Thomas, Country Director; Mr Rob Wootton, Programme Development Manager; Ms Shruti Joshi, M&E Advisor MGCD, VSO
Ms Emma Mwiinga, Head of Programmes, Zambia National Women's Lobby

DFID

Ms Valerie Roberts, Social Development Advisor
Ms Doreen Manga, Programme Officer
Ms Anouk Rutter, PFM Advisor
Mr Andrew Ockenden, Senior Economist

UNDP

Ms Dellia Yerokun, Programme Analyst Gender
Ms Rose Kamana, Programme Officer, PPPWCR, MGCD
Ms Shupe Makashinyi, Coordinator, GRZ- UN Joint Programme on GBV, MGCD
Ms Joy Chasha, Communications and Advocacy Specialist, MGCD
Ms Theresa Kambobe, Gender Mainstreaming Advisor, MGCD

Cooperating partners

Ms Leena Akatama, Gender Expert, GIZ

Other

Ms Caroline Roseveare, TA consultant

Annex 4: Summary evaluation matrix

Key questions	Indicative methods/data sources
<ul style="list-style-type: none"> • Are the programme objectives, design, ToC and assumptions still relevant and appropriate? • Is the programme addressing the most significant barriers to women’s empowerment in Zambia? • Will the outputs deliver the expected outcome and results? • Have there been any changes in evidence that might influence programme design and approach? • Have there been any significant changes in context that might affect achievement of objectives? • Is the programme responding to changes in context and emerging issues? • Are risks being managed appropriately? Are there new risks that were not anticipated? • Does the programme approach need to change? 	<p>Document review</p> <p>Interviews with MGCD, DFID, UNDP</p> <p>Interviews with priority line ministries and other ministries</p> <p>Interviews with other donors and UN agencies</p>
<ul style="list-style-type: none"> • What progress had been made towards achievement of outcome and outputs? • Do the indicators in the programme logical framework need improvement? • Based on current performance, will the expected outcome and results will be achieved? • What internal and external factors are contributing to success and limiting success? • What could be done to accelerate progress? • How effective are programme governance, oversight and decision-making mechanisms? • How effectively does the PPPWCR and the MGCD engage and collaborate with key partners and stakeholders? • Is the MGCD working with the right partners to ensure achievement of results? • How effective are partnerships between MGCD, UNDP and DFID? • How effective is UNDP’s management and oversight of the programme? • Is the programme complementing other GRZ and DFID programmes and initiatives? • What approaches have been used to build capacity and generate change? • How has technical assistance been planned and used and how effective has this been? 	<p>Document review</p> <p>Review of line ministry plans and budgets</p> <p>Interviews with MGCD, DFID and UNDP</p> <p>Meetings with priority line ministries</p> <p>Meeting with PITC</p> <p>Interviews with key programme partners and other key stakeholders</p> <p>Interviews with TA providers and discussions with TA/training recipients</p>
<ul style="list-style-type: none"> • What are the main costs, and cost drivers, of the programme? • Are results achieved satisfactory relative to costs? • Is implementation on schedule? • Are disbursements and expenditure in line with expected budget and financial forecasts? 	<p>Document, budget and financial report review</p> <p>Review of work plans and progress reports</p> <p>Analysis of performance against VFM</p>

<ul style="list-style-type: none"> • To what extent is the programme delivering VFM against the VFM framework? • Is programme narrative and financial reporting adequate and timely? • Are measures in place to manage and monitor programme assets? 	<p>framework</p> <p>Review of risk matrix</p> <p>Review of asset register</p>
<ul style="list-style-type: none"> • What changes has the PPWCR achieved? • What impact has the programme had on building capacity? • What impact has the programme had on beneficiaries? • What adjustments are needed to ensure that the programme has the desired impact? 	<p>Document review</p> <p>Review of progress reports</p> <p>Interviews with MGCD, DFID and UNDP</p> <p>Interviews with line ministries, discussions with GFPs and recipients of TA/training</p> <p>Capacity assessment</p> <p>Discussions with community members</p>
<ul style="list-style-type: none"> • What are the preliminary indications of PPPWCR activities and results being sustained beyond the timeframe of the programme? • Which programme components or activities have been incorporated into MGCD's core budget and are being funded by government resources? What are the prospects for future government funding? • Has the programme built the necessary capacity to manage and sustain the programme? • What would ensure future sustainability? • What is recommended for future programming? 	<p>Interviews with MGCD, DFID and UNDP</p> <p>Capacity assessment</p> <p>Review of progress reports</p>
<ul style="list-style-type: none"> • How are lessons learned, best practice and beneficiary feedback captured and documented? • What lessons have been learned? • How can these lessons be used to improve programme performance? • What contribution has the programme made to the global evidence base? • Are there any best practices that could be replicated elsewhere or scaled up in order to increase impact? • How will lessons and best practices be shared? 	<p>Interviews with MGCD</p> <p>Review of progress reports</p> <p>Interviews with other key stakeholders</p>

Annex 5: Summary assessment against evaluation criteria

Evaluation criteria	Key issues in TOR	Assessment
Relevance	<ul style="list-style-type: none"> Is the programme design adequate to address gender imbalances, inequity and inequality? What internal and external factors have influenced the ability of MGCD/PPPWCR to meet projected targets? Is the programme responsive to emerging issues on gender and changes in areas of focus? What are the key partnerships that have been established that could guarantee smooth implementation and achievement and sustainability of results? 	<ul style="list-style-type: none"> The PPPWCR design remains relevant to address gender inequalities in Zambia. Internal: PS turnover, lack of human and financial resources, limited technical expertise and skills, weak external partnerships. External: Strong support from the Cabinet Secretary, PS Committee, limited engagement of MOF and other key line ministries. The PPWCR needs to be better at responding to opportunities, working with partners and ensuring staff are kept up to date with wider developments. Good partnerships have been established with some line ministries e.g. Education, Health and with the media. Stronger partnerships needed with other line ministries, civil society, traditional religious leaders, and at sub-national level.
Effectiveness	<ul style="list-style-type: none"> How has the PPPWCR performed with respect to outcome and output indicators and targets? How adequate, appropriate and measurable are the indicators in the programme logical framework and how can they be improved upon if necessary? To what extent does current performance indicate probability for achieving the goal and specific objectives? What factors are contributing to success (or otherwise) and what recommendations can be made to improve the interventions? Have there been any unforeseen positive or negative effects as a result of the programme? 	<ul style="list-style-type: none"> Performance is mixed. See discussion of outputs and outcome. Indicators mostly adequate, appropriate and measurable. See suggestions in Section 3. Current performance indicates that the goal and specific objectives should be achieved. Factors contributing to success: Strong support from the Cabinet Secretary, PS Committee; factors undermining success: PS turnover, lack of human and financial resources, limited technical expertise and skills, weak external partnerships, limited engagement of MOF and other key line ministries. No unforeseen positive consequences. However, management through UNDP seconded staff may have undermined MGCD ownership of the programme.
Efficiency	<ul style="list-style-type: none"> Are results achieved satisfactory in view of the costs incurred? Have the results been achieved at an acceptable cost compared with alternative approaches to accomplishing the same objectives and results? What was the rate of implementation of major planned activities in relation to annual work 	<ul style="list-style-type: none"> Results satisfactory relative to overall costs to DFID. TA costs for training and capacity development are relatively high but the quality of inputs is also high and is beginning to demonstrate results. Media costs are relatively high but some high quality programmes have been produced and are likely to contribute to desired results. Costs of some specific activities, e.g. training and meetings are high; alternative approaches

	<p>plans and delivery of anticipated results in the programme timeframe?</p> <ul style="list-style-type: none"> • Are disbursements and expenditures in line with expected budgetary plans? • Are there major bottlenecks, barriers or other internal and external factors including unforeseen ones that have affected programme implementation? • To what extent is the programme delivering VFM against the VFM framework? • To what extent have programme activities been a catalyst in leveraging resources and mobilising other partners to achieve the stated results? • Is the PITC being used optimally for policy guidance, decision making and oversight? 	<p>could achieve the same results at a more acceptable cost.</p> <ul style="list-style-type: none"> • Implementation of most activities on track; rate of implementation of some activities e.g. radio programmes, fast track courts, gender-responsive planning and budgeting, communication strategy and strategy to increase women’s political representation slower than anticipated. • Disbursements and expenditure is largely in line with overall budget and financial forecasts. • No major unforeseen barriers or bottlenecks. • See separate document on VFM. • No evidence that programme activities have leveraged resources or mobilised other partners. • PITC not being used optimally; its focus needs to shift from detailed review of activity to policy guidance, decision making and oversight.
Impact	<ul style="list-style-type: none"> • What are the initial or transitory differences/changes has the PPWCR has had on beneficiaries in areas where significant progress has been made? • What operational programme improvements can be made and course correction measures can be put in place to ensure programme activities have the desired impact? 	<ul style="list-style-type: none"> • Too soon to assess impact on beneficiaries. • See recommendations. Key areas for improvement in order to maximise impact include: more effective coordination, external partnerships and communication, more comprehensive and sustained communication strategy; more effective engagement with PSMD, MOF and other priority line ministries; gender training across priority line ministries; higher priority to strategy to increase political representation of women and women’s access to land; fully staffing key functions.
Sustainability	<ul style="list-style-type: none"> • What are the preliminary indications of PPPWCR activities and results being sustained beyond its lifespan and what can be recommended to ensure sustainability? • Which areas or components of the programme have already been taken up by the MGCD and are being funded by government resources? • Has the programme built the necessary capacity to manage and sustain the programme? • What is recommended for future programming? 	<ul style="list-style-type: none"> • Policy and legal framework for gender equality in place, providing the basis for an enabling environment for women. See summary of key areas for improvement above. • No evidence to indicate GRZ is funding PPPWCR components. • Potential for capacity to manage and sustain the programme is good. The training and capacity development funded by DFID has the potential to enhance government-wide commitment and MGCD capacity and to introduce systems to improve MGCD skills and performance. Recruitment of additional staff offers the potential to strengthen MGCD capacity in key areas. Additional advisory support from VSO will also help to build the necessary capacity to manage and sustain activities.

