



Cross Programme Gender Evaluation

Final Report

Prepared for //
DFID-Zambia

Date //12.12.2012

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Acronyms

AGEP	Adolescent Girls Empowerment Programme
CBO	Community Based Organisation
CEDAW	Convention on Discrimination against Women
CP	Cooperating Partners
CSO	Civil Society Organisation
DARP	Democratic Accountability and Representation Programme
DFID	Department for International Development
DFID-Z	DFID Zambia
GAT	Gender Advocacy Team
GBV	Gender Based Violence
GEWE	Gender Equality and Women's Empowerment
GRZ	Government of Zambia
MoGCD	Ministry of Gender and Child Development
NGO	Non-Governmental Organisation
NGOCC	Non Governmental Organisations Coordinating Council
PAF	Performance Assessment Framework
ToR	Terms of Reference
ZGF	Zambia Governance Foundation

Executive Summary

Background

- i. DFID-Z commissioned a formative evaluation to provide an early read on the coverage, effectiveness and likelihood of the current programme portfolio achieving DFID-Z's Gender Vision (Strategy), and the extent to which this will lead to the empowerment of women and girls. The focus of the Evaluation has been to review DFID-Z's current portfolio and examine, for improvement and accountability purposes, the breadth and depth of efforts to address the specific needs of women and girls.
- ii. This exercise will create the platform for a summative evaluation scheduled to review progress and achievements at the end of the operational planning period (2015) and highlight any lessons learned for future programming.

A theory of change

- iii. Building on an existing DFID-Z theory of change, a Gender Sector Analysis (2011), and wider consultation, the report provides a theory of change relating to the 'Road for Empowerment of women and girls in Zambia'. The theory contends that for the broad goals of gender equality to be achieved, change is required at three (inter-dependent) levels: firstly, in the lives of individual women and girls; secondly, in the relations between women/girls and men/boys; and thirdly, in the structures that dominate the lives of women and men (within the family, traditional and community structures, structures in the workplace).
- iv. The central point of the theory of change is that social norms ('rules of the game') that are embedded in formal and informal institutions' need to change so that there is greater space for empowerment to take place. While it is not DFID's mandate to change social norms, ignoring such norms and the potential entry points that may leverage such change may undermine the potential development gains that are expected to result from investment by DFID in a range of programmes that seek to improve the lives of women and girls.
- v. In reviewing the receptiveness of the wider environment to gender equality issues, recent developments suggests a positive dynamic and highlight the opportunities for the support of DFID Zambia and other collaborating partners to be carefully positioned within and behind Zambian led initiatives to address the barriers to Gender Equality and Women's Empowerment.
- vi. The challenge now is for DFID-Z as a whole and the different DFID teams to assess their programmes to see how they can support and further such developments.

The current DFID-Z portfolio

- vii. Concerning the existing DFID-Z portfolio, we have categorised programmes into three: those with an explicit focus in programme design on the enabling environment for women and girls' empowerment (five programmes – mostly under the Human and Social Development pillar); those programmes with potential entry points for engaging with enabling areas (some not yet recognised) (nine programmes) ; and programmes with direct value for improving the well- being of women and girls in Zambia (six programmes). Together the above forms a sub set of programmes – including those still in design – considered critical for the success of the Gender vision (Strategy). There are also some programmes that we felt had no direct relevance to the achievement of the Gender Strategy. These were discounted from further consideration in the evaluation process.
- viii. Sectoral programmes that seek to improve the well-being (human, natural, financial or physical assets) of women and girls (e.g. health, education, economic development, social protection) provide an important platform for empowerment. However, unless they address social norms, existing programmes on their own, will not led to the strategic impact or the transformational change that is required to remove the barriers to women and girls empowerment as envisaged in the Gender Strategy.
- ix. Within the current portfolio, there is a paucity of initiatives that supports traditional leaders and religious leaders as change agents to champion positive change.
- x. There is also very limited support to civil society to advocate for women and girls empowerment.
- xi. The extent of engagement with women's leadership is limited though there are important opportunities within the Democratic Accountability and Representation Programme (DARP) (currently in design phase).
- xii. The engagement in women's economic empowerment is one of the weakest links in the current portfolio if the Gender Strategy is to be delivered on.
- xiii. Working with sector ministries and front line ministries to promote women and girls empowerment, is limited especially at the policy level.
- xiv. Few programmes explicitly target adolescent girls (mainly addressed in the Adolescent Girls Empowerment Programme (AGEP) and Family Planning), but there is more scope e.g. education, other health programmes and inclusive growth.
- xv. Based on the above findings, we conclude that DFID-Z is currently **off-track** in terms of programme delivery to achieve the gender vision (Strategy) by 2015 but it has **the potential breadth and depth** within the 'critical programmes' to deliver on the Gender Strategy **if they are 'updated' and embrace some additional opportunities** in some important areas such as inclusive growth, (this body of work includes wider engagement with Government of Zambia (GRZ) and Cooperating Partners (CPs) on Gender Equality and Women's Empowerment (GEWE).

Monitoring

- xvi. There are a number of implementation and associated monitoring challenges across the portfolio that need to be addressed if the set of critical programmes on which the success of the Gender Strategy depends is to quickly get back 'on track'.
- xvii. There is a need to sharpen the practice of monitoring the gender strategy dimension within the existing programmes – both where this is already set within the prescribed programme monitoring framework (teams tracking indicators related to women and girls empowerment) or where the relationship/ dependency with the Gender Strategy needs to be given visibility within the programmes monitoring framework.
- xviii. The current base for monitoring and evaluating the DFID-Z Gender Strategy through drawing on the baseline setting and monitoring processes within the individual programmes of the portfolio is weak. The apparent 'gap' between monitoring intent and monitoring practice – of relevance to the Gender Strategy suggests that a Stocktake is needed.
- xix. The Gender Strategy results as currently set do not do full justice to the portfolio of work related to women and girls' empowerment in which DFID-Z teams are actively engaged. Areas that need to be reflected in the results include strengthening civil society, education, stopping gender based violence, poverty reduction budget support (PRBS), private sector investment, economic advocacy and policy work undertaken by the various teams and which accounts for a significant portion of their work. Once the design of the Democratic Accountability and Representation Programme (DARP) is finalised, it will also need to be reflected at gender strategy results level.
- xx. The processes around tracking and reporting on headline results for the Operational Plan are (understandably) the focus of staff effort so it will be important to develop a more rounded view in results terms of the Gender Strategy and to connect this with the headline results of DFID-Z thereby securing a sufficiently strong internal 'pull' to tracking the implementation of the Strategy and corrective action.
- xxi. The consistent lack of statistics on gender in line ministries and key statistical sources that inform policy, and a lack of capacity in ministries to report reliable data, is an area of shared concern by the Ministry of Gender and Child Development (MoGCD) and Cooperating partners on monitoring practice. It also limits what can be included as indicators in the Performance Assessment Framework or what can be reliably measured in the Gender Inequality Index indicators. This is an area where DFID-Z could add considerable value at both the policy and programming level.
- xxii. Based on our enquiry we conclude that if the above adjustments are made there is a good prospect of a successful DFID Gender Strategy making a strong contribution to wider processes of change supportive of Gender Equality and Women's Empowerment (GEWE) in Zambia.

Recommendations

We have identified three core areas for attention, which we consider to be of equal **strategic importance** and demand a balanced approach. Within each of these there are specific recommendations:

- Refining the portfolio of critical programmes to deliver on the Gender Strategy
- Getting ownership of the Gender Strategy commitment by the full DFID-Z office
- Positioning the Gender Strategy within the dynamic for change on GEWE within Zambia

i. Refining the portfolio behind the Strategy

Quick wins

- Seize the **significant potential of DARP** (currently under design) for innovation in some critical and as yet un-reflected areas in the results of the Gender Strategy. This can provide the ‘glue’ to consolidate gains in relation to changing social norms. DARP is considered key to engaging with; women’s leadership and representation, identifying and developing champions on women and girls’ empowerment, supporting the development of a dynamic civil society and a supportive media that values and promotes gender equality and women’s empowerment.
- **Review and confirm the design of AGEP** which is centre stage to the Strategy. It is likely to need further development in relation to the external environment in particular gender discrimination and social and cultural norms that affect girls’ ability to use the assets they acquire, and the assumptions made in the programme logic about complementary work with men and boys.
- Ensure that gender sensitive budgeting at the national level is included within the **Public Financial Management support** programme (currently under design).

Refining the portfolio behind the Strategy – critical but challenging

- Review, and ideally reshape the **wealth creation portfolio**, to more explicitly support women’s economic empowerment given its centrality to the overall gender empowerment agenda.
- Given the importance of **traditional and religious leaders** in influencing transformative change for women, institute a standard review of where there are opportunities for engagement with these groups as part of the programmes under development.
- Given the influence of the church in Zambia, there is need to further engage the three church mother bodies to learn what interventions exist and what synergies may be developed. Important to remain informed on the work of the Ministry of Gender and Child Development (MoGCD) as they begin to engage with the Ministry of Tradition and Cultural Affairs.

Refining the portfolio behind the Strategy – considerations for the longer term

- Consider the **balance of programme choices** that can benefit individual women (through better health, reduced maternal mortality, finance – human and financial assets) but also women’s collective empowerment e.g. voice, engaging in the socio-political environment, engaging in leadership at the local level.

ii. Building stronger ownership of the Gender Strategy within DFID-Z

Quick wins

- Consolidate into one **short updated statement the DFID-Z Gender Strategy** (encompassing both the short OP gender strategy statement and results (2011) and the Gender Paper, 2012). This will be a useful tool to engender ownership of the Strategy across the whole office and will also provide a clear reference point for the Summative Evaluation in 2015.
- Pillar teams to **reflect, internalise and decide on (any) immediate actions to be taken on ‘critical’ programmes** for the Gender Strategy which they are responsible for in terms of; (i) expanding the complementarity across the DFID-Z programme and thereby strengthening coherence, and (ii) being clear on the predominant ‘rules of the game’/social norms that will affect the success of each programme.
- **Restructure the balance of gender advisory time.** The balance of effort needs to be on those programmes that have been identified as critical to the delivery of the Gender Strategy, and in particular on those areas of the Strategy that are vulnerable and may not be delivered upon (e.g. the results related to increasing assets for women and girls).

Building stronger ownership of the GS within DFID-Z – critical but challenging

- Following decisions taken on any adjustments to programmes – existing and those in design – and to a commitment to any new programming initiatives under the wealth creation pillar **refine the results framework for the Gender Strategy.**
- Encourage teams within DFID-Z to **engage in the wider context** and keep abreast of what is happening in relation to gender; this requires an active flow of information between teams and the gender adviser, and between the gender adviser and the local expertise on gender either within government or within the civil society.

Building stronger ownership of the GS within DFID-Z – longer term considerations

- Complete a **geographical mapping of district programmes** supported under the current portfolio to see whether and how greater impact from DFID-Z engagement could be achieved through better planned geographical complementarity (without compromising government district priorities).

iii. Positioning the GS within the dynamic on GEWE

Quick wins

- **Host a discussion with the MoGCD and CPs around the Theory of Change on GEWE in Zambia.** This would serve to identify the areas (pre-conditions and related change paths) which are seen as most critical in terms of the value that external support can bring.

Positioning the GS within the dynamic on GEWE – critical but challenging

- Open a dialogue with MoGCD on **DFID support to the building of capacity** for the implementation of the National Gender Monitoring & Evaluation Plan 2011-2015. This could link with the concept being drafted/ discussed with the Ministry of Finance on M&E systems and MIS and in turn help to build an alliance in this area between the two ministries. Support to the MoGCD (whose priorities are directly in line with all the pre-conditions we identify in the theory of change -Figure 2), to develop a strong monitoring capacity and the compiling of national data would add significant value to the ministry and CPs. Being able to track progress will be important to the accountability process and tracking where government and CPs are in relation to commitments made.
- Ensure that within DFID-Z each team (Inclusive Growth, Human and Social Development and Governance) is – in their own work – an advocate for, and if necessary a provider, of support to **generate sector gender disaggregated data especially in those programme areas that are critical to the delivery of the Gender Strategy.** Without such information DFID-Z will not be able to ascertain whether it has achieved its objectives or not. Moreover as this is a shared concern by all stakeholders it is an area where DFID-Z could add considerable value at both the policy and programming level and demonstrate its comparative advantage to the Government of Zambia (GRZ) and Cooperating Partners (CPs).

Positioning the GS within the dynamic on GEWE – longer term considerations

- Explore what would be the most effective ways of engaging across Government of Zambia (GRZ) to build a wider Government support base for women's voice and accountability to the Gender Equality and Women's Empowerment agenda. Take advantage of opportunities through the work of DFID-Z for better coordination by **linking work on policy with the Gender Strategy results.** Use the structures of Cooperating Partner Sector Working Groups, budget support groups and the Cooperating Partner Gender Working Group in this regard. Common messaging, articulated at different levels, can be very effective but it does require joined-up work, and anticipation and planning for impending opportunities. There is an enormous potential to be exploited given that DFID-Z is leading on a number of Cooperating Partner Working Groups: Health Cooperating Partner Troika, Nutrition Cooperating Partner coordinator, Social Protection Cooperating Partner lead, Gender Cooperating Partner Troika.

1. Introduction

Background to the assignment

The objective of gender equality and women and girls empowerment is reflected in; the Sixth National Development Plan, the work of the new Government of Zambia (GRZ) through its commitment to the Convention on Discrimination Against Women (CEDAW) and the SADC Protocol on Gender, and in the on-going work to reflect gender equality in the Constitution.

DFID-Z Strategy development

Within this context, in 2011, DFID-Z commissioned a Gender Sector Analysis¹ and a Gender Audit² to inform its programming. The **Gender Sector Analysis** found that there was very little progress in terms of the advancement of women in Zambia in the decade 2000 – 2010; no clear vision of what civil society wanted to achieve in this regard and nothing to unify around. The Analysis concluded that the approach of *gender mainstreaming* had not delivered the results expected; capacity to act was undermined by confused government machinery and there was limited understanding of, or engagement with customary structures and practices and their impact on policy implementation.

The Gender Sector Analysis highlighted the need for changes in the *wider environment* if the goals of gender equality and women and girls' empowerment were to be realised. These included changes in attitudes and behaviour within society, in women's voice and influence as well as access to services, domestication of international instruments and gender equality reflected in laws, policies, budgets and monitoring frameworks. It identified traditional and church leaders, a supportive media, women's involvement in political leadership, and capacity within government institutions as key to bringing about such changes. Finally it saw an important role for cooperating partners to facilitate such change by being much more strategic, having a common position, adopting more effective ways of working, and ensuring key messages were promoted at all levels from heads of missions through to technical advisers and programming staff.

The **Gender Audit** indicated that there was need to ensure that DFID's corporate commitment to women and girls' empowerment as set out in the 2011 Strategic Vision on Gender³ was translated into DFID-Z's logframes, design, reviews, and project summaries. It also identified a need to strengthen DFID-Z technical understanding and skills on women's and girls' empowerment and for more DFID-Z commissioned evaluations to help provide an understanding into what works and why. Finally and critically it identified a need to focus on DFID-Z interventions that would lead to **transformational change for women and girls** (not only seeing women in their role as mothers).

¹ Co-funded with Irish Aid

² Ref. Gender Audit

³ Ref. DFID Strategic Vision on Gender, 2011. Sets out corporate goals focused on the four areas of; delay first pregnancy and support safe childbirth, get economic assets directly to girls and women, get girls through secondary school and prevent violence against girls and women

Over the last 18 months DFID-Z has developed business cases for some 25 programmes. These are in line with the **DFID Zambia Operational Plan 2011-2015**⁴, a Plan which includes (see Annex 1 of the Operational Plan) a short gender strategy statement and set of accompanying results to be delivered through the DFID portfolio.

‘DFID Zambia is committed to transforming the lives of women and adolescent girls ensuring that they are at the heart of our strategies and interventions’

In 2012 a Paper⁵ was prepared by DFID-Z on the empowerment of women and girls which elaborated the strategy on gender. This set out a DFID-Z vision for empowerment in which women and girls in Zambia: have greater access and control over their economic and productive assets, are healthy and well nourished with greater control over family planning and use of contraception, live free of violence, are educated and skilled, and are leaders both in their communities and at national level. It stated the aim of DFID-Z to engage in a more strategic way to address the key barriers (formal and informal) to women and girls empowerment. It put the spotlight on the ‘Rules of the Game’ (or ‘social institutions’).

‘The formal and informal institutions and social norms, attitudes and practices which affect the ability of girls and women to act’.

The Paper indicates that the ‘Rules of the Game’ – the enabling environment - can be influenced (changed) over time through the right mix of development interventions. It also acknowledges the risk for certain groups, where social and cultural norms are too deeply entrenched, for change to occur. It proposes that it is potentially in such areas where external donor resources can play a significant ‘unlocking’ role. The Paper points out that the current DFID-Z portfolio is centred on important supply-side measures (e.g. access to services and acquisition of assets) whilst few programmes attempt to address the social institutions which constrain girls and women and which may result in marginalisation and exclusion of women from development processes.

In sum, the **DFID-Z Gender Strategy** (the combination of direction, approach and targeted results outlined above) is a clear statement of intent by DFID Zambia to use its financial and human resources⁶ to make a difference to gender equality and women’s empowerment in Zambia (GEWE) in ways that extend beyond the aggregation of attention to gender equality within individual programmes.

The Gender Strategy in the Operational Plan specifies a number of results which DFID-Z expects to deliver on by 2015. These (see Table 1 overleaf) are a combination of national level results to which DFID aims to contribute to and results that are attributable to the actions of DFID-Z itself.

With the taking of office by the new Patriotic Front (PF) Government in Zambia, there is evidence of renewed political and administrative will and commitment at the highest level in Zambia to gender equality and equity. There are also efforts being made to better coordinate gender interventions through the (new) Ministry of Gender and Child Development (MoGCD). Further, there is a focus on invigorating the women’s movement

⁴ Ref. DFID Zambia Operational Plan 2011-2015, updated June 2012

⁵ Ref. Gender Paper

⁶ Resources include a full time Gender Adviser appointed and the Gender Champion role filled by the Results Adviser.

through interventions planned under The Non Governmental Organisations Coordinating Council (NGOCC), the focal civil society organisation that coordinates women focused CSOs⁷.



⁷ For example the new NGOCC strategic plan commits to proactively working with the media on gender issues.

Table 1: DFID-Z Gender Strategy: Targeted Results

Commitment	Results to be achieved	Contribution to national results	Results directly attributable to DFID
Improving health outcomes for women and girls	<p>Reducing maternal mortality from 591 to 443 deaths in every 100,000 births</p> <p>Doubling the number of pregnant women sleeping under treated mosquito nets (from 43% to 85%)</p>	<p>National level result – link to PRBS</p> <p>National level result but contribution from DFID Malaria & Child Health Programme</p>	
Directly reducing poverty, hunger and vulnerability among women and girls	<p>Providing 36,000 [47,000] women with social cash transfers,</p> <p>Doubling the number of pregnant women taking iron-folic supplements</p>	<p>National level result; MoH with contribution from DFID nutrition prog. Phase II</p>	Attributable to DFID-Z Social Protection Programme
Giving women and girls greater control over their reproductive rights and assisting them to delay first pregnancy	<p>Providing 134,000 [200,000] women with access to modern contraceptives,</p> <p>Reaching out [in specific areas] to adolescent girls with quality sexual and reproductive health services,</p> <p>Increasing the Contraception Prevalence Rate among women and girls from 33% to 53%,</p> <p>Increasing the percentage of male circumcision from 13% to 30% (reducing by 60% the number of women and men becoming infected with the HIV and Aids)</p>	<p>Through adolescent FP programme</p> <p>National level results; MoH & private providers, with contribution from DFID health & HIV progs.</p> <p>National level results; MoH & private providers, with contribution from DFID Health & HIV progs.</p>	Attributable to DFID-Z family planning & HIV programmes

Commitment	Results to be achieved	Contribution to national results	Results directly attributable to DFID
Creating Zambia's first large scale network of safe spaces	For 10,000 adolescent girls which will build their social networks, increase basic financial and health education and provide them with access to formal savings accounts		Attributable to DFID-Z Adolescent Girls Empowerment Programme
Increasing the assets of women and girls	<p>Increasing access to finance to 110,000 women</p> <p>Provision of improved agricultural inputs and advice to 33,000 women and improved marketing services to 15,000 women,</p> <p>Creating an additional 10,000 jobs for women;</p>	National result	<p>Attributable to DFID-Z Improving access to Finance Programme</p> <p>Attributable to DFID-Z Rural Market Programme</p>
Increasing the number of women in leadership and decision making positions	<p>Increasing the proportion of women MPs from 15% to 20%, (revised based on 2011 election from 11% to 15%)</p> <p>Increasing the proportion of women in leadership roles in the public sector from 16% to 25%.</p>	<p>National result</p> <p>National result</p>	

Purpose and scope of the Evaluation

DFID-Z commissioned a formative⁸ evaluation⁹ to provide an early read on the coverage, effectiveness and likelihood of the current programme portfolio achieving DFID-Zambia's Gender Vision (Strategy), and the extent to which this will lead to the empowerment of women and girls. The focus of the Evaluation Team from IOD PARC¹⁰ is to review DFID-Zambia's current portfolio and examine, for improvement and accountability purposes, the breadth and depth of efforts to address the specific needs of women and girls.

This exercise will create the platform for a summative¹¹ evaluation scheduled to review progress and assess likely impact and sustainability of results achieved at the end of the operational planning period (2015). This will account for the investments made and achievements of the DFID programme behind the Gender Strategy during the Operational Plan period and highlight any lessons learned for future programming.

The process of having both a formative and summative evaluation related to the empowerment of women and girls is believed to be a first for DFID globally, and therefore the lessons learnt from this process will have relevance to DFID more widely.

An Inception Report (desk review) was submitted by the Evaluation Team to DFID-Z in early August 2012. This started the iterative process of developing a theory of change for the empowerment of women and girls in Zambia which in turn has provided the broad framework of gender equality and women's empowerment (GEWE) against which the evaluation process has moved forward. The Evaluation Team have consulted with a specific and limited range of stakeholders focused on the DFID-Z team. Discussions were also held with a representative from the Ministry of Gender and Child Development and with a small number of representatives from the donor community. The evaluation team built on the extensive consultation undertaken with stakeholders in the earlier Gender Sector Analysis exercise (2011).

The DFID-Z programme portfolio

The current DFID portfolio encompasses some 30 programmes, including five at design stage, which fall under the three pillars of DFID's engagement. The portfolio includes:

- **Governance pillar:** programmes aimed at improving the broader environment for delivery of services through improved financial and public management, more responsive political institutions and more engaged civil society. Three existing programmes (Parliamentary Reform, Zambia Governance Foundation, and Anti-Corruption Programme) that potentially have direct links with the theory of change on GEWE are to be merged into a new programme, Democratic

⁸ Formative evaluation – judging the worth of a development intervention while the programme(s) activities are forming or happening.

⁹ See Annex 1 for Terms of Reference

¹⁰ IODPARC www.iodparc.com

¹¹ Summative evaluation – judging the worth (including impact) of a development intervention at the end of the programme(s) activities.

Accountability and Representation Programme (which will have two business cases).

- **Human and Social Development:** programmes in health, the majority of which are aimed at improving maternal and child health outcomes by improving access to nutrition, sexual and reproductive and general health services (malaria and hygiene and sanitation programmes, and improved capacity of health personnel); and programmes related to HIV, adolescent girls' empowerment, stopping gender based violence, and one social protection (cash transfer) programme; sector budget support is being planned with the Ministry of Education and is under discussion with the Ministry of Health.
- **Wealth Creation:** programmes (a number under design) which focus on improving access to financial and physical assets and financial education, private sector investment, and economic advocacy. Budget support is provided for public sector management and processes are afoot to identify further areas of support to replace the current phase of public financial management including a financial management information system for the Ministry of Finance.

Several of these programmes/areas of support (listed above) are not currently reflected in the Gender Strategy results as outlined earlier in Table 1. This includes support for:

- Strengthening civil society
- Education
- Stopping gender based violence
- Poverty reduction budget support (PRBS)
- Private sector investment or economic advocacy

There is also limited visibility within the results of the Gender Strategy of the policy work undertaken by the various teams and which accounts for a significant portion of their work. This is mirrored by the headline results of the DFID Operational Plan which focuses on results attributable to DFID.

Outline of the Evaluation Report

Building on the Inception Report and following a field visit by the Evaluation Team to DFID-Z between 14th and 23rd August 2012, this report starts (section 2) by setting out the basis for a Theory of Change centred on change in social norms. It takes this as the trigger point, to empowered girls and women on which the achievement of wider development goals is dependent. Section 3 reviews the findings emerging from a process of mapping and assessing the DFID portfolio against this theory of change looking in detail at specific aspects of relevance, effectiveness, impact and sustainability. In making this assessment we bring into view important recent developments in the external operating environment which we considered pertinent to the DFID-Z Gender Strategy. Section 4 draws out conclusions against the headline questions for the formative evaluation providing an assessment of the likelihood of the current DFID-Z portfolio achieving the targeted key results of the Gender Strategy and to what extent this will lead to the empowerment of women and girls. Opportunities are identified for expansion or change to specific programmes. Finally, recommendations are provided in three main areas;

- Getting the portfolio of critical programmes in shape to deliver on the Gender Strategy,
- Getting the ownership of the DFID-Z office fully behind the Gender Strategy commitment; and
- Positioning the Gender Strategy within the dynamic for change on GEWE within Zambia.

A full set of Annexes are provided to reflect the systematic process followed for the evaluation. This covered working with an extensive set of documentation provided on the DFID-Z portfolio, internal discussions held with DFID-Z delivery teams and external discussions with key informants.

2. The Road to Empowerment

This section situates the Strategy commitment of DFID-Z to the empowerment of women and girls within the cultural and institutional setting of Zambia. It does this firstly through a discussion of the social norms that guide gender relations in Zambia and which can assist or impede empowerment of women and girls and secondly through consideration of the dynamics for change in the Zambian context.

DFID-Z's Gender Strategy Paper: The Empowerment of Women and Girls (2012) includes a theory of change which centres around creating an enabling environment for empowerment to occur and is based on three concepts, firstly, access to assets and services such as human, natural, financial and physical assets; secondly, ability to exercise voice, influence and control; and thirdly, 'the rules of the game' described as 'formal and informal institutions and social norms, attitudes and practices which affect the ability of girls and women to act'.

Building on this DFID-Z theory of change, the Gender Sector Analysis, and wider consultation, we provide (see below) a theory of change relating to the 'Road for Empowerment of women and girls in Zambia' that looks beyond the work of DFID-Z and places centre-stage the pre-conditions by which change in social norms can be influenced. The theory was tested with representatives of Cooperating Partners and the Ministry for Gender and Child Development for some initial reactions, and shared with the DFID-Z team at a debriefing meeting. The response from those consulted was positive and there were some specific suggestions that were incorporated during the discussions in-country.

Theory of Change and the main barriers to women and girls' empowerment

The theory contends that for the broad goals of gender equality to be achieved, change is required at three (inter-dependent) levels: firstly, in the lives of **individual** women and girls in terms of their confidence, self-esteem, social and economic well-being; secondly, in the **relations** between women/girls and men/boys in terms of mutual respect, support, greater equality in access to and control over resources, and work jointly and with others to bring about change; and thirdly, in the **structures** that dominate the lives of women and men (within the family, traditional and community structures, structures in the workplace). These are described as follows¹²:

Individuals change: Women in poverty become actors for change, able to analyze their own lives, make their own decisions and take their own actions. Women (*and* men) gain ability to act by building awareness, skills, knowledge, confidence and experience.

Relations change: Women *and* men form new relations with other social actors, form coalitions and develop mutual support in order to negotiate, be agents of change, alter structures and so realize rights, dignity and livelihood security.

¹² http://www.care.org/newsroom/publications/whitepapers/woman_and_empowerment.pdf

Structural change: Women *and* men, individually and collectively, challenge the routines, conventions, laws, family forms, kinship structures and taken-for-granted behaviours that shape their lives – the accepted forms of power and how these are perpetuated.

Recognising the importance of social norms to programme success and empowerment

The central point of the theory of change is that social norms ('rules of the game') that are embedded in formal and informal institutions need to change so that there is greater space for empowerment to take place.

Social norms/rules prescribe behaviour in groups and societies. These shape not just behaviour but also attitudes. Social norms influence even those preferences considered private, such as policies we support. Social norms are reinforced through popular culture, radio, television, traditional art forms, proverbs and stories, customs, laws, and everyday practice. There is a consensus¹³ that 'social norms' need to be addressed if empowerment of women and girls is to be achieved. See Box below for some examples of social norms.

Zambia's contemporary culture is a blend of values, norms, material and spiritual traditions of more than 70 ethnically diverse people. This diversity can be seen through the different social norms, customary laws and practices that govern the different tribes. For example, social norms can define property rights, that is, who is entitled to what. In terms of inheritance rights of children under customary laws, there are variations as demonstrated by the following groups:

- Among the patrilineal Ngoni of Eastern Province, sons are the heirs;
- Both sons and unmarried daughters have rights among the Lozi of Western Province;
- Among the matrilineal groups, which are in the majority in Zambia, children have no rights to inherit from their parents. They inherit from their maternal uncles.¹⁴

¹³ See Gender Sector Analysis, DFID/Irish Aid (2011), Zambia Nationwide Gender Perception Survey, CO/GIDD (2012), and from discussions with MoGCD and NGOCC.

¹⁴ The World Bank Report 2004

Box 1: Some examples of social norms/ rules that may still exist in certain areas

1. Daughters valued not as individuals but in terms of the wealth they will bring to the family (through marriage payments by their husbands).
2. Men are the heads of households
3. Polygamy a traditional right (like among the Tonga people of Southern Province)
4. Men are breadwinners, the income earners in a home
5. A woman should not earn more than her husband does
6. A woman should not be more educated than her husband
7. Having multiple partners as a status symbol measuring masculinity and success.
8. Forcing a partner to have sex is not rape
9. It is acceptable for a man to beat his wife
10. Women should always be subservient to men
11. Women's role is that of reproduction
12. Children should be raised by their mothers
13. Women's role is that of an unpaid family member
14. Family planning is only for married women
15. Men are decision makers
16. Women cannot speak on behalf of men
17. Respect for a man no matter the age particularly after he has gone through rites of passage.
18. Women are "homemakers", the keepers of the family, responsible for the well-being of their children and husbands.

A key message about the need for changes in social norms is that while it is not DFID's mandate to change social norms, ignoring such norms and the potential entry points that may leverage such change may undermine the potential development gains that are expected to result from investment by DFID in a range of programmes that seek to improve the lives of women and girls. For example, if parents do not value their daughter's education (as much as their son's), many girls will be kept at home from school to help with household work, and early marriage and pregnancy will ensue, or if early marriage is accepted as the norm then girls' opportunity and right to self-development and education with all the associated benefits long term for her and her family will have been missed.

Addressing gender concerns in sectoral programmes that seek to improve the well-being (human, natural, financial or physical assets) of women and girls (e.g. health, education, economic development, social protection) is seen as an essential (necessary but not sufficient) step to provide a platform for empowerment. However, on their own, 'well being' interventions will not lead to the strategic impact or the transformational change that is envisaged in the DFID-Z Gender Strategy. Transformational change requires some shifts in the wider socio-cultural environment – the social norms. Therefore in assessing the 'fit' of the portfolio to the Gender Strategy we have looked at both those parts of the portfolio that indirectly seek to influence change in the social norms and those that are focused on directly improving the well being of women and girls.

The theory of change is presented in the following Diagrams. Figure 1 provides a holistic view whilst Figure 2 expands the core on the social norms indicating pre-conditions and associated (intermediary) change paths to which donor funded interventions engage.

Figure 1: Theory of Change – the road to empowerment for women and girls in Zambia (Achieving Strategic Impact]

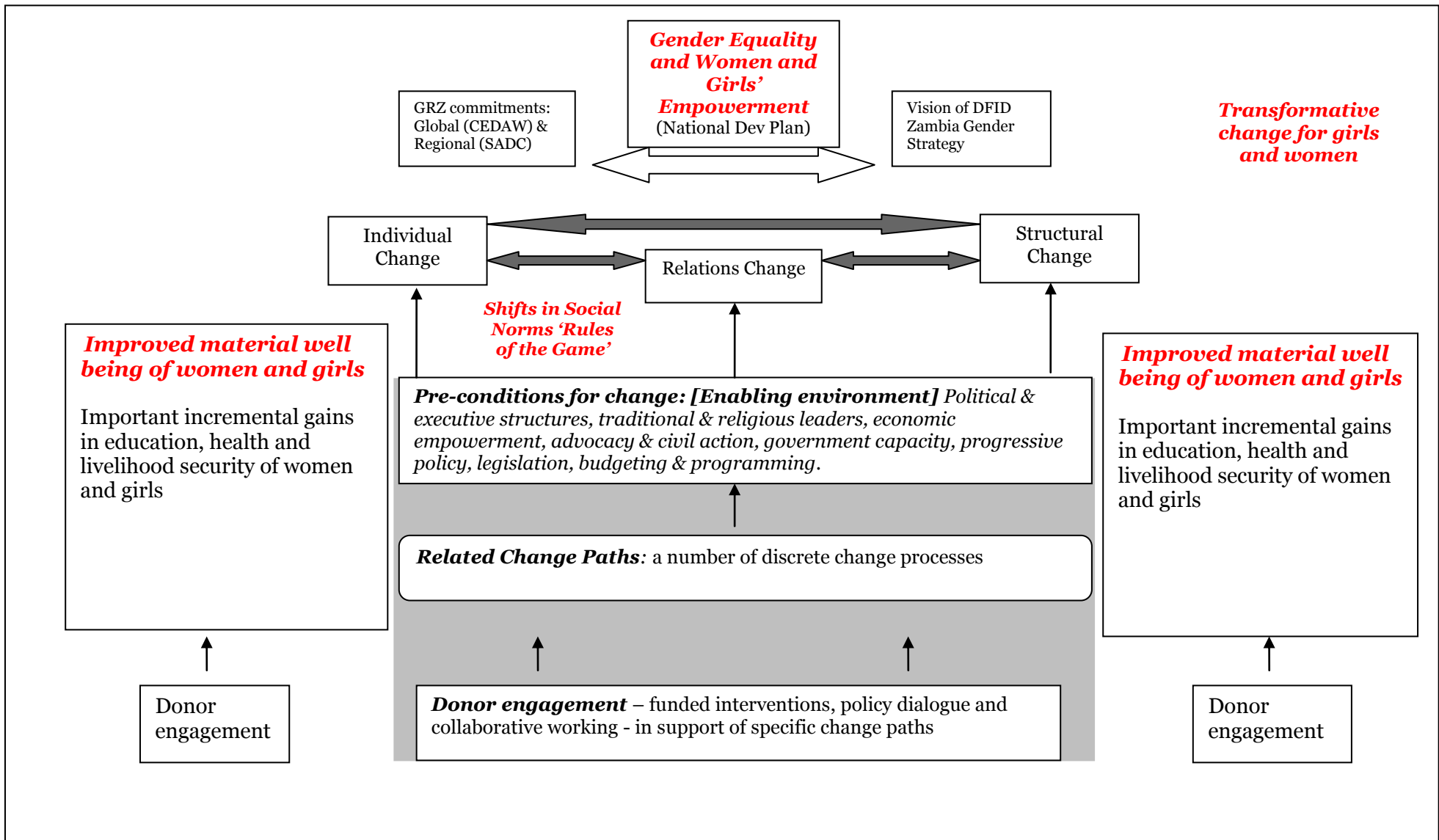
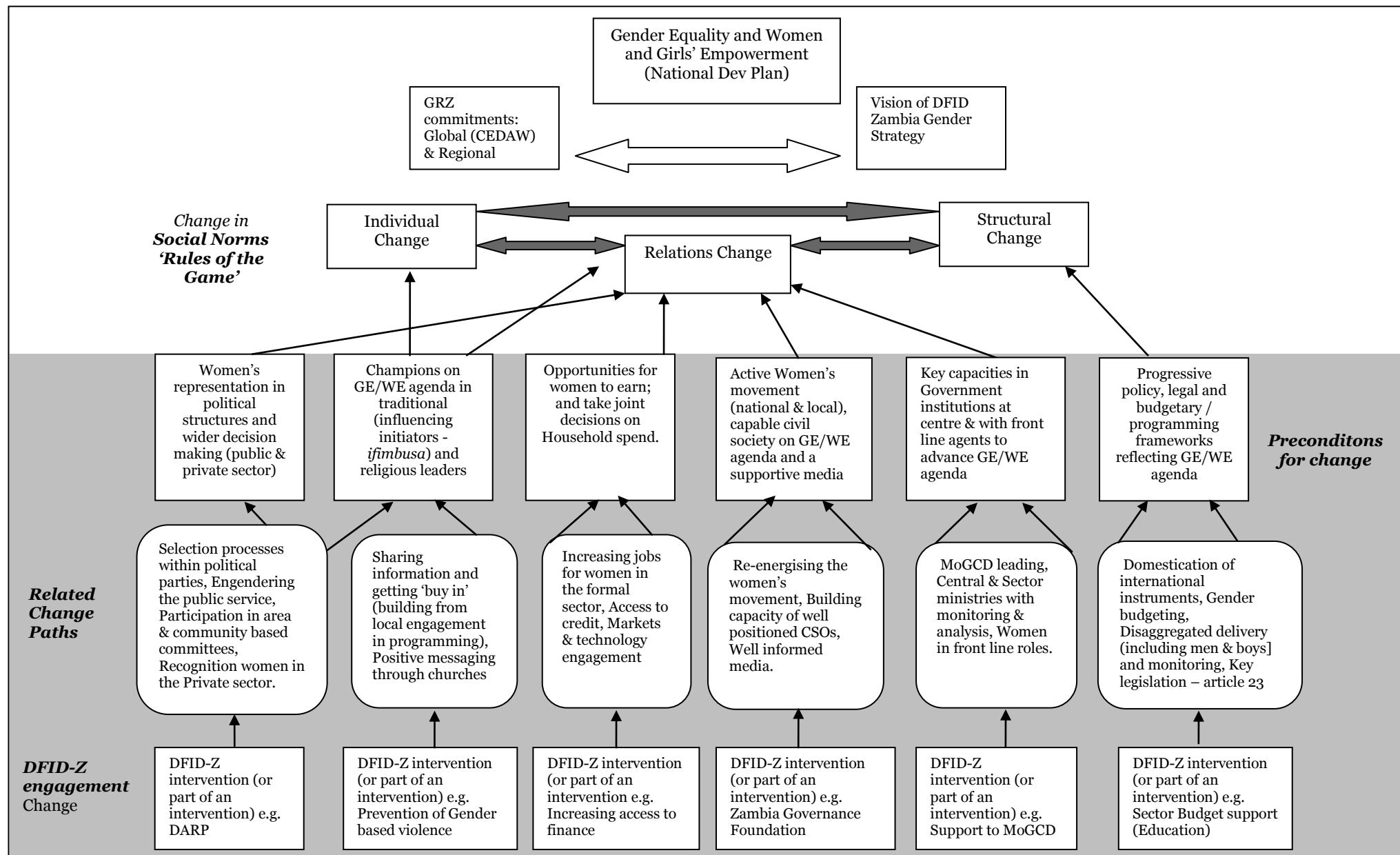


Figure 2: Theory of Change – the road to empowerment for women and girls in Zambia [change in the main barriers to empowerment]

Diagram showing the domains of change and related change paths within the core of achieving a shift in social norms



As the theory of change presented above relates to Zambia as a whole (not only DFID) we suggest that wider discussion around this theory of change is required between DFID-Z, cooperating partners and thereafter with GRZ. This would serve to develop a shared view on the pre-conditions and related change paths which are seen as most critical given the base position. Also, related to this where external support by DFID and other donors, given the fixed points and flexing ability within their respective programming in the period 2011 – 2015, can be most effectively targeted. This may involve identification of both a) specific interventions which explicitly have GEWE as a core objective and b) consideration of those externally funded priority programmes that are focused on a specific development objective (other than GEWE) but which have dependencies on some aspect of a shift in social norms (at Output, Outcome or Impact level – explicit in the Logframe statements/ indicators or in the assumptions) if targeted results are to be achieved (See Annex 6 for detail on DFID’s programming). As part of the troika leading the Gender Sector Working Group, DFID is well placed to lead such a discussion, the outcome of which would be agreed priorities to be taken forward in the next few years. (See also paragraphs 70-74 and 68-69 where we set out the current priorities of the MoGCD and the current emphasis of cooperating partners).

Table 2 below illustrates a number of areas where concrete changes at a lower level are expected to contribute – through the pre-conditions - to overall change on empowerment of women and girls.

Table 2: Pre-conditions for Empowerment of Women and Girls

Preconditions for Change	Related Change Paths
<p>Women’s leadership and representation:</p> <ul style="list-style-type: none"> ● In political structures ● In wider decision making in both the public and private sector ● At community level ● At national level 	<ul style="list-style-type: none"> ● ● Adoption processes within political parties change such that they are supportive to women candidates ● Engendering the public service ● Women’s participation in area & community based committees ● Recognition of women in the private sector.
<p>Champions on women and girls empowerment:</p> <ul style="list-style-type: none"> ● Amongst traditional leaders (including influential initiators such as ifimbusa) ● Amongst religious leaders 	<ul style="list-style-type: none"> ● ● Sharing information and getting ‘buy in’ (building from local engagement in programming) ● Positive messaging through churches
<p>Opportunities for women to earn so that they:</p> <ul style="list-style-type: none"> ● Have access to independent income, ● Take joint decisions on household spend 	<ul style="list-style-type: none"> ● Increased participation of women in the formal sector ● Providing women with access to affordable credit ● Facilitating women to access

Preconditions for Change	Related Change Paths
	markets <ul style="list-style-type: none"> ● Enabling women to engage in technology
<p>A dynamic civil society that values and promotes gender equality and women's empowerment:</p> <ul style="list-style-type: none"> ● An active women's movement at national and local level ● A capable civil society at national and local level that can advocate and take action in relation to the GE/WE agenda, ● A supportive media that stimulates informed debate (especially local radio) ● 	<ul style="list-style-type: none"> ● Re-energising the women's movement ● Building capacity of well positioned CSOs for analysis and advocacy on GE/WE ● A well informed media.
<p>Key capacities in government institutions to advance women and girls empowerment:</p> <ul style="list-style-type: none"> ● at the centre ● with front line agents 	<ul style="list-style-type: none"> ● MoGCD coordinating the sector ● Central and Sector ministries with capacity for monitoring analysis and reporting from a gender perspective ● Women agents in front line roles.
<p>Progressive action by Government that reflects an agenda for women and girls empowerment in terms of:</p> <ul style="list-style-type: none"> ● Policy ● Legislation ● Budgets ● Programming frameworks 	<ul style="list-style-type: none"> ● Domestication of international instruments ● Gender budgeting ● Disaggregated delivery of programmes that improve well-being (including men & boys] ● Disaggregated monitoring ● Key changes in legislation – article 23

Dynamic context

In order for DFID to better understand how its portfolio relates to the wider environment the Evaluation team also looked at the way in which the context for the empowerment of

women and girls was changing in Zambia and what was evident in terms of the dynamic for change. In the sub-section below we have highlighted what we consider to be the most significant developments in this regard across a number of areas¹⁵. Overall the evidence suggests a more conducive environment for engagement on GEWE than has been evident in recent years and that the context is not static but dynamic.

Social norms are slowly shifting as evidenced by a recent gender perception survey (2012)¹⁶ commissioned by the MoGCD. This cited (see pp60-62) positive changes taking place in a number of areas:

- **Initiation ceremonies:** Women have realized that the content of initiation ceremonies may have negative effects on their female children and hence many initiation ceremonies are kept at the level of hygiene to help the girl child. Initiation ceremonies are also being held during the school holidays so that it does not disturb the girl child's education.
- **Women's engagement in community development:** Women are engaging more in development activities such as the formation of Community Based Organizations to help the welfare of the communities that they live in.
- **Preference for who is sent to school:** On whether boys and girls are given equal opportunity to go to school, 29.7% said a boy get priority, 18.2% said a girl and about half (51.7%) said both. (pg 76). Women also showed evidence of valuing education in that they encourage their female children to be in school.
- **Property grabbing:** incidences of property grabbing have decreased within many communities. The changes were attributed to the strong awareness messages disseminated through the media.

Constitutional and legal reforms with important implications for the legal status and rights of women and girls in Zambia¹⁷ are ongoing. Central to this is the proposed complete removal of Article 23 within the new Constitution, through which it is expected that statutory law e.g. Interstate Succession Act will take precedence over any customary law in the distribution of inheritances.

The Constitution review process was initiated towards the end of 2011. The women's movement developed a Basic Minimum Standards by which the new constitution was going to be reviewed. This standard has also been adopted by the MoGCD. Against this standard it has been observed that the new draft Constitution contains progressive provisions aimed at addressing equality between the sexes¹⁸. Spearheaded by the NGOCC, submissions to the Constitution Technical Committee on what else needs to be changed within the Constitution have been made key observations in this regard relate to; (i) addressing an internal legal contradiction within the current Constitution which serves to legalise discrimination in wide areas of administrative and social practice, (ii) lobbying by the Women's movement for the system of proportional representation provided for at the National Assembly level to be

¹⁵ A detailed discussion of the institutional framework for gender equality is provided in the Inception Report.

¹⁶ Zambia Nationwide Gender Perception Survey, pp 60-62, Cabinet Office, Gender in Development Division, January 2012.

¹⁷ A more detailed overview of the Institutional Framework is included in the Inception Report, August 2012 .

¹⁸ NGOCC, Analysis of the Extent to Which the Zambian National Constitution is Engendered (2012)

extended through the Electoral Act to the Local Council Level. This would make provision for all political parties to adopt an equal number of female and male candidates at all levels (Presidential, Parliamentary and Local Government), with failure to do so resulting in disqualification from contesting the elections.

The Anti-Gender Based Violence Act (2010) takes its inspiration from the gender based violence provisions of Articles 20 - 25 of the SADC Protocol on Gender and Development which calls on States to enact and enforce legislation prohibiting all forms of Gender Based Violence (GBV); discouraging traditional norms including social, economic, cultural and political practices. This is one of the few GBV Acts in SADC that specifically provides for: the establishment of a Gender Based Violence Fund to assist victims, establishment of an all-inclusive GBV Committee, establishment of shelters, provision of emergency monetary relief and the addressing of harmful traditional practices. The Act also treats forced and early marriages as sexual offences in line with the Penal Code Act (2005) (Amendment). The penal code now mentions violence against women.

Strengthening of institutions: With the coming into power of the new Patriotic Front Government, the Gender in Development Division (GIDD) was transformed into a full Ministry and became the MoGCD. Whilst the Ministry cannot direct other Ministries they can engage the Secretary to Cabinet who may use his convening power to influence the other Ministries. As a result of the transformation, the MoGCD has embarked on a restructuring process which includes the recruitment of programme staff. One key proposal being recommended to Cabinet office is the establishment of a monitoring and evaluation department as part of the new structure. *Priorities of the Ministry* include domestication of CEDAW, implementing the anti GBV Act, ensuring gender disaggregated data to ensure targets are being met by Government and CSOs, economic empowerment of women looking at agriculture and adding value to produce as well as avoiding wastage, and working with the Ministry of Chiefs and Traditional affairs, the House of Chiefs and the media.

The Ministry is also providing fresh impetus to the GRZ strategy of *engendering the public sector*. The Ministry has in the past established Gender Focal Point Persons in all Ministries and at the District level. This system, according to the Ministry has not worked. Furthermore, District Gender Committees under the leadership of Gender Focal Point Persons have not been very active and reputedly is the reason why information dissemination on gender tends to be poor¹⁹. Instead of the gender focal point system, the Ministry is seeking to implement a strategy for engendering the public sector which was developed in 2011 and is working with the Office of the Cabinet to get the different Ministries to implement this strategy. The Management Development Division in the Cabinet Office is working to include gender mainstreaming in officers' job descriptions. The Public Service Management Division that deals with appraisals is also involved in ensuring the appraisal system includes the gender mainstreaming component and the Secretary to Cabinet is due to issue a circular to this effect.

With regard to *gender responsive budgeting*, the current Secretary to the Treasury has shown keen interest to have his office receive capacity building in this area. In the past, officers were sent for training from Ministries of Agriculture, Education, Community Development and Ministry of Finance but they had difficulty in internalising the approach.

¹⁹ Gender Perception Survey (2012),

The key challenge noted with getting the officers to start gender based budgeting is that even though the Ministry of Finance in the Medium Term Expenditure Framework (2011 – 2013) included a component that gender budgeting should be included in all budgets, there were no guidelines provided on how this was to be done by Ministry of Finance or MoGCD. These guidelines are now being developed by the Ministry of Finance and National Planning in collaboration with the MoGCD but it is the Ministry of Finance that will then ensure that budgets presented are gender sensitive.

The Ministry of Chiefs and Traditional Affairs: Established by the new Government the Ministry is responsible for the administration of chiefs and their affairs in chiefdoms, provision of governance systems in these chiefdoms, conservation and preservation of both movable and immovable items of culture and national heritage. In this regard, it is the function of the chiefs to promote, positive cultural and traditional practices in order to protect children from early marriages, arranged marriages, sexual cleansing and polygamy. The nation has two hundred and eighty-six (286) chiefs and the creation of this Ministry provides a platform through which the chiefs can be positively engaged to influence the negative social and cultural beliefs and practices.

A recent Gender Perception Survey (2012) commissioned by the MoGCD identified the enabling environment for gender mainstreaming as:

- Political and administrative will and commitment at the highest level to gender equality and equity;
- Willingness of those stakeholders and implementers who have never been exposed to issues related to gender to acquire knowledge and skills in gender awareness, and gender analysis and planning;
- A legislative and constitutional framework conducive to advancing gender equality;
- A ‘critical mass’ of women in decision-making bodies;
- Adequate human and financial resources; and
- An active civil society²⁰.

Recent developments (summarised above) suggests a receptive environment and highlights the opportunities for the support of DFID-Z and other collaborating partners to be carefully positioned within and behind Zambian led initiatives to address the barriers to GEWE. The challenge now is for the different DFID teams within the pillar structure to assess their respective programmes to see how they can support and further such developments. The next section on Findings, coupled with detail provided in the Annexes provides the starting points for this internal discussion, facilitated by the Gender Advocacy Team (GAT).

²⁰ Gender Perception Survey (2012) pg 1

3. Findings

This section considers, in turn and with reference to the process followed by the Evaluation Team, each of the main evaluation questions clustered under the OECD DAC evaluation criteria (reflecting the Evaluation Matrix²¹ presented in the Inception Report).

Relevance

Does the DFID-Z programme portfolio address the main barriers to the empowerment of women in Zambia?

The Evaluation Team mapped the DFID-Z portfolio to the Theory of Change in reference to the individual Logframes of the programmes approved and already ongoing, and the Business Cases of those programmes still in design. This involved looking at where the individual Programme Logframes – through their own internal logic (outputs, outcomes (purpose), impact (goal)) ‘read across’ to the narrative / results areas of the Gender Strategy²² and the targeted Outcome and Output level results for the Gender Strategy annexed to the DFID-Z Operational Plan.

This exercise highlighted those programmes that either – fully or partially – had Output(s), Outcome(s) or Impact that as targeted results were considered relevant to the achievement of the DFID-Z Gender Strategy. Through this extraction exercise we identified programmes that we saw as ‘critical’ to the success of the Gender Strategy and the empowerment of women and girls. In this we have distinguished between the following three categories of programmes (see Figure 3 below):

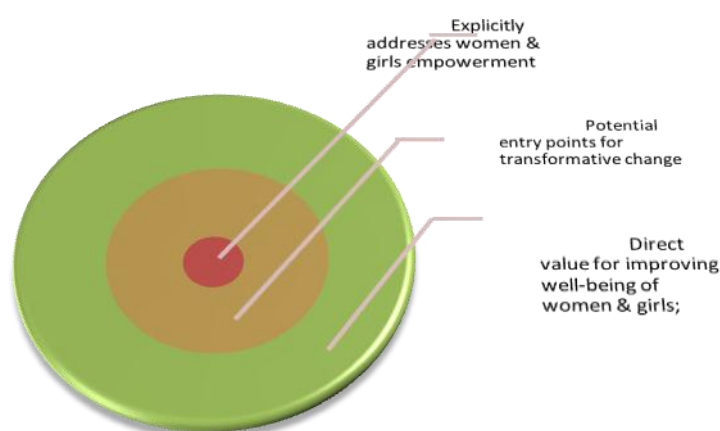
- An explicit focus in programme design on the enabling environment for women and girls’ empowerment.
- Programmes with potential entry points for engaging with enabling areas (some not yet recognised).
- Programmes with direct value for improving the well-being of women and girls in Zambia.

There are also some programmes that we felt had no direct relevance to the achievement of the Gender Strategy. These were discounted from further consideration in the evaluation process.

²¹ See Annex 2 for Evaluation Matrix

²² This refers to the expanded Strategy articulated in the DFID-Z *Gender Strategy Paper: the Empowerment of Women and Girls*.

Figure 3: Categorisation of the Portfolio



Five programmes have an explicit focus in the programme²³ design on the enabling environment for GEWE and are already addressing social norms and the empowerment agenda (Transformative change). All of these fall under the human and social development pillar:

- Adolescent Girls Empowerment Programme developing a model for adoption by the Ministry of Health and other countries;
- Scaling up Family Planning Services addresses formal and informal institutions at all levels;
- MAMaZ, a maternal health programme that includes access to family planning services for married²⁴ women and the logframe provides for research funding to gain greater understanding of adolescent SRH;
- Scaling up a Safer Zambia (GBV) contains measures targeted at changing societal acceptance of GBV and creating an enabling environment to respond to GBV; and
- The planned support to the MoGCD.

Nine programmes with potential entry points/ (as yet unrecognised) dependencies on enabling areas for GEWE (Transformative change). Such programmes have the potential to address social norms and engage in the empowerment of women and girls e.g. there are

²³ Note some of these programmes will also contribute to improvements in the well-being of women and girls

²⁴ The reason it explicitly mentions married women is that there is no monitoring data for access by unmarried women to family planning.

lots of opportunities if programmes want to engage with the ‘enabling agenda’ by ensuring that the (full) existing programme design is delivered on, or further developing programme logic to address gaps in programmes. These primarily fall under the wealth creation and governance pillars.

Six programmes with direct value [only] for improving the well being of women and girls in Zambia – recognising that successful programme may provide a platform for engagement with enabling gender equality and women’ empowerment. All of these fall under the human and social development pillar, along with general budget support.

A list of these ‘**critical**’ programmes with details of timescale, budget, point of engagement with the Gender Strategy is provided in Table 4 overleaf.

Table 4: Identification of candidate 'critical programmes' for delivery of DFID-Z Gender Strategy – based on Portfolio mapping

Title of candidate 'critical' Programme	DFID-Z Identifier	Programme Timeframe	Programme Budget	Where engagement with/dependency on change in social norms sits in Programme Logframe
Explicit focus in Programme²⁵ design on the enabling environment for GE/WE (Transformative change)				
Mobilising access to maternal health (MAMaZ)	200497	2009/10- 11/12	£5m	Outcome & Output
Scaling up family planning services	202342	2010/11- 15/16	£10m	Impact, Outcome & Output
Adolescent Girls Empowerment Programme	202344	2011/12-16/17	£8.4m	Impact, Outcome & Output
Prevention of GBV – scaling up a safer Zambia	203063	2012/13- 14/15	0.75m	Impact, Outcome & Output
Support to Ministry of Gender & Child Development	{tbi}	Design	[0.9m?]	Impact
Programmes²⁶ with potential entry points/ (as yet unrecognised) dependencies on enabling areas for GE/WE (Transformative change)				
Zambia Governance Foundation [Civil society strengthening]	201107	2010-2012	??	Output
Rural Market Programme (support to Musika)	202999	2012/13- 16/17	£5m	Outcome & Output
Improving access to finance	203000	2012 - 17	£5m	Output
Zambia SBS – Education	203001	Design	[£17m?]	
Democratic Accountability & Representation Prog. (DARP)	[tbi]	Design	[£20m]	Candidate at Impact, Outcome, Output
Public Expenditure, Fin. Management & Accountability (Phase 2)	203471	Concept	?	
Zambia SBS – Health	[tbi]	Concept	?	
Support to Vocational Education	203467	Concept	?	
Strengthening the training and education of health workers in Zambia (Phase 1 & II)	[200667?]			
Programmes with direct value [only] for improving the well being of women and girls in Zambia – successful programme may provide platform for engagement with enabling GEWE				
Tackling maternal and child under-nutrition: Phase I & Phase 2	201927	2010/11 -14/15	£3.5m (+14m)	
Sanitation and hygiene programme	202345	2011/12 -14/15	£19m	
Malaria and Child Health programme	202504	2011 – 15	£17.7m	
Zambia Social Protection Expansion Programme	201107	2010-2020	£38m	
HIV Prevention Programme (new)	202340	2012-15	£13m	
Growth and Poverty reduction Grant – GBS		2011-14	£25m in 2012	

²⁵ Note some of these programmes will also contribute to improvements in the well-being of women and girls

²⁶ Note some of these programmes will also contribute to improvements in the well-being of women and girls

Across the DFID-Z portfolio are there clear links between programmes and do programmes complement each other with regard to addressing women's empowerment?

In defining the scope of complementarity, we look at the DFID-Z portfolio from two perspectives related to delivering on the Gender Strategy. Firstly, we assess the extent to which there are clear links and complementarity across the current DFID-Z portfolio with regards to addressing women and girls' empowerment, and secondly, we assess the complementarity of the current portfolio with the theory of change outlined earlier.

Complementarity across the DFID-Z portfolio

We have delineated complementarity within the current portfolio from three perspectives, namely, complementarity across the life cycle of women and girls, geographical complementarity (with the increased opportunity for greater impact), and complementarity in respect to the extent to which current programmes are mutually supporting to reinforce women and girls empowerment. Annex 3 of the Inception Report *Analysis of the DFID Zambia Portfolio on addressing Empowerment of Women and Girls* assessed the DFID-Z portfolio using sixteen indicators and provided an initial basis for the complementarity analysis. These indicators includes goal/outcomes on women and girls, geographical spread, scope of influence, knowledge and skills, service delivery, policy, programmes, budget etc. Building on this, and based on a review at impact, outcome and output level, Annex 6 of this report provides examples for further strengthening complementarity.

Life cycle of women and girls: The most obvious cluster in the portfolio are those which centre on infant and young children and their mothers. Undoubtedly there is a logic and a complementarity across much of the Human and Social Development portfolio targeted at this group with the aim of impacting on maternal and child health. Programmes include Mobilising Access to Maternal Health in Zambia (MAMaZ); Tackling Maternal and Child Under-nutrition; Malaria and Child Health; Zambia Social Protection Expansion Programme – now targeted at women with children under 5 years (2012); Zambia UK Health Workforce Alliance (THET); Phase II Strengthening the Training & Education of Health Workers in Zambia. There are also a few programmes targeted at women in their reproductive years which focus on family planning and HIV and AIDS. The plan to integrate couple counselling with family planning will strengthen this complementarity.

Budget support to the education sector and the Adolescent Girls Empowerment Programme is likely to have some complementarity in terms of a common age group but the link would be strengthened if sector budget support was targeted at adolescents e.g. expansion of secondary school access for girls or piloting some of the AGEP concepts within mainstream secondary schools. The planned support to vocational education (at concept stage) may also strengthen complementarity if it explicitly includes vocational education for adolescent girls and provides them with clear opportunities for earning.

Geographical complementarity: from the information gleaned from staff, there has, to date, been no explicit initiative to coordinate programmes at a district or provincial level. Some staff did refer to the possibility of doing so. In the absence of complete information on each of the programme locations it is not possible to assess definitively the extent of complementarity that could be realised but given that many programmes provide support to the district level teams it would be possible to easily map those districts that currently receive DFID-Z support and assess the potential for strengthening complementarity without undermining government geographical priorities.

Mutually supporting programmes to reinforce women and girls empowerment. In addressing complementarity across the programmes, a key question is the extent to which teams share common aims in terms of what they want to achieve regarding women and girls empowerment. There is little evidence that programmes have been designed to mutually promote women and girls empowerment; instead there are a few flagship programmes such as Adolescent Girls Empowerment, A Safer Zambia (anti-GBV) and a Scaling up of Family Planning, MAMaZ (which will finish next year), but there is much potential in this regard (see sub-section on impact).

Complementarity of the DFID-Z portfolio with the Theory of Change

Drawing on the detail within the earlier portfolio mapping exercise the Evaluation Team were able to identify where the programmes within the current DFID-Z portfolio aligned to the Theory of Change in terms of the pre-conditions for change (the set of conditions that are recognised as being essential if the vision of the Gender Strategy on empowerment of women and girls is to be realised).

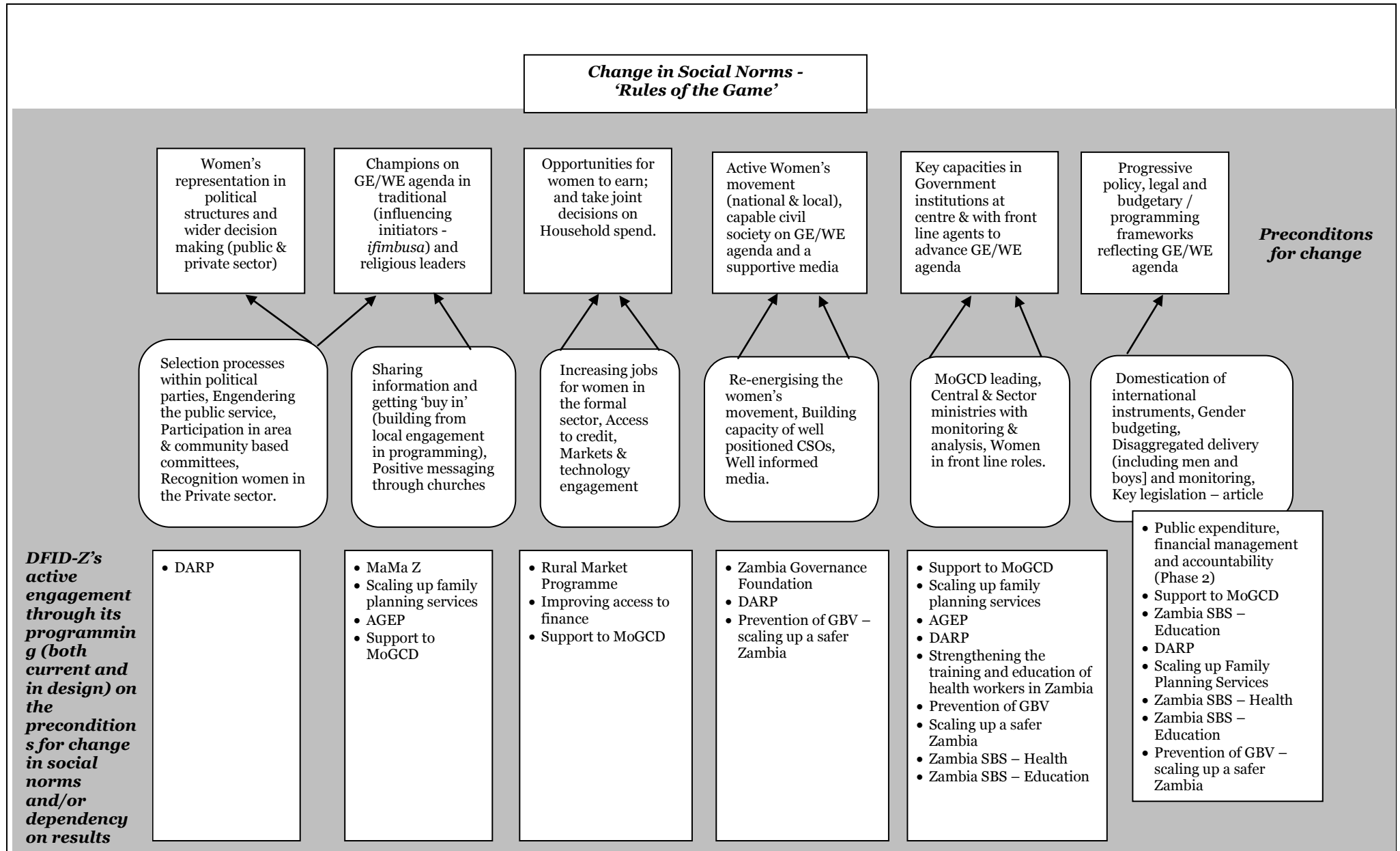
As indicated by Figure 4 (overleaf) the current portfolio is engaging across a number of ‘pre-condition’ areas. However the extent of engagement with women’s leadership, economic empowerment, or in working with sector ministries and front line ministries to promote women and girls empowerment, is limited. Whilst Figure 4 indicates an alignment the nature of this alignment varies from a programme that is designed to directly address one or more of the challenges of bringing change to social norms to a programme where part of the targeted results (at output, outcome and/or impact level) are dependent – to a greater or lesser extent - on a particular pre-condition.

The two areas where there is a paucity of initiatives are; (i) support to traditional leaders and religious leaders to champion positive change¹, and (ii) very limited support to civil society to advocate for women and girls empowerment². What exists in respect to the latter is through the Zambia Governance Foundation (ZGF) and in discussions with ZGF our understanding is that civil society is a weak area in terms of advocating for or mainstreaming gender equality (despite ZGF mainstreaming requirements).

¹ An example under the ZGF is the work of the District Land Alliances who are working with traditional leaders to ensure access to land by women. Some are being used as champions to influence other traditional leaders. Also the Network of Zambian People Living with HIV and AIDS (NZP+) has also been working with *ifimbusa* on the rights of both boys and girls.

² The main channel of support to date has been the NGOCC which is mandated to coordinate the women’s movement and build its capacity

Figure 4: Theory of Change – the road to empowerment for women and girls in Zambia; Positioning of DFID-Z Gender Strategy
 Diagram showing the alignment of DFID-Z programming to achieving change in the main barriers to empowerment of women and girls in Zambia.



Effectiveness

Are current programmes designed and being implemented in such a way as to achieve the outcomes related to women specified in the Operational Plan

As part of the process for the Formative Evaluation we have taken stock on the availability and content of monitoring and reporting information held by DFID-Z on the progress of the individual programmes (those programmes identified as ‘critical’ to the success of the Gender Strategy) towards achieving their respective targeted results. This provides a basis for making an overall assessment on the following:

- The likelihood of the current portfolio achieving the sub-set of targeted results that are seen as critical for the overall achievement (by 2015) of the Gender Strategy.
- The extent to which routine monitoring processes and practices designed at the individual programme level – and relevant to the information bank requirement for monitoring and evaluation of the Gender Strategy - are being implemented.

The key findings emerging from this stock take based on the documentation (re. design, implementation and reporting) made available to the Evaluation Team are:

- There are a number of running ‘critical programmes’ which have experienced delays in start up¹ and/ or operating at full scale² relative to the planned programme timeframe associated with the Gender Strategy 2011-15. In some cases this has already / will lead to an extension of the programme finish date. This reduces the potential (expected) contribution of a programme to the original set of 2015 Gender Strategy results.
- Many of the ‘critical programmes’ will be coming on-stream as new or proposed next phases in late 2012/ early 2013. This reflects the high level of design activity that has taken place across the portfolio in the last 12 months. It is considered likely that there will be some slippage in the start-up/ full implementation stage of these programmes.
- There appear to be important gaps in baseline information (of value for the Gender Strategy) against Logframe indicators for the critical programmes already underway³. New programmes coming through require baselines with disaggregated data to be laid at the start of implementation. Together this places a heavy – but important – burden on DFID-Z to ensure that these foundations for effective monitoring and evaluation are in place in a timely fashion.
- There appear to be an incomplete set of up to date Annual Reviews for some⁴ – well established - ‘critical programmes’.
- The planning for increased attention to monitoring and evaluation is clearly evident in the Programme Memorandum for the more recent programmes and steps have been taken to

¹ For example: Prevention of GBV – scaling up a safer Zambia and the MAMaZ programme

² In one case – Scaling up family planning services programme - this has been a deliberate shift in strategy with value in a more phased approach to implementation arising from the Inception period.

³ For example: MAMaZ – no data found against the output indicator ‘number of potential users who know how and where to access appropriate information and supplies’

⁴ For example no Annual Reviews for the ‘Scaling up family planning services programme’ were provided to the team.

develop stronger M&E frameworks, increase dedicated resources within implementation contracts for programmes and/ or adapting the original programme design to the requirements of a more rigorous evaluation approach.

Do DFID programmes add value to Government and other CP programmes to address women's empowerment in Zambia?

The starting point for assessing DFID-Z added value to the programming efforts of GRZ and collaborating partners is to recognise what is already 'in play' or in the pipeline and where there is evidence of convergence.

GRZ programming

There are three major GRZ programming initiatives – two underway and the other designed and funds being sourced for:

In 2009 GRZ introduced the **Programme on Women's Economic Empowerment** as part of its wider strategy on poverty alleviation. Central funding was allocated to the MoGCD to facilitate provision of energy saving technology, training for women entrepreneurs, and start-up capital in the form of required equipment. Government has so far provided food processing equipment, treadle pumps and irrigation systems; solar dryers and trained women entrepreneurs country wide as part of an empowerment agenda. There is potential for Inclusive Growth pillar of DFID-Z to complement these initiatives through explicitly addressing women's economic empowerment, though this would require a re-emphasis within the current Inclusive Growth portfolio.

The UN Gender Based Violence programme was officially launched on 31st July 2012 and has a budget of US\$ 15.570 million. The programme, which involves UNDP, UNICEF, UNFPA, ILO, WHO, UNHCR and IOM, aims at contributing to the reduction of gender based violence in Zambia through the establishment of an integrated and multi-sectoral mechanism for the implementation of the Anti- Gender Based Violence Act. The initiative will support the establishment of appropriate justice/legal systems to implement the Anti-Gender Based Violence Act; scaling up of social protection systems for prevention of gender based violence; and establishment of an effective coordination mechanism for an integrated gender based violence response.

The GRZ **Programme for the Promotion and Protection of Women and Children's Rights** in Zambia has been designed by the MoGCD and the Ministry is currently sourcing funds for its implementation. The programme will focus on four thematic themes: (i) legislative reform; (ii) social empowerment; (iii) economic empowerment; and (iv) political representation.

In addition to the above programmes GRZ through the leadership of the MoGCD has committed to action in the following areas:

- *Legislative reform:* focus on domestication of the CEDAW and CRC in four identified priority Ministries namely Lands, Agriculture, Health and Education and will focus on the recommendations from the gender audits undertaken on previous programmes being actually implemented (sectors where some work already done and where they feel they have traction enough to ensure change that will impact positively on women's economic empowerment). DFID-Z's Human and Social Development pillar could add-value by supporting a few *priority* areas identified in the audits as needing improvement (see Annex 5 for a summary of these audits).
- *On social empowerment,* implementing their already developed National Gender Communication Strategy as a vehicle for facilitating changes in mindsets and attitudes in respect to gender equality and child protection. The role of traditional leaders is recognised by the Ministry and there are plans to engage with the newly formed Ministry of Chiefs and Traditional Affairs as well as to engage the media and promote things such

as ensuring advertisements do not demean women. These priorities are also priorities for the new DARP programme and there is a strong case for mutual complementarity.

- *Political representation*, there are plans to start to work with all political parties (reviewing their constitutions and manifestos) and to try both directly and through CSO work with women to get them nominated and eventually elected. A mentorship programme has been planned as part of this intervention. There are also some efforts being made to work with CSOs and the current proposal is to try and get the Ministry and CSOs planning together and undertaking joint interventions. This is also an area that DARP could support.
- *Monitoring* Another key area of focus for the Ministry is that of trying to build their own capacity to monitor and coordinate interventions and some of the priority areas include the development of an M&E system as set out in the National Gender Monitoring & Evaluation Plan 2011-2015, as well as provision of technical support to other Ministries. It points out that although many ministries collect data on a disaggregated basis, as the data is aggregated upwards it is amalgamated as ministries' don't see a demand for disaggregate data (exceptions are the ministries of health and education). The MoGCD currently has no M&E expertise⁵. The Ministry wants to work with statisticians in line ministries to ensure that the indicators in the Gender Inequality Index are collected. DFID-Z could support this initiative directly as well as sectorally whereby each team (Inclusive Growth, Human and Social Development and Governance) would advocate for, and if necessary provide, support to generating sector gender disaggregated data.

Cooperating Partners and DFID's Comparative Advantage

Over the past year, the cooperating partners (CPs) who identify themselves as being engaged on gender have been working towards developing common strategies and priorities for women and girls empowerment in Zambia. Five key priority areas were identified through a recent CP meeting, these include: (1) Gender based violence; (2) women in leadership/the constitution; (3) Sexual Reproductive Health; (4) economic empowerment; and (5) gender coordination and mainstreaming. These are all areas in which DFID is either already engaged or plans engagement. See Table 6 below for a summary (March 2012) of which CP works in which strategic area and with whom it works, i.e. CSO, the public or the private sector.

⁵ Its specialist moved to the UN in the absence of a government established position – the MoGCD says that it now has government resources for this position.

Table 6: Cooperating Partner Support¹

Cooperating Partner ²	Five Strategic Area of Focus										
	GBV		Sexual and reproductive health		Women's Leadership and the constitution		Economic Empowerment			Gender Coordination/ Mainstreaming	
	CSO	Public	CSO	Public	CSO	Public	CSO	Public	Private	CSO	Public
Norway	✓	✓			✓	✓	✓	✓		✓	✓
UNDP	✓	✓			✓	✓	✓	✓		✓	✓
DFID	✓		✓	✓	?	?	✓	✓			✓
USAID	✓	✓	✓	✓	✓	✓	✓	✓			
EU		✓	?	?	?	?	✓	✓		✓	✓
Ireland	✓	✓								✓	✓
Finland					✓		✓	✓	✓		
Germany	✓	✓		✓	✓						

¹ Source: Mpala Nkonkomalimba: Gender sector Cooperating partner Meeting, 20th March 2012: Meeting report

² No information was provided by Sweden and Netherlands who have previously been engaged in GEWE.

Overall our enquiry indicates that the landscape of Cooperating Partner engagement with gender equality and women's empowerment is fluid and this places DFID-Z in a position of comparative advantage given its corporate commitment and its country Gender Strategy. Some donors are exiting as part of their wider withdrawal from Zambia as the country moves to middle income status (e.g. Netherlands & Denmark), and in the case of Ireland there is uncertainty over Irish Aid continuing programmatic involvement and/ or membership of the troika who guide the CP Gender Working Group.

Other key features of the current situation are:

- An ambiguity on financial support for the MoGCD, especially by bilateral agencies.
- A shared concern on monitoring practice: the consistent lack of statistics on gender in line ministries and key statistical sources that inform policy, and a lack of capacity in ministries to report reliable data to the MoGCD.
- In terms of measuring results a narrow focus on the Performance Assessment Framework (PAF) indicators which has few gender indicators, and there is no connection between the Gender Inequality Index (GII) indicators and the PAF. Some of the indicators in the GII are too ambitious.
- Efforts to promote women's political representation has tended to be linked to election events when what is needed is an on-going process.
- Much is being achieved at the local community level through Civil Society to get women into leadership positions but it needs political backing.

DFID-Z could become a key partner for the MoGCD in addressing virtually each of these areas given that it is highly attuned to the need for disaggregated data to illustrate results, has good entry points to working with the Ministry of Finance on monitoring data, is very active in developing and monitoring PAF indicators, and is currently formulating DARP which will address women's political representation and civil society engagement. The gap at the moment is that these issues are seen separately and as issues related to the MoGCD whereas progress in all these areas are fundamental to overall change in Zambia as well as furthering individual sector objectives. The challenge to DFID-Z is to assess the centrality of these issues to delivering on its Gender Strategy and allied results as well as in individual programmes. For example, individual programmes will not be able to show gender disaggregated results if the data does not exist.

There is a growing international voice on the need to address the position of women and girls as one of the missing links in the trajectory to achieve the MDGs. What this means in practice in Zambia is that whilst we have found no evidence of clear deliberate programmatic links between DFID-Z programming and that of GRZ or of the CPs there is an opportunity for DFID-Z to deepen an 'adding value' role through bringing 'rigour' to the strategising of others in areas of common interest. An example of this would be tabling the Theory of Change outlined above and seeking to get consensus on priorities and complementarity in terms of programme support.

Impact and sustainability

Are there opportunities to expand or change specific programmes to better address any significant barriers (formal and informal) to women and girls empowerment?

The process of considering the 'critical programmes' through their Logframes and supporting project documentation identified several areas where (consistent with the Theory of Change) some adaptation in programmes could - through enhanced delivery on the DFID-Z Gender Strategy - make a difference in terms of better addressing significant barriers to women and girls empowerment. The main findings are:

- Tackling women's economic empowerment is key: failure to address this will undermine the achievement of the results of the Gender Strategy. This has implications for the Inclusive Growth portfolio.
- DARP (currently under design) offers great potential for innovation in some critical and as yet un-reflected areas in the results of the Gender Strategy. DARP will be key to delivering on Women's leadership and representation, identifying and developing champions on women and girls empowerment, and to support the development of a dynamic civil society and supportive media that values and promotes gender equality and women's empowerment.
- Adolescent Girls Empowerment Programme is important to the Strategy but likely needs further development in relation to the external environment in particular gender discrimination and social and cultural norms that affect girls' ability to use the assets they acquire, and the assumptions made about complementary work with men and boys'. The current assumptions potentially pose serious, if not killer risks to the programme.
- More could be done within well-being programmes to enhance empowerment of women and girls.
- Including gender sensitive budgeting at the national level within the Public Financial Management support (currently under design).
- A key element which is clearly challenging and largely missing (see earlier sub-section) which will make it difficult to know if the results have been achieved is statistics/sex disaggregated data to support the portfolio. This would also have a wider value for GRZ and cooperating partners.

Annex 6 summarises our findings on where we see **opportunities** for existing programmes' – either through orienting ongoing design or in adjusting running programmes – to be sharpened in a way that will best serve the achievement through the portfolio of the DFID-Z Gender Strategy. These are provided in the spirit of providing guidance to both the GAT and the individual pillar teams for discussion and consideration and to help the process of reviewing how the existing portfolio can deliver the Gender Strategy. To strengthen the anchoring of such efforts within the overarching agenda and efforts of GRZ we have also indicated how such programme activity aligns with current GRZ priorities (Annex 7).

4. Conclusions and Recommendations

Conclusions

Likelihood of the current portfolio achieving the DFID-Z Gender Strategy

The **DFID-Z programme portfolio**, whilst well positioned and with a good balance between the ‘well-being’ and the ‘enabling’ (core GEWE) portfolio, **does not as yet have** the full breadth and depth of interventions required for achieving the DFID-Z gender strategy.

- Sectoral programmes that seek to improve the well-being (human, natural, financial or physical assets) of women and girls (e.g. health, education, economic development, social protection) provide an important platform for empowerment. Few of them address the central point of the theory of change – that **social norms** (‘rules of the game’) need to change so that there is greater space for empowerment to take place. In the absence of adjustments, existing programmes on their own, will not lead to the strategic impact or the transformational change that is required to remove the barriers to women and girls empowerment as envisaged in the DFID-Z Gender Strategy.
- In the current DFID-Z portfolio much more could – and needs to be done - within well-being programmes to enhance empowerment of women and girls. Our message is that while it is not DFID’s mandate to directly change social norms, ignoring such norms undermines the potential development gains that are expected to result from investment by DFID-Z in a range of programmes that seek to improve the lives of women and girls and ultimately lead to their empowerment. (See Annex 6 for some provisional opportunities).
- Within the current portfolio, there is a paucity of initiatives that supports traditional leaders and religious leaders as change agents to champion positive change. There is also very limited support to civil society to advocate for women and girls empowerment – what exists is through ZGF and in discussions with ZGF our understanding is that civil society is a weak area in terms of advocating for or mainstreaming gender equality (despite ZGF mainstreaming requirements).
- The extent of engagement with women’s leadership is limited though there are important opportunities within the DARP (currently in design phase).
- The engagement in women’s economic empowerment is one of the weakest links in the current portfolio if the Gender Strategy is to be delivered on.
- Working with sector ministries and front line ministries to promote women and girls empowerment, is limited especially at the policy level.
- Few programmes explicitly target adolescent girls (mainly addressed in AGEP and Family Planning), but there is more scope e.g. education, other health programmes and inclusive growth.

We conclude that within the portfolio **there is the potential breadth and depth** within the ‘critical programmes’ to deliver on the Gender Strategy **if they are ‘updated’ and embrace some additional opportunities** in some important areas such as inclusive growth, (this body of work includes wider engagement with GRZ and CPs on GEWE, see Annex 6 and 7).

However, implementation of the critical programmes within the DFID-Z portfolio is not proceeding in a way that gives us confidence that this will automatically deliver on the Gender Strategy to the extent required. Based on the extensive material made available to and reviewed by the Evaluation

Team, there are a number of concerns (elaborated below) regarding slippage or uncertainty over results and this is likely to be heightened by the continuing 'heavy design load' facing the DFID-Z programming teams. As a result the opportunity to engage with implementation issues pertinent to the success of the DFID-Z Gender Strategy (e.g. including the timeliness and completeness of monitoring) is likely to remain limited unless a special effort is made and sustained.

- There is a need to sharpen the practice of monitoring the gender strategy dimension within the existing programmes – both where this is already set within the prescribed programme monitoring framework (teams tracking indicators related to women and girls empowerment) or where the relationship/ dependency with the Gender Strategy needs to be given visibility within the programmes monitoring framework.
- The current base for monitoring and evaluation the DFID-Z Gender Strategy through drawing on the baseline setting and monitoring processes within the individual programmes of the portfolio is weak. The apparent 'gap' between monitoring intent and monitoring practice – of relevance to the Gender Strategy suggests that a Stocktake is needed.
- The Gender Strategy results as currently set do not do full justice to the portfolio of work related to women and girls' empowerment in which DFID-Z teams are actively engaged. There is need to recognise that the Gender Strategy (the short OP gender strategy statement and set of accompanying results to be delivered through the DFID portfolio and the Gender Paper, 2012) is more than the sum of individual programmes and the set of targeted results for the Strategy should adequately reflect this.
- The processes around tracking and reporting on headline results for the Operational Plan are (understandably) the focus of staff effort so it will be important to develop a more rounded view in results terms of the Gender Strategy and to connect this with the headline results of DFID-Z thereby securing a sufficiently strong internal 'pull' to tracking the implementation of the Strategy and corrective action.

Areas of current support that are not currently reflected in the Gender Strategy results include strengthening civil society, education, stopping gender based violence, poverty reduction budget support (PRBS), private sector investment or economic advocacy and policy work undertaken by the various teams and which accounts for a significant portion of their work. Once the design of DARP is finalised it will also need to be reflected at gender strategy results level.

Based on our findings, we conclude that DFID-Z is currently **off-track in terms of programme delivery** to achieve the gender vision (Strategy) by 2015. There are a number of implementation and associated monitoring challenges across the portfolio that would need to be addressed if the set of critical programmes on which the success of the Gender Strategy depends is to quickly get back 'on track'.

The purpose of the formative evaluation is to signal any areas where attention is needed to ensure that there is a shape to the portfolio and implementation approach that can deliver on the aims of the Gender Strategy by 2015. In addition, the evaluation team has also been tasked with looking at whether the achievement of the DFID-Z Gender Strategy 2011-2015 would – given its positioning and the evolving context (and assuming effective delivery of a fully formed Strategy) - contribute to the empowerment of women and girls in Zambia. Based on our enquiry we conclude that there is a **good prospect of a successful DFID Gender Strategy making a strong contribution** to wider processes of change supportive of GEWE in Zambia.

Whilst we recognise that the evaluation plan for DFID-Z is continuing to evolve our conclusion is that based on the August 2012 version there will be very limited information coming through prior to

the summative evaluation that will track progress and inform on an understanding of the factors affecting success of the Strategy and the effects of the portfolio in respect to GEWE. Many of the ‘critical’ programmes will be evaluated post-2015. This will serve to limit the evaluation material that the programmed Summative evaluation of 2015 will have to draw on (for accountability and lesson learning purposes) and will also limit the ability of the DFID-Z team with responsibility for steering the Gender Strategy to reflect in the interim on any observed early effects of intervention and factor this into improvement measures.

Gender advice to support programming

The DFID-Z office has a valuable asset in terms of having a full time gender adviser, yet the programme portfolio is extensive. The issue therefore is how best to use this valuable resource (DFID-Z also has a very active gender champion). The balance of effort needs to be on those programmes that are critical to the delivery of the Gender Strategy, and in particular on those areas of the Strategy that are vulnerable and may not be delivered upon.

Based on our identification of ‘critical’ programmes, there are a cluster of programmes which we describe as having existing (or offering) potential/entry points to enabling areas of transformative change in relation to women and girls’ empowerment. A majority of these are in the governance and inclusive growth pillars and gender advisory support will be required to maximise this potential. Our assessment is that the adjustments advocated within these ‘critical programmes’ are of a low or proportionate cost in terms of additional staff time and/ or financial resources required relative to the significance for the success of the Strategy. However, a key priority for the Gender Adviser will be to invest time in working with the Governance and especially the Inclusive Growth team to clarify their contribution to the gender strategy and its achievement. Annex 6 identifies a range of opportunities for strengthening GEWE for all programmes which could be considered by the teams and discussed with the Gender Advocacy team and the Gender Adviser.

We consider the most vulnerable result in the Gender Strategy to be in relation to ‘increasing the [economic] assets of women and girls. Given the wide consensus on the need for a substantial increase in women’s economic empowerment this would seem to be a key area requiring gender advisory support. Building from the work of the Formative Evaluation, the adviser should work with the Inclusive Growth team to review the existing portfolio and identify a strategy for how the results will be attained - this could be a combination of DFID-Z programmes, programmes supported by the MoGCD, by the non-government sector, and through budget support.

A key opportunity is the new Democratic Accountability and Representation Programme (DARP) which is currently under design and has the potential to address a number of the essential preconditions for women’s empowerment - women’s leadership and representation, champions amongst traditional and religious leaders, an active civil society and a supportive media. The gender adviser will need to work along-side the governance team to ensure that these opportunities are maximised.

Within the Human and Social Development team (which has a large portfolio) there is a large appetite for strengthening existing programmes and ensuring that programmes under design address women and girls empowerment. There is an important role for the Social Development Adviser (SDA) and the SDA affiliate Adviser in providing/facilitating adequate support drawing on (and expanding) the opportunities set out in Annex 6.

¹ We would suggest four key areas; DARP, Inclusive Growth, Support to MGCD and AGEP.

A guesstimate by the SDA of the current (August 2012) allocation of her time is as follows: CP Working Group (25%), MoGCD (15%), internal programming (30%), AGEP (25%), Stop GBV (5%). Given the need for gender advisory support set out above, we conclude that if the Gender Strategy is to be successfully delivered, there is a case for a restructuring of the balance of gender advisory time. In particular, the allocation of a quarter of advisory support to one (pilot) programme seems disproportionate – AGEP – and risks other critical programmes not being able to receive the level of support they require. If there is agreement within DFID-Z that AGEP requires such a high level of support, consideration should be given to resourcing that from within the AGEP programme budget with the gender adviser retaining an oversight role.

The SDA provided the team with Objectives for her role 2012-13 (received 13th November). It is timely that this should be revised at the end of 2012 and we suggest that the SDA discuss it and the distribution of her time with the DFID Senior Management team and the pillar teams to see if it adequately reflects their evolving needs. Based on the time inputs outlined in the Objectives Paper we make the following observations: 30% of time for inclusive growth and governance seems appropriate and we envisage that this will need to be sustained throughout the period of design and set up of key projects (DARP, Rural Markets, Access to Credit and any further support for women's assets). The time allocation of 5% for HRD is very low given the budget allocations, and the demand for gender guidance and support which was very evident during the Evaluation; our view is that more time input should be made available to the HRD team to guide the teams in discussions on the opportunities that are available to increase the focus on gender in its portfolio as discussed in this report. The Evaluation team is not able to comment on the specific allocation of 30% for MoGCD/troika as support for the MoGCD had not been agreed at the time of the evaluation. However, we point out that the MoGCD has a vision of what it wants to achieve and DFID's role should be to support, liaise and facilitate while the MoGCD should be in the driving seat.

Recommendations

Drawing from the conclusions we set out below a number of recommendations for consideration by DFID-Z. These reflect our independent assessment of the current position of the Gender Strategy and what is now required to be done in key areas to maximise the chances of success in terms of achieving Strategy results and impact by 2015. In order to maximise the chances of success with the Gender Strategy it is important that these recommendations are actioned promptly by DFID-Z. We suggest within a minimum of 6 months of Senior Management considering the report.

In developing these recommendations we have also taken into account the resourcing implications both in terms of staff time and of additional programming funds of any proposed changes. Our focus is on distinguishing between: immediate and resource light 'quick wins' which build on existing programming; the timing of challenging but critical actions which will place demands on resources but which can't be ignored if the integrity and prospects for success of the Gender Strategy are to be maintained; and the actions that are desirable ('nice to have') in terms of building a platform for the engagement with the long term challenge of gender equality and women's empowerment in Zambia.

Strategic areas

We have identified three core areas for attention, which we consider to be of equal **strategic importance** and demand a balanced approach. Within each of these there are specific recommendations:

- Getting the portfolio of critical programmes in shape to deliver on the Gender Strategy
- Getting the ownership of the DFID-Z office fully behind the Gender Strategy commitment
- Positioning the Gender Strategy within the dynamic for change on GEWE within Zambia

Refining the portfolio behind the Strategy – quick wins

Seize the **significant potential of DARP** (currently under design) for innovation in some critical and as yet un-reflected areas in the results of the Gender Strategy. This can provide the ‘glue’ to consolidate gains in relation to changing social norms. DARP is considered key to engaging with; women’s leadership and representation, identifying and developing champions on women and girls empowerment, supporting the development of a dynamic civil society and a supportive media that values and promotes gender equality and women’s empowerment.

Ensure that the final design of DARP is supportive of the pronouncement of the Sixth National Development Plan to create a conducive legal and policy framework for GEWE by **supporting initiatives undertaken by CSOs to monitor and hold government accountable** (through the Zambia Governance Foundation or other modalities).

Review and confirm the design of AGEP which is centre stage to the Strategy. We feel AGEP is likely to need further development in relation to the external environment in particular gender discrimination and social and cultural norms that affect girls’ ability to use the assets they acquire, and the assumptions made in the programme logic about complementary work with men and boys. The current assumptions potentially pose serious, if not killer risks to the targeted outcomes of the programme.

Ensure that gender sensitive budgeting at the national level is included within the **Public Financial Management support** programme (currently under design).

Refining the portfolio behind the Strategy – critical but challenging areas

Take time for creative thinking and from this establish a clear stance on how DFID-Z can or cannot more directly and explicitly support women’s economic empowerment given its centrality to the overall gender empowerment agenda. In reviewing, and ideally reshaping the **wealth creation portfolio**, consideration could be given to a combination of initiatives that includes targeting funding to NGOs and CSOs that have a track record on women’s economic empowerment, support to the Ministry of Gender and Child Development and the Ministry of Community Development, as well as the potential to sharpen DFID-Z’s existing programmes on inclusive growth (rural market programme and improving access to finance).

Given the importance of **traditional and religious leaders** in influencing transformative change for women, institute a standard review of where there are opportunities for engagement with these groups as part of the programmes under development. Given the influence of the church in Zambia, there is need to further engage the three church mother bodies to learn what interventions exist and what synergies may be developed. Important to remain informed on the work of the MOGCD as they begin to engage with the Ministry of Tradition and Cultural Affairs.

Refining the portfolio behind the Strategy – considerations for the longer term

Start the process of looking beyond viewing women in their role as mothers and carers of young children (building essential human assets) to also embrace how future programming can potentially support women’s rights, choice and voice. Consider the **balance of programme choices** that can benefit individual women (through better health, reduced maternal mortality, finance – human & financial assets) but also women’s collective empowerment e.g. voice, engaging in the socio-political environment, engaging in leadership at the local level. DFID-Z’s Human and Social Development pillar could start to look ahead on what added-value they could bring by supporting a few priority areas identified in the sector audits carried out by the MoGCD as needing improvement.

Building stronger ownership of the Gender Strategy within DFID-Z – quick wins

Consolidate into one **short updated statement the DFID-Z Gender Strategy** (encompassing both the short OP gender strategy statement and results (2011) and the Gender Paper, 2012). This will be a useful tool to engender ownership of the Strategy across the whole office and will also provide a clear reference point for the Summative Evaluation in 2015.

Pillar teams to **reflect, internalise and decide on (any) immediate actions to be taken on 'critical' programmes** for the Gender Strategy which they are responsible for in terms of; (i) expanding the complementarity across the DFID-Z programme and thereby strengthening coherence, and (ii) being clear on the predominant 'rules of the game'/social norms that will affect the success of each programme. In turn this would trigger a process of programme teams identifying with stakeholders how any issues arising will be addressed (not ignored) in programme implementation. Facilitated by the Gender Advocacy Team and guided by the information provided in Annex 6 of this evaluation this process would also look at flagging and addressing any gaps in programme monitoring practice that have implications for the ability of DFID-Z to track the delivery of the Gender Strategy and start to build up an evidence base on its effects.

Restructure the balance of gender advisory time. The balance of effort needs to be on those programmes that have been identified as critical to the delivery of the Gender Strategy, and in particular on those areas of the Strategy that are vulnerable and may not be delivered upon (e.g. the results related to increasing assets for women and girls).

Given the limitations of relevant information that will be generated through the DFID-Z evaluation plan and the importance of maintaining the visibility (internal and external) of the Gender Strategy consider committing **(internal & external) resources to a MTR of the Gender Strategy** in late 2013.

Building stronger ownership of the GS within DFID-Z – critical but challenging

Following decisions taken on any adjustments to programmes – existing and those in design – and to a commitment to any new programming initiatives under the wealth creation pillar **refine the results framework for the Gender Strategy**. Ensure that this captures the different dimensions of the DFID-Z effort and gives visibility to the intended contribution of the Strategy to the wider process of transformational change on GEWE.

Encourage teams within DFID-Z to **engage in the wider context** and keep abreast of what is happening in relation to gender; this requires an active flow of information between teams and the gender adviser, and between the gender advisor and the local expertise on gender either within government or within the civil society.

Building stronger ownership of the GS within DFID-Z – longer term considerations

Complete a **geographical mapping of district programmes** supported under the current portfolio to see whether and how greater impact from DFID-Z engagement could be achieved through better planned geographical complementarity (without compromising government district priorities).

Positioning the GS within the dynamic on GEWE – quick wins

Host a discussion with the MoGCD and CPs around the Theory of Change on GEWE in Zambia. This would serve to identify the areas (pre-conditions and related change paths) which are seen as most critical in terms of the value that external support can bring. It should also allow for identification of both; a) specific programming interventions which explicitly have GEWE as a core objective, and b) consideration of those externally funded priority programmes that are focused on a development objective of improving the material well being of women and girls but which have

dependencies on some aspect of a shift in social norms if targeted results are to be achieved. As part of the troika leading the Gender Sector Working Group, DFID is well placed to lead such a discussion, one outcome of which would be agreed priorities of the CP group on GEWE to be taken forward in a coordinated way with GRZ, taking account of comparative advantage in the period through to 2015².

Positioning the GS within the dynamic on GEWE – critical but challenging

Open a dialogue with MoGCD on **DFID support to the building of capacity** for the implementation of the National Gender Monitoring & Evaluation Plan 2011-2015. This could link with the concept being drafted/ discussed with the Ministry of Finance on M&E systems and MIS and in turn help to build an alliance in this area between the two ministries. Support to the MoGCD (whose priorities are directly in line with all the pre-conditions we identify in the theory of change - Figure 2), to develop a strong monitoring capacity and the compiling of national data would add significant value to the ministry and CPs. Being able to track progress will be important to the accountability process and tracking where government and CPs are in relation to commitments made.

Ensure that within DFID-Z each team (Inclusive Growth, Human and Social Development and Governance) is – in their own work – an advocate for, and if necessary a provider, of support to **generate sector gender disaggregated data especially in those programme areas that are critical to the delivery of the Gender Strategy**. Without such information DFID-Z will not be able to ascertain whether it has achieved its objectives or not. Moreover as this is a shared concern by all stakeholders it is an area where DFID-Z could add considerable value at both the policy and programming level and demonstrate its comparative advantage to GRZ and CPs.

Positioning the GS within the dynamic on GEWE – longer term considerations

Explore what would be the most effective ways of engaging across GRZ to build a wider Government support base for women's voice and accountability to the GEWE agenda. Take advantage of opportunities through the work of DFID-Z for better coordination by **linking work on policy with the Gender Strategy results**. Use the structures of CP Sector Working Groups, budget support groups and the CP Gender Working Group in this regard. Common messaging, articulated at different levels, can be very effective but it does require joined-up work, and anticipation and planning for impending opportunities. There is an enormous potential to be exploited given that DFID-Z is leading on a number of Cooperating Partner Working Groups - Health CP Troika, Nutrition CP coordinator, Social Protection CP lead, Gender CP Troika.

² The priorities identified by the Gender Sector Working Group in March 2012 may feed in to this process, but the key difference is that the priorities of GRZ and the focus on social norms will be more strongly reflected in the final set of priorities.

Annex 1: Terms of Reference

FINAL

Terms of Reference:

Cross Programme Gender Evaluation, DFID Zambia

Background

1. Within DFID Zambia's Operational Plan there is a clear gender strategy outlining key results which DFID Zambia is working to achieve between 2011 and 2015. These results are clearly set out within the office's results framework. There are a number of outputs and outcomes defined which will take broad steps towards improving the situation of women and girls and to the empowerment of women and girls in Zambia. The key results include:
 - **Improving health outcomes for women and girls** through reducing maternal mortality from 591 to 443 deaths in every 100,000 births and doubling the number of pregnant women sleeping under treated mosquito nets (from 43% to 85%);
 - **Directly reducing poverty, hunger and vulnerability among women and girls** through providing 36,000 women with social cash transfers, doubling the number of pregnant women taking iron-folic supplements;
 - **Giving women and girls greater control over their reproductive rights and assisting them to delay first pregnancy** through providing 134,000 women with access to modern contraceptives, reaching out to adolescent girls with quality sexual and reproductive health services, by increasing the Contraception Prevalence Rate among women and girls from 33% to 53%, by increasing the percentage of male circumcision from 13% to 30% (reducing by 60% the number of women and men becoming infected with the HIV and Aids);
 - **Creating Zambia's first large scale network of safe spaces for 10,000 adolescent girls** which will build their social networks, increase basic financial and health, education and provide them with access to formal savings accounts;
 - **Increasing the number of women in leadership and decision making positions** including increasing the proportion of women MPs from 15% to 20%, increasing the proportion of women in leadership roles in the public sector from 16% to 25%.
2. During 2011/12 DFID Zambia designed a number of new programmes to address the issues and intended results highlighted within the Operational Plan Gender strategy. By mid 2012 all programmes will be designed and implementation will be underway.
3. To help ensure that the DFID programme effectively addresses the key barriers to the empowerment of women and girls in Zambia and will achieve the planned results, DFID Zambia plan to conduct a two phase evaluation to ensure the programme has the right breadth and depth to achieve the gender vision.

Evaluation purpose

4. The purpose of Phase 1 of the evaluation (the formative component) is to review DFID Zambia's current portfolio and examine the breadth and depth of efforts to address the specific needs of women and girls; and to inform DFID Zambia on the coverage and effectiveness and likelihood of the current programme portfolio achieving the gender vision (strategy) and to what extent the achievement of the gender strategy will lead to the empowerment of women and girls. Phase 1 will also inform on the breadth and depth of Government and Cooperating Partner (CP) program to address the empowerment of women and girls in Zambia and any key gaps.
5. The purpose of the Phase 2 phase of the evaluation (the summative component) is to review the likely impact, relevance, effectiveness, cost effectiveness and sustainability of the results from the programme portfolio, to review to what extent the gender vision has been achieved and to what extent DFID Zambia programmes have had an impact on the empowerment of women and girls in Zambia. The summative evaluation will assess lessons learned and provide recommendations for the next operational planning period.
6. The key users of findings from Phase 1 will primarily be DFID Zambia (with the aim of adapting the current portfolio to ensure a stronger impact on the empowerment of women and girls). However, the MoGCD (MGCD) and other CPs will have interest in the findings on the coverage of gender programmes in Zambia for achieving and sustaining the empowerment of women and girls. The key users of Phase 2 (the summative component) will also be DFID Zambia, MGCD and other CPs. However Gender Team in Policy Division and the Girl Hub groups are also likely to have an interest in the lessons learned from the Zambia programme.

Scope of work

Phase 1 (Formative Evaluation)

7. Refine the DFID theory of change for the empowerment of women to develop a broader framework ('road to empowerment') for changes required to empower women and girls in Zambia.
8. Map the 'road to empowerment' against the DFID portfolio and other programmes currently being implemented and assess key barriers to women and girls empowerment.
9. Conduct a formative evaluation (2012/13) to review and assess the relevance of DFID Zambia's programme portfolio for achieving DFID Zambia's gender vision and the empowerment of women and girls in Zambia. The evaluation should specifically answer the following questions:

(DFID specific)

- Does DFID Zambia's programme portfolio address the main barriers to the empowerment of women in Zambia?

- Across the DFID Zambia programme portfolio, are there clear links between programmes and do programmes compliment each other with regards to addressing women's empowerment?

xxiii.

- Are current programmes designed and being implemented in such a way as to achieve the outcomes related to women, specified in the operational plan?

(DFID and wider stakeholders)

- Do DFID programmes add value to Government and other cooperating partners programmes to address woman's empowerment in Zambia?
- Are there opportunities to expand or change specific programmes to better address any significant barriers (formal and informal) to women and girls empowerment?

10. Documents to review (list will be finalised as part of inception)

- National Gender Policy (Zambia)
- Anti Gender based violence act
- DFID Zambia gender vision
- DFID's strategic vision for girls and women
- DFID Zambia operational plan
- DFID Zambia results framework
- Any programme annual reviews
- ToRs for relevant evaluations and/or any relevant/available reports
- DFID and Irish Aid Gender sector analysis and mapping of civil society and CP initiatives (April 2011)
- The Gender audit (2011)
- All DFID Zambia business cases and log frames

11. Interviews

- DFID Zambia programme staff
- Gender in Development Division
- Other CPs with a key focus on support leading to the empowerment of women and girls
- Relevant NGOs (Focus group meetings - to be specified)

Phase 2 (Summative Evaluation)

12. Conduct a summative evaluation to review progress at the end of the operational planning period (2015) to account for the achievements during the Operational Plan period and to highlight any lessons learned for future programmes. (Consultants to assess data availability (timing) from programme reviews and on-going programme evaluations and assess the need for any primary data).

13. Key evaluation questions for Phase 2 include:
(DFID specific)

- What mechanisms have been put in place in DFID Zambia to support embedding of the Gender Strategy, and what effect have these had?

- Are programmes on track to achieve the key impacts, outcomes and outputs as specified in the operational plan and the results framework?

(DFID and wider stakeholders)

- What progress has been made so far towards achieving DFID Zambia's gender vision?
- What difference does it make when people receive more than one intervention across different programmes (is there evidence to assess this?)
- Have linkages between programmes been maximised?
- What factors have been key in affecting the success (or otherwise) in achieving key results? Why and how have programmes been effective?
- What are the key lessons learned?
- What are the recommendations for future programming?
- Are there any opportunities to improve value for money across DFID Zambia programmes with regard to achieving the gender vision?

14. Documents to review

- All documents identified in Paragraph 10 - this list may be expanded.
- Programme annual reviews and project completion reports
- Lesson's learned papers.
- Programme evaluation reports

15. Please note that evaluation questions may be added following further stakeholder consultation.

Design/methodology

16. This process evaluation will consist primarily of a desk review and interviews with stakeholders.

17. The formative evaluation (Phase 1) will be primarily a qualitative assessment of current interventions and how they address the current objectives.

18. The formative evaluation will provide advice in the design of current and planned evaluations across DFID programmes to improve the evidence related to the empowerment of women and girls and ensure the evidence can feed into the Phase 2 evaluation.

19. A minimum of 2 short field visits to assess how gender is being mainstreamed into DFID programming. (These are likely to be in/around Lusaka)
20. The summative evaluation (phase 2) will include a meta evaluation drawing on the findings from a range of evaluations currently being conducted, or planned between now and 2015.
21. There will no primary data collection, and no interviews with beneficiaries. Inputs from beneficiaries will be through the primary evaluations of DFID and other programmes.

Outputs

22. Inception report including :
 - Analysis of the barriers to the empowerment of women and girls and what is needed to promote it, and
 - A map of the anticipated components of the DFID Zambia portfolio (from inputs to impact) and the assumptions (including about causal links) that underpin it; and the degree to which they address the Causal pathways and barriers to empowerment.
23. Inception report including an outline of evaluation approaches, finalised evaluation questions, comments on data availability and advice on design of programme evaluations - planned and existing. (20th July 2012).
24. Formative evaluation report with recommendations (September 2012).
 - a. A full report of all findings - primarily for DFID. (max 80 pages) This report should include an Executive Summary (max 10 pages).
 - b. A sub report for GRZ, Cooperating Partners and Civil society, which excludes the findings and recommendations exclusive to DFID. (max 25 pages)
25. Dissemination of findings. It is expected that the consultants will present findings to DFID Zambia staff as well as to a wider stakeholder group.
26. Summative evaluation report (July 2015). This will be required in Phase 2 and details finalised at that time.
 - a. Report of all findings (primarily for DFID)
 - b. Report for GRZ, Cooperation partners and Civil Society, which excludes the findings exclusive to the DFID programme.
 - c. Summary report.

Reporting, Personnel and Timing:

27. The consultancy will be undertaken by a small team. The Team Leader will be an evaluation expert. The Team Leader will be supported by a Gender Consultant. The Team Leader will be responsible for the delivery of the final report and managing the team.

28. It is expected that the Phase 1 consultancy will require approximately 50 consultancy (wo)man days to complete and is expected to start no later than 1st August 2012.
29. The Team Leader will report to the DFID Zambia Social Development Adviser. A Project Officer from the Human and Social Development team will be responsible for administration arrangements

Profile of Consultancy Team:

30. The team should comprise a minimum of 2 experts (maximum of 3). An Evaluation specialist with a minimum of ten years experience demonstrating robust evaluation methods and experience of leading and delivering quality evaluation reports.
31. The gender specialist should have a minimum of ten years experience in social development and gender analysis with previous experience working on similar evaluations.
32. In addition, experience of working in Africa is essential, with Zambia experience being desirable

Facilitation skills will also be an important consideration

33. The team should also consider inclusion of a local consultant with good knowledge of social policies, civil society and relevant government bodies in Zambia, especially those working on gender and the empowerment of women and girls.

Time-frame

Activity	Completed by
Consultants identified and contracted	Beginning June 2012
-Contract completed and signed	29 th June 2012
-Inception report submitted	20 th July 2012
-Inception report agreed and finalised	31 st July 2012
- In-country research	13 th - 24 th August 2012
- First draft of report to be discussed at a joint workshop	First week September 2012
- Final report	End of September 2012

Procurement

34. Although the contract for the successful applicant will be for Phase 1 of the Cross-programme Evaluation, it is DFID Zambia's intention to award the contract for

Phase 2 of the Evaluation to the successful applicant of Phase 1 based on satisfactory outcome of the Phase 1 evaluation assignment.

Annex 2: Evaluation Matrix

Main evaluation Question	Supporting sub-question(s) or issues	Evaluation process outputs	Methods and data sources
RELEVANCE: How well is the DFID-Z programme portfolio positioned for achieving DFID-Z gender vision and the empowerment of women in Zambia			
Does the DFID-Z programme portfolio address the main barriers to the empowerment of women in Zambia?	To what extent are the programmes (and within these – the interventions) seeking to change the ‘rules of the game’ (<i>the social institutions that condition the lives of women and girls</i>)?	Portfolio mapped to the core (impact) agenda of the Gender vision	Facilitated discussions with Programme teams – informed by Evaluation Team ToC and Portfolio review . Discussions with key informants (internal and external to DFID) on the context and refinement of the Evaluation Team ToC.
	Are all or some of the ‘building blocks’ (see ToC) to influencing change for empowerment seen – explicitly/ implicitly - as key enablers/ key constraints to achieving results (outputs and outcomes) of the DFID-Z gender strategy targeted in the Operational Plan?	Establishing where engagement on changing rules of the game currently figures within the results chain of DFID interventions. Establishing where ownership (responsibility and accountability) within DFID-Z lies for each of the targeted Gender Strategy results.	
	What are the key dynamics in the context in which the programme is operating – what if any of this relates to empowerment of women and girls?	Refining the Theory of Change on empowerment of women and girls in Zambia	
Across the DFID-Z programme portfolio are there clear links between programmes and do programmes compliment each other with regards to addressing women’s empowerment?	Where there is common intent – across programmes - in seeking to bring change to the rules of the game is there a shared understanding (a gender analysis) and an approach (design/ in practice) to monitoring and evaluation which links and forms the basis for shared learning?.	Establishing the common ground across programmes/ interventions. Establishing the strength of internal monitoring and reflection processes to support the Gender vision.	Facilitated discussions with Programme teams – informed by Evaluation Team ToC and Portfolio review . Logframe review Review of monitoring data and evaluations completed/ ongoing/ planned
	Where programme linkages exist Is there a consistency of approach (e.g. influencing) being adopted by DFID-Z teams?		

Main evaluation Question	Supporting sub-question(s) or issues	Evaluation process outputs	Methods and data sources
EFFECTIVENESS: To what extent is DFID-Z on track to achieve the gender vision (strategy)			
Are current programmes designed and being implemented in such a way as to achieve the [empowerment] outcomes specified in the operational plan?	Which are the perceived critical parts (programme/ intervention) of the DFID portfolio in respect to achieving the gender vision?.	Establishing which programmes/ interventions are perceived as critical to the success of the gender vision.	Facilitated discussions with Programme teams – Evaluation Team challenge function informed by ToC and Portfolio review Logframe review Programme memorandum – analysis on empowerment. Review of monitoring arrangements/ results information.
	How is this ‘criticalness’ reflected in the design, monitoring arrangements and internal resourcing of the intervention?	Highlighting specific issues on design (critical issues such as targeting), monitoring and internal resourcing.	
	How well developed vis-a-vis the ‘rules of the game’ for empowerment is the logic model (logframe) for the intervention? Does this reflect clear and shared thinking on the conditions – the change path - by which the specified outcome/ impact level changes will be realised?	Establishing a view on achievements to date and – where appropriate – extent to which targeted (empowerment) outputs and outcomes are likely to be achieved by EoP	
	Is programme implementation proceeding in a way {pace, scale & partners] that is consistent with the approved programme design?		
	Has a baseline with sex disaggregated data against key (gender vision relevant) indicators and targets been laid? How visible is the empowerment agenda in programme/ intervention reviews?		
	Are the early results (progress towards outputs) indicative of an intervention that is ‘on track’ to deliver the expected outcome(s).		
Do DFID-Z programmes add value to Government and other cooperating partners	In what way are the key elements (re. empowerment) of DFID programme(s) aligned and/or connected with the	Mapping the key initiatives/ programming of GoZ and other donors to the core (impact) area	Discussions with key Ministries and donors – informed by Evaluation Team initial

Main evaluation Question	Supporting sub-question(s) or issues	Evaluation process outputs	Methods and data sources
programmes to address women's empowerment in Zambia?	relevant programming of GoZ and other donors?	of the Gender Vision. Establishing the areas (domains of change) where there is evidence and/ or strong early signs of a clear momentum to change.	analysis. Analysis of reviews / evaluations commissioned / undertaken by GoZ and other donors on their engagement with the empowerment of women and girls.
	Where DFID engagement is building on a particular momentum for change (resulting from the wider GoZ/ donor effort) is the intent of DFID-Z programmes to extend the reach of benefits and/ or to influence at a policy level through shared reflection and learning?	Establishing where and how DFID engagement aims to add value to this momentum.	Discussions with DFID teams.
IMPACT & SUSTAINABILITY: To what extent will the achievement of the gender strategy lead to the empowerment of women and girls			
Are there opportunities to expand or change specific programmes to better address any significant barriers (formal and informal) to women and girls empowerment?	What are the key assumptions over the sustainability of results [empowerment related] from DFID-Z programming? From programming of other donors?	Establishing the major areas of concern over sustainability given the current form and trajectory of donor support on empowerment Establishing where there are potential new or currently untapped or unexploited areas for engagement in line with the core thrust of the gender vision on influencing change within the rules of the game.	Review of logframes/ programming documents – focus on risks and assumptions. Discussion with DFID teams, with GoZ and with other donors.

Annex 3: People Interviewed

DFID staff

Team name	Name of person met	Contact details
	Kevin Quinlan	Head of Office
	Malcom Geere	Deputy Head of Office
Results and compliance team	Alistair Moir	Team leader
	Riffat Young	Corporate and Communications Manager
	Lynn Macdonald	Results advisor
Governance team	Bijoux Kafulubiti	Programme officer
	Florence Mbandhla	Deputy Programme Manager
	Sam Waldock	Governance Advisor
Human and Social Development team	Dolika Nkhoma	Acting Programme Officer
	Doreen Manda	Programme Officer
	Ethel Yandila	Deputy Programme Manager
	Kelly Toole	Team Leader
	Chibesa Chibesakunda	Programme officer
	Meena Ghandi	Health Advisor
	Silke Seco-Grutz	Health Nutrition Advisor
	Loise Musonda	Programme Assistant
	Valerie Roberts	Social Development Advisor
Inclusive Growth Team	Andy Hinsley	Economist
	Clare Harris	Economic Advisor
	Greg Chikwanka	Deputy Programme Manager

Team name	Name of person met	Contact details
	Suzanne Parkin	Private Sector development Advisor
	Tanya Zebroff	Education Advisor

External interviews

Name of person met		Institution represented
Government		
Mr. Joe Kapembwa	Director – Economic and Finance	Ministry of Gender and Child Development
Ms. Mhende	Acting Chief Community Development Officer	Ministry of Community Development and Child Health
Mr. Phiri	Senior Community development Officer	Ministry of Community Development and Child Health
Hon. M Imenda	Western Province	Women's Caucus
Ms. Irena Manda	Assistant Principal Clerk for Public & International Relations, Gender Focal Person National Assembly of Zambia	Women's Caucus
Non state actors		
Ms. B Nost	Executive Director	Zambia Governance Foundation
Ms. E Mwale	Executive Director	Non Governmental Organisations Coordinating Council
Ms. B Kalaba	Programmes Manager	Non Governmental Organisations Coordinating Council
Project field visit		
Mr. Joshua Munkombwe	Project Coordinator	Musika Project
Mr. Enock Mashikini	Regional Coordinator	Musika Project
Ms. Mainess Hampeyo	Zamseed Agent	Musika project
Ms. Nokthula Ndhlovu	Regional Sales Manager	Zamseed
8 women	Focus group	Community in Chongwe district

	Name of person met		Institution represented
	7 men	Focus group	Community in Chongwe district
	Cooperating partners		
	Ms. Delia Yerokun	Programme Analyst	United Nations
	Ms. Lorraine T Mupeta	Programmes Officer	European Union
	Ms. Beatrice Hamusonda	Gender Specialist	USAID

Annex 4: Documents Reviewed

Summary of Project Documents Titles

Team	Programme/ project code	Programme/project Name	Available Key Documents
Governance Team			
i.	106058	Support to Civil Society for Poverty Reduction	<ul style="list-style-type: none"> • Project Memorandum • Revised Logical Framework
ii.	106059	Public Service Management	<ul style="list-style-type: none"> • Project Memorandum • Annual Review • Logical framework • Merged Independent Appraisal • Medium term review report
iii.	114268	Parliamentary Reform Programme – (PRP III)	<ul style="list-style-type: none"> • Project Memorandum • Annual Reviews • Logical framework
iv.	200972	Zambia Climate Resilience Programme	<ul style="list-style-type: none"> • Project Proposal • Terms of Reference • ZCCN Strategic Plan • Annual Review • Logical framework
v.	201107	Zambia Anti-Corruption Programme	<ul style="list-style-type: none"> • Final Project Document • Logical Framework • Final Report Joint Evaluation of Support to Anti-Corruption Efforts A Synthesis
vi.	201159	Zambia Governance Foundation	<ul style="list-style-type: none"> • Project Concept Note • Mid-term Review • Logical framework • Annual Review • Final Monitoring and Evaluation Framework
vii.	201618	Strengthening Public Financial Management	<ul style="list-style-type: none"> • Project Memorandum • Annual Review • Logical framework
viii.	203355	Democratic Accountability and Representation Programme (DARP)	<ul style="list-style-type: none"> • Business Case • Logical framework
ix.		PRBS	<ul style="list-style-type: none"> • LOGFRAME_ZAMBIA PROJECT 113660_ PRBS II 2008-2010_Revised November 2009 (Final Approved Version) • 091125_LOGFRAME_ZAMBIA PROJECT 113660_ PRBS II 2008-2010_Revised November 2009 (Final Approved Version)-9 • 110202_Project Intervention Summary_PRBS Commitment for 2011_DFID Zambia • 110505_Project Intervention Summary_Poverty Reduction Budget Support II_DFID Zambia • 111126_Business Case_Zambia Growth and Poverty Reduction_2012-2014_Final approved version-2 • Copy of 100309_Annual Review_Zambia PRBS Annual Review - April 2009 • Copy of 100412_Project Annual Review_113660 PRBSII Zambia • Copy of 110418_Annual Review_Poverty Reduction Budget Support II_DFID Zambia • Copy of 111216_Project Completion Report 2010_PRBS II • Copy of PRBS II Annual Review 180411 • FINAL 2007 Performance Assessment Framework for PRBS • PRBS Logframe - Flag C • PRBS PAF Matrix (Adjusted on 11th November 2010) • PRBS Programme Document - Flag A • PRBS Programme Document Flag A
Human and Social Development Team			
1.	200497	International Health Partnership Catalytic Fund	<ul style="list-style-type: none"> • Project Memorandum • Annual Review Report 2009 -10 • Annual Review Report 2010 -11

			<ul style="list-style-type: none"> • Narrative Annual Report • Logical Framework
2.	200625	Zambia Social Protection Expansion Programme	<ul style="list-style-type: none"> • Revised Project Memorandum • Annual Reviews • Logical Frameworks • Proposal SCT Programme for MCDSS • Final TORs for M and E_UNICEF • Fiduciary Risk Assessment • Project Proposal_ MLSS • Terms Of Reference for Monitoring and Evaluation Contract • CHAI-DFID-Zambia HRH Year 1 report-2 December 2011 • Report, ILO Final Progress and Expenditure Report • Project Concept Note SCT 10yrs
3.	200650	Zambia UK Health Workforce Alliance	<ul style="list-style-type: none"> • 2010 1st QTR report • New Logical Framework • Annex 4 Phase II Concept Note - FINAL • November 2011 Progress Report-THET • 2011 Annual Review for ZUHWA • Revised Project Proposal Zambia UK Health Workforce Alliance • Annual Review • Logical framework
4.	200667	Strengthening Human Resources for Health Programme	<ul style="list-style-type: none"> • Final Project Memorandum • Annual Review report • Proposal Human Resource Health • Report Community Health Workers Year 1 • Logical Framework
5.	201218	HIV and AIDS Programme 2009-2013 (New Programme)	<ul style="list-style-type: none"> • Programme Memorandum • Business Case • Final HIV prevention brief • Logical framework • Joint Voluntary Medical Male Circumcision (VMMC) strategy - draft for country consultations-30 Aug 2011 • Towards zero infections position paper
6.	202340	Support to HIV/AIDS project (Old programme) <ul style="list-style-type: none"> • Care project 	<ul style="list-style-type: none"> • CARE ART Midline Report - FINAL. • CARE ART Progress Report Jan-Mar 12 – FINAL • 2010 HIVAIDS Annual Review
7.	201927	Tackling Maternal and Child Under-nutrition	<ul style="list-style-type: none"> • Nutrition Business Case.doc • Nutrition Business Case ANNEXES • Logical framework (within BC)
8.	202340	Intensifying HIV prevention in Zambia	<ul style="list-style-type: none"> • Stage 1_ Business Case.doc • Logical framework
9.	202342	Family Planning Programme	<ul style="list-style-type: none"> • Business Case • Terms of Reference for Implementing Partner • Final Project Proposal by Abt Associates • Logical framework
10.	202344	Adolescent Girls Empowerment Programme	<ul style="list-style-type: none"> • Concept Note Safe Spaces • Business Case • Original Safe Spaces Proposal by Population Council • Logical framework
11.	202345	Sanitation and Hygiene Programme	<ul style="list-style-type: none"> • Sanitation and Hygiene Business Case • UNICEF proposal • DFID WASH Report Final • Logical Framework
12.	202504	Malaria and Child Health Programme	<ul style="list-style-type: none"> • UNICEF draft concept note for EMLIP and EP version 1 • DFID PSM EPR Proposal by UNICEF • EMLIP Report • EPRP TA to MoH ToRs • Business Case • EMLIP TA ToRs
13.		Prevention of Gender Based Violence	<ul style="list-style-type: none"> • Ministers Submission • Gender Strategy Paper • Gender Based Violence (GBV) Programme • Logical Framework
Inclusive Growth Team			
1.	201944	Economic Advocacy Programme	Still under OJEU procurement stage
2.	201978	Support to Zambia 2010 Census	<ul style="list-style-type: none"> • Final Project Memorandum • Census Bureau Mission Report • Final Terms of Reference for Annual Review for DFID Support to

			2010 Census <ul style="list-style-type: none"> • Annual Review. • Revised Logical framework
3.	201980	Wealth Creation - Investment and Trade	Still under design
4.	202999	Wealth Creation - Development of Rural Markets	<ul style="list-style-type: none"> • Terms of Reference (local consultant)_Rural Market Expert Appraisal and design of rural and agricultural market development in Zambia • Terms of Reference • Business Case and Intervention Summary • Logical Framework
5.	203000	Wealth Creation - Improving Access to Finance	<ul style="list-style-type: none"> • Business Case and Intervention Summary •
6.	203001	Zambia Sector Budget Support Programme	Still under design
7.	203467	Support to Vocational Education and...	Still under design
8.	203471	Support o the Ministry of Finance M...	Still under design
9.	201309	Zambia Living Conditions Monitoring Survey	<ul style="list-style-type: none"> • Project Memorandum • Annual Review 2011 • Logical framework

External documents

DFID/Mpala Nkonkomalimba: Gender Sector Cooperating Partner Meeting, Meeting report, March 2012

Gender in Development Division (GIDD)/ Cabinet Office/Prof. J m Mwenyechanya: Mid-term Review of Joint Gender Support programme (2008 – 2011) March 30 2011

Gender in Development Division (GIDD)/ Cabinet Office: Establishing Partnership Strategy for the Economic Empowerment of Women in Zambia, 2011

Gender in Development Division (GIDD): Gender Audit Ministry of Agriculture and Cooperatives: Zambia. May 2010

Gender in Development Division (GIDD)/Cabinet Office: 2012 Gender Zambia Nationwide Gender Perception Survey, January 2012

Gender in Development Division (GIDD)/Cabinet office: Gender Audit of the Social Protection Sector, September 2011

Gender in Development Division (GIDD)/Cabinet office: Gender Audit of the Ministry of Lands, may 2010

Gender in Development Division (GIDD)/Cabinet Office: Ministry of Justice Gender Audit, February 2011

Gender in Development Division (GIDD)/ Cabinet Office: National Gender Communication Strategy 2010 – 2015, November 2010

Government of the Republic of Zambia (GRZ): Strategy and Implementation Plan for Engendering the Public Service, December 2010

NGOCC: Comments on the First Draft Constitution Submitted to the Technical Committee Drafting the Zambian Constitution, July 2012

Annex 5: Summary of gender audits carried out by the MoGCD

Gender Audit of Education Sector

The 2009 Gender Audit of the Ministry of Education (MoE), (now Ministry of Education, Science, Technology and Vocational Training) notes that despite MoE's efforts in promoting women into higher ranks, progress has been slow. Most stakeholders point out that a firmer demonstration of political will to implement affirmative action and gender responsive policies should generally help mainstreaming. Still of concern are the following:

- Gender is still perceived as a girls' issue and remains a donor driven initiative that is not really being taken up from within the MoE.
- There are concerns in some quarters that the attempt to make the teaching and learning materials gender responsive has not been adequate.
- Further it is not possible to determine the extent to which mainstreaming Programmes are funded.
- Expenditures for tertiary education disproportionately benefit males, who are also the majority in the science and technical fields.

The audit then recommends:

- Engendering the MoE itself through promotion of women to managerial positions.
- Engendering the National Policy on Early Childhood Care and Development (ECCD) should be prioritised before it is finalised.
- Strengthening the institutional capacity of the MoE in order to effectively address gender mainstreaming into the education sector should be addressed immediately.
- More effort be put into operationalising the functions of, or activating, the current structures for mainstreaming, beginning with the Equity and Gender Committee.

The gender audit of the social protection sector

The Gender Audit of the social protection sector which also includes HIV and AIDS notes the results of the joint mid-term review of the National HIV and AIDS Strategic Framework (NASF) with regard to gender gaps in the HIV Programme interventions as including the following:

- There is a lack of gender sensitive HIV and AIDS workplace policies including action plans for the Provincial AIDS Task Forces (PATFs) and the District AIDS Task Forces (DATFs).
- There is a lack of prioritization of gender in most planning, implementation and evaluation of HIV and AIDS activities.
- There is a lack of representation of gender experts on all National AIDS Council (NAC) thematic groups and weak collaboration and coordination on gender and HIV and AIDS related activities between NAC and Gender in Development Division (GIDD) as well as among PATFs and gender Focal Point Persons (GFPPs).

- There is inadequate capacity to analyse and incorporate gender issues in HIV and AIDS programming.
- HIV and AIDS programming has not adequately tackled the issue of transforming gender norms that determine sexual relations between females and males including intergenerational sexual relations.
- Women and girls empowerment Programmes fall short of establishing linkages with HIV interventions which are limited to pockets of income generating activities with no sustained progression to micro and macro credit facilities.

The main Government social protection Programmes include the Public Welfare Assistance Scheme (PWAS), Social Cash Transfer Scheme (SCT), Street Children Programmes, Micro Bankers Trust (MBT) and the Food Security Pack (FSP). Other Programmes have also been championed such as Community Self Help Programs, Women's programs, non formal education and child welfare programs. These are all implemented under different Ministries.

The gender audit of the social protection sector further notes a number of issues in relation to those Ministries dealing with social protection (Ministry of Community Development and Social Services (MCDSS), Ministry of Labour and Social Security (MLSS), Ministry of Science, Technical and Vocational Training (MSTVT), Ministry of Health (MoH) and Ministry of Finance and National Planning (MoFNP)). Generally and in relation to gender mainstreaming in the sector:

- Some social protection policies and Programmes are at neutral level in that women's issues are included but there is doubt as to whether the outcomes will be positive for women. Accordingly it recommends that gender mainstreaming be included as a performance area in the job descriptions of all controlling officers at national, provincial and district levels of Government and quasi-Government institutions dealing with social protection.
- The appointment of Gender Focal Point Persons (GFPPs) is not widespread in quasi Government institutions compared to public institutions. Where there is no GFPP, gender is actually sidelined and the relevant Cabinet Office Circular not adhered to.

Gender audit of the Ministry of Agriculture and Cooperatives

- The Gender Audit of the Ministry of Agriculture and Cooperatives conducted in 2010 raised a number of concerns and made a number of recommendations. The main findings of the audit were as follows:
- Although reference was made to gender in some key policy documents of the Ministry, the concept did not fully filter to the Programmes, projects outputs and indicators and activities.
- Knowledge and understanding of gender concepts among senior and middle management level staff was inadequate.
- The legal framework was generally gender neutral leading to poor attention being paid to issues of marginalization and vulnerability.
- Lack of gender disaggregated data made it difficult for the Ministry to document how its Programmes were impacting on women and men.
- Gender mainstreaming work was given low priority at the budget preparation stage.
- The accountability structure for gender mainstreaming was undefined, unclear and without decision making power.

Gender Audit of Ministry of Lands

The Gender Audit of the Ministry of Lands made the following observations and recommendations:

- Agricultural and land policies remain gender neutral; the implication is that issues of gender marginalisation and vulnerability in agriculture are not sufficiently addressed in the laws governing the agricultural sector.
- Despite the Ministry of Lands issuing a directive to all councils to allocate 30% of available land to women applicants, this directive is not enforced at all times.
- The Lands Act does not provide for the affirmative action (30%) on land allocation.
- The budget for the Ministry of Lands is not gender responsive.
- The Lands Policy is still in draft form even though it has provided for affirmative action in favour of women in land allocation. This makes its application difficult.
- The statistics on allocation of land are not disaggregated by sex.
- Officers in the Ministry of Lands do not possess skills in gender analysis.

Gender Audit of the Ministry of Justice

The Gender Audit of the Ministry of Justice points out several issues that need attention. The report specifically notes that: a specific gender mainstreaming strategy is not envisioned for the Ministry but is something that is required urgently. Further, preparation of reports on the implementation of CEDAW is not budgeted for and only happens when the reports are required and not as part of the normal operations of the Ministry. Key recommendations include the following:

- That the Ministry of Justice ensures that the requirement by the SNDP that all line Ministries mainstream gender and budget for it are met.
- Build the capacity of each department to implement the gender mainstreaming strategy in their particular areas.
- Engage a partnership approach to strengthen the gender aspects in the administration of Justice.
- Include traditional leaders, male and female in gender sensitization efforts and inform them of laws, international commitments and human rights standards.

Annex 6: Potential for expanding Complementarity across Programmes

Portfolio Mapping– provides basis to identify Complementarity of ‘critical’ programmes

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
<i>Explicit focus in Programme design on the enabling environment for GE/WE (Transformative change)</i>					
Mobilising access to maternal health (MAMaZ) ³⁸	200497	[GOAL] Impact: Improved maternal and neonatal health in Zambia with attention to equitable access by women and children	[PURPOSE] Outcome: Increased utilisation of effective and comprehensive MNH and linked SRH interventions in 9 districts. Indicator: Unmet need for contraception for currently married women	OUTPUT (2 out of 3): Removal of demand-side barriers to access and use of SRH & MNH services in 9 districts Indicator: Number of potential users who know how and where to access appropriate SRH information and supplies [knowledge of services could include knowledge of safe abortion, sexual and GBV – this data could be disaggregated by age, sex, marital status].	Coming to an end in 2013

³⁸ Former name Zambia IHP catalytic fund maternal health programme

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
Scaling up family planning services	202342	<p>IMPACT: Improved maternal health in Zambia</p> <p>Indicator: unintended pregnancies averted by the programme</p> <p>Indicator: unsafe abortions averted by the programme</p>	<p>OUTCOME: Increased use of family planning in Zambia</p> <p>Indicator: % contraception prevalence rate (geog & age disaggregation).</p> <p>[Strengthening FP in 26 of Zambia's worst performing districts, 420 hospitals/health centres].</p>	<p>OUTPUT: Expanded availability of choice of family planning methods. Various indicators</p> <p>OUTPUT: Increased access to family planning services for underserved areas and populations. Various sub-outputs and indicators</p> <p>OUTPUT: Increased community support for family planning</p> <p>OUTPUT: Increased public sector capacity to provide quality comprehensive family planning services.</p>	<p>xxiv. Under the HIV programme there are plans to link couple counselling to family planning services.</p> <p>xxv. Potential to link graduates of AGEF to wider family planning services, but only if geographical overlap.</p>
Adolescent Girls Empowerment Programme	202344	<p>IMPACT: Improved sexual and reproductive health of poor and vulnerable adolescent girls</p> <p>Indicator: Average age of 1st sex among girls participating in the programme (who are sexually active) [disaggregated by urban, rural and</p>	<p>OUTCOME: Girls empowered through acquisition of social, health and economic assets</p> <p>[Range of indicators] physical or sexual violence from an intimate partner, use of condom during last sex, savings</p>	<p>OUTPUT: Girls participate in weekly safe space meetings with mentor</p> <p>Indicator: Number of girls enrolled in the programme (by rural/urban)</p> <p>OUTPUT: Girls trained in financial planning and management and provided with access to</p>	<p>xxvi. With its focus on reducing sexual violence it shares objectives with Stop GBV programme.</p> <p>xxvii. Potential to have complementarity with a Male Circumcision Programme that focuses on <u>wider</u> issues of male/female empowerment and SRH.</p> <p>xxviii. Links with family planning</p>

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
		<p>married/ unmarried]</p> <p>Indicator: Average age of marriage of girls in the programme (disaggregated by rural/ urban)</p>		<p>formal savings accounts with financial institutions</p> <p>Indicator: % of programme districts where financial institutions provide savings accounts to girls participating in the programme.</p> <p>OUTPUT: Girls have access to age-appropriate high quality package of health services through a voucher system</p> <p>Indicator: Proportion of girls in programme who use health voucher to seek services twice a year (disaggregated by age and urban/ rural)</p>	<p>programme.</p> <p>xxix. Links with education authorities to reduce early marriage, encourage retention at school, transition to vocational training.</p> <p>xxx. Possible links with Access to Finance Programme</p>
Support to MoGCD – under design	[tbi]				<p>There is potential to support MoGCD priorities:</p> <p>xxxi. Implementation of the Anti-GBV Act not only through the Stop GBV Programme [with USAID] but through other health/HIV programmes</p> <p>xxxii. Supporting the generation of sex disaggregated data at</p>

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
					<p>sector ministry level to inform policy;</p> <p>xxxiii. Economic empowerment of women working in agriculture & increasing value-added of produce & reducing wastage, though the rural markets programme would need further development; potential complementarity with Improving Access to Finance Programme</p> <p>xxxiv. Working with the House of Chiefs could link with DARP</p> <p>xxxv. Supporting the domestication of CEDAW (policy and legislative review processes) will link with ZGF which focuses on policy engagement and CSO strengthening</p> <p>xxxvi. Sector programmes could support the implementation of a limited number of priority issues identified in the gender audits undertaken by the MoGCD</p>

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
Prevention of GBV – scaling up a safer Zambia (also referred to as ASAZA Phase 2)	203063	% of ever-married women experiencing physical violence in the last 12 months; % of women and men (15-49) who feel that GBV is justified (women/men).	Outcome Indicators: number of survivors accessing Central Referral Centres; % of survivors being referred to other support services; % increase in public awareness of GBV in CRC districts.	Output 1: Provision of quality services at CRC in selected locations. Output 2. Quality Periphery Support Services in place. Output 3. Provision of public outreach campaign. Output 4. Appropriate Monitoring Systems in place. Also, indicators for the outputs.	<p>Several potential areas of complementarity:</p> <ul style="list-style-type: none"> xxxvii. Health workers at different levels trained to identify GBV & support survivors under the Human Resources programmes supported by DFID-Z xxxviii. Male circumcision programme actively engages with GBV & wider SRH issues xxxix. Adolescent Girls Empowerment Programme xl. MoGCD’s focus on Anti-GBV Act implementation and specifically on the establishment of the M&E system xli. Link to access to finance programme and the rural markets programme– depending on geographical complementarity and the possibility of targeting specific target groups (economic empowerment is key to survivors’ independence)

Programmes with potential entry points/ (as yet unrecognised) dependencies on enabling areas for GE/WE (transformative

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
<i>change)</i>					
Zambia Social Protection Expansion Programme	200625	Reduced extreme poverty in [15] districts covered by Cash Transfer Programme	<p>OUTCOME: Households receiving social cash transfers have improved standards of living by 2015.</p> <p>Indicator: women's empowerment – women's involvement [joint or on own] in decision making [on received SCT</p>		<ul style="list-style-type: none"> ● Link to on/off farm income earning schemes to increase women's economic empowerment to reduce vulnerability when the cash transfers end e.g. Rural Markets or Access to Finance programme, or programmes run by MoGCD. ● Encourage social networks, mutual support mechanisms, traditional savings schemes e.g. run by Non Governmental Organisations (NGOs)/Community Based Organisations (CBOs) funded under ZGF. ● Look for links with other complementary services and programmes that help to reduce social and economic risks e.g. health, family planning, HIV, GBV, agricultural programmes and inputs. ● Link with education authorities a) to encourage young mothers back into school & b) facilitate

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
					beneficiaries' children to transition to pre-school/school.
Zambia sector budget support programme/ ESDG Basic Services Delivery Grant (SBS)	203001				<ul style="list-style-type: none"> ● Complementarity with ● AGEP: lessons learnt and disseminated on building girls assets (social, health, economic and financial); consider involving MoE in oversight body ● Stop GBV through mutual respect for boys/girls; school as a safe environment for girls; ● scaling up of secondary schools availability would give girls greater access and help overcome exploitation of girls on route to school or while staying in towns. ● Budget analysis on funds available for sanitation in these schools (Recent analysis by Action Aid showed that very little if any of going towards sanitation).
Rural Market Programme (support to	202999	To reduce rural poverty through integrating farming households in well	OUTCOME: To deepen, broaden and strengthen inclusive agricultural markets in key	Output Improved functioning of agricultural input markets. Indicator: (a) Number of	<ul style="list-style-type: none"> ● Potential to explore with MUSIKA whether there is scope for cash transfer beneficiaries to access rural

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
Musika)		functioning agricultural markets. Indicator: Number of people employed in agriculture.	<p>agricultural provinces in Zambia.</p> <p>Indicator: Number of farmers using agricultural inputs from improved sources (sales points)</p> <p>Indicator: Number of farmers using improved purchasing points for their produce</p> <p>Indicator: Number of new rural clients accessing financial services</p>	sales points providing access to improved crop inputs, (b)of which number run by men and c) number run by women Output II has: Number of service providers providing access to key livestock services (a) private vets and para vets (b) make vets and para vets c) female vets and para vets.	<p>market services - though the economic base of the respective target groups may be different.</p> <ul style="list-style-type: none"> ● Potential to link AGEP with its focus on physical & financial assets to Rural Markets if there is geographical overlap ● Link with Improving Access to Finance in terms of geographical overlap ● Link with GBV programme ● Complement nutrition programme by ensuring that the seeds that are promoted enhance food security (not only cash crops) and expand farmers options for early maturing varieties of both crops and vegetables. This would be particularly relevant in areas where social protection is being implemented.
Improving access to finance	203000			<p>OUTPUT: Improved functioning of agricultural finance markets</p> <p>Indicator: Number of clients accessing</p>	<ul style="list-style-type: none"> ● Rural markets programme – access to finance is the backbone of livelihood diversification (so critical in areas that are impacted by climate change and

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
				agricultural based credit with formal financial institutions	<p>suffer uncertain rainfall).</p> <ul style="list-style-type: none"> ● Complementarity with AGEP's financial assets component ● Explore potential for social cash transfer beneficiaries to graduate to MFI financing. ● Links with MoGCD focus on economic empowerment
Democratic Accountability and Representation Programme (DARP)		Afrobarometer on how well government is handling the top two policy priorities for women 'fairly well' or 'very well';	Outcome indicator 3: Number of newspaper stories covering women and girls and rural areas.	Output level: Number of women candidates supported to stand	<ul style="list-style-type: none"> ● Support for MoGCD to domesticate CEDAW ● Anti-GBV Act implementation through informed media coverage ● Advocacy, information & training with House of Chiefs ● Targeted funding aimed at key areas such as anti-GBV, economic empowerment [weakest link in DFID portfolio], advocacy of women & girls empowerment ● Targeting women's leadership at national & local level

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
Zambia Governance Foundation [Civil society strengthening]	201107			Output 1.3 Percentage of GPs that implement at least 50% of their gender mainstreaming plans (having organisational policies, disaggregating data, designing and implementing women and girl specific focus or in their advocacy messages). This has some clear targets like: 10% GPs have gender focus in programme by October 2012 10% GPs have gender focus in programme by October 2012	Likely to be merged with DARP but funds could be earmarked for specific gender related work that relates to: <ul style="list-style-type: none"> ● Creating a more enabling policy environment in line with the SNDP vision of having gender sensitive policies. ● Promoting gender/women empowerment research whose results are used as evidence on policy engagement by DFID and CSOs ● Working with ‘champions’ ● Service delivery that focuses on economic activities ● Women’s Leadership at national & local level Analysis of past and current interventions by CSOs to identify complementarities at the CSO level that other programmes could link in with.
Public Expenditure and Financial Management and Accountability	203471				<ul style="list-style-type: none"> ● Support implementation of gender budgeting across ministries ● M&E of expenditure across

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
(Phase 2) incl. support to the Ministry of Finance					<ul style="list-style-type: none"> all ministries Support to periodic budget analysis of different Ministry budgets
Support to Vocational Education	203467	At concept stage			<ul style="list-style-type: none"> Complementarity with: AGEP in terms of skills development to complement economic and financial assets Improving Access to Finance so that girls can access finance to start small businesses once they complete vocational training Private Sector Investment if it includes specific focus on skills for girls/women. MoGCD focus on economic development
General Male Circumcision Support Programme (GMCSP) - SBS health					<ul style="list-style-type: none"> Potential to have complementarity with a AGEP and Scaling up Family Planning if adequate focus on wider issues of male/female empowerment and SRH.
Strengthening the training and	[200667?]				<ul style="list-style-type: none"> Explicitly address GBV, family planning &

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
education of health workers in Zambia (Phase 1 & II)					<p>reproductive health of women & adolescents through: training that includes SRH /FP for women & adolescents; training on identification of symptoms of GBV and how to provide health care to survivors and referral to other services;</p> <ul style="list-style-type: none"> ● recognising sexual abuse (children, transactional sex with vulnerable girls); this initiative would be directly supporting the government implement the Anti-GBV Act ● Training on basic nutrition & food preparation to support Tackling Maternal and Child Under-Nutrition ● Supporting MoGCD and govt policy through building in the collection and analysis of sex disaggregated data throughout the programme; build in lessons learnt component

Programmes with direct value [only] for improving the well being of women and girls in Zambia – successful programme may provide platform for engagement with enabling GE/WE

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
Tackling maternal and child under-nutrition: Phase I & Phase 2	201927	Improved health & nutrition status of children under 5. Indicator : reduction in prevalence of low-birth weight babies (less than 2.5 kg)	Strengthened national nutrition response focused on addressing direct & underlying causes of stunting. Indicator: Reduced prevalence of Vitamin & mineral deficiencies (improvement in micro-nutrient status in children under 5	Design of multi-sectoral approach completed. Indicator: Capacity building plan for NFNC & key sector ministries developed & costed.	<ul style="list-style-type: none"> Multi-sectoral approach could include addressing some of the time constraints that women face that reduces the time they have for food preparation & caring. Link with Human Resources programmes so that front line health workers can demonstrate & promote basic nutrition & food preparation. Link with Rural Markers Programme to ensure that nutritional, drought resistant crops & vegetables are being promoted.
HIV Prevention Programme (new)	202340		<p>OUTCOME: To strengthen the effectiveness of Zambia's national multi-sectoral response to HIV and AIDS with a focus on HIV prevention.</p> <p>Indicator: Increased demand and access to evidence-based HIV prevention interventions [condom</p>	<p>OUTPUT: Increase percentage of Zambians who know their HIV status and access prevention services.</p> <p>Indicator: Scale up voluntary couples HIV counselling and testing services in high prevalence areas</p> <p>Indicator: Young females</p>	<ul style="list-style-type: none"> Potential complementarity with: Scaling Up Family Planning in terms of accessing services and information AGEP (health assets/SRH): services and information Stop GBV if programme were to include a component on GBV and offer information/referral

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
			use/ male circumcision]	and males with knowledge of HIV prevention. Indicator: Fewer persons have multiple concurrent partnerships	to centres
HIV Decentralised Programme (2009-13 support to Zambia's multi-sectoral AIDS response – incl. Kadete ART pilot?]	201218 & 202340				Near completion
Parliamentary reform programme	114268				To be merged within DARP
Malaria and Child Health programme	202504			Output 1, indicator 1.1. Indicator & targets for pregnant women using treated nets	The combination of reduced incidence of malaria, diarrhoea and intestinal diseases are key to reducing women's caring role and releasing time for programmes that could increase women's economic empowerment e.g. Rural Markets, Access to Finance
Sanitation & Hygiene Programme					
Growth and Poverty reduction Grant – GBS - (ref Girls secondary schooling completion rate)	Under design				Dealing with issues of distance to secondary school, security when living away from home, girls clubs & safe spaces within school, tutorials to improve performance, dropout committees etc.

Programme Title	Identifier	Impact	Outcome	Output	Examples of potential for strengthening Complementarity
Zambia UK Health Workforce Alliance	200650				Opportunities for women to gain access to senior positions in Health Sector

Annex 7: Programmes with potential for enhanced contribution

Pre-conditions for Change	Current Portfolio	Potential for DFID programmes	Potential for Cooperation with Government
<p>Women's leadership and representation: In political structures In wider decision making in both the public and private sector At national level At community level</p>	<ul style="list-style-type: none"> ● Parliamentary Reform (completed) ● Community Welfare Committees ● AGEP 	<ul style="list-style-type: none"> ● ● DARP ● Public sector reform ● 	<ul style="list-style-type: none"> ● ● A priority for MoGCD
<p>Champions on women & girls empowerment: amongst traditional leaders (including influential initiators such as <i>ifimbusa</i>) and religious leaders</p>	-	<ul style="list-style-type: none"> ● ● DARP ● AGEP ● 	<ul style="list-style-type: none"> ● ● A priority for the MoGCD
<p>Opportunities for women to earn so that they: Have access to independent income</p> <p>Take joint decisions on household spend</p>	<ul style="list-style-type: none"> ● <u>Possibly</u> Rural Markets & Access to Credit but needs to be made explicit ● Social Protection 	<ul style="list-style-type: none"> ● <u>Possibly</u> Rural Markets & Access to Credit but needs to be made explicit ● Earmark funding through ZGF ● Vocational Training ● Social Protection ● 	<ul style="list-style-type: none"> ● A priority for MoGCD & Min of Community Development ● ● ● MoE

Pre-conditions for Change	Current Portfolio	Potential for DFID programmes	Potential for Cooperation with Government
<p>A dynamic civil society that values & promotes gender equality & women’s empowerment: an active women’s movement at national and local level, a capable civil society at national and local level that can advocate and take action in relation to the GE/WE agenda, a supportive media that stimulates informed debate (especially local radio).</p>	<ul style="list-style-type: none"> ● ZGF to a limited extent 	<ul style="list-style-type: none"> ● DARP ● MoGCD (coordination) 	<ul style="list-style-type: none"> ● All priorities for the MoGCD
<p>Key capacities in government institutions at the centre and with front line agents to advance women and girls empowerment.</p>	<ul style="list-style-type: none"> ● Education & Health Sector Reform ● Safer Zambia 	<ul style="list-style-type: none"> ● Health & Education Sector Reform ● Public Sector Reform ● Training/education of Health workers 	<ul style="list-style-type: none"> ● All line ministries MoGCD – working with 4 key ministries (health, education, agriculture, lands); engendering public sector implementation of audits
<p>Progressive policy, legal, budgetary and programming frameworks that reflects an agenda for women and girls empowerment</p>	<ul style="list-style-type: none"> ● Family Planning ● Safer Zambia ● Health Service Programmes 	<ul style="list-style-type: none"> ● Public Financial Management (gender budgeting) ● Family Planning ● Safer Zambia ● Health Service Programmes ● Policy engagement ● 	<ul style="list-style-type: none"> ● Ministry of Finance ● MoGCD ● MoH ● MoGCD (& UN, USAID) ● MoH ● All line ministries

Annex 8: Cooperating Partner Joint Support to GRZ

Between 2008 and 2011, the then Gender in Development Division (GIDD) – more recently the Ministry of Gender and Child Development - working with cooperating partners implemented the Joint Gender Support Programme (JGSP³⁹). The overall aim of the programme was to mainstream gender in the development process.

The Programme targeted a number of sectors and Ministries that were deemed to be central to gender equity and equality. These were Agriculture, Education, Health, Governance and Justice, Social Protection, Employment and Labour, and Environment and Climate Change.

The objective of the JGSP was “to strengthen the national capacity to mainstream gender in legal, political, economic and social/cultural spheres so that women and men benefit from, and participate equally in the development process”. This objective supported the goal of the Fifth National Development Plan (2006 – 2011), which was to reduce gender imbalances and to attain gender equality.

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

- Strengthened gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes and plans in GIDD and in line ministries
- Gender responsive legal framework in targeted economic, social , cultural and political spheres of national development
- Partnerships for the implementation of innovative initiatives for economic empowerment of women facilitated and operational.
- Enhanced institutional framework capacity for coordination, advocacy, reporting, monitoring and evaluation of gender mainstreaming in service delivery.⁴⁰

The midterm review of the JGSP

The midterm review of the programme made a number of observations: observations: the logical framework did not have sufficient baseline information for monitoring the progress of the project; most of the nine performance indicators were not fully in the control of the project and others were not measurable and yet others did not have firm baseline information; the impacts expected from the programme were overstated and the timeframes were overambitious; inadequate staffing (technical) has serious implications for the long term sustainability of the national gender programme; and Training of gender focal point persons is of limited effectiveness because of rapid staff turnover especially through transfers . (This system is being replaced through the implementation of the engendering the public sector strategy).

³⁹ The JGSP was funded by Irish Aid, the Netherlands Norway and UNDP.

⁴⁰ JGSP Mid-term review date?

Annex 9: Portfolio Mapping – Evaluation Schedule

This schedule provides basis to identify when there will be data available on ‘critical’ programmes⁴¹

Programme Title	Identifier	Evaluation Date
Explicit focus in Programme design on the enabling environment for GE/WE (Transformative change)		
Mobilising access to maternal health (MAMaZ) ⁴²	200497	No formal evaluation but assessment will be done by MaMaZ 2013/14
Scaling up family planning services	202342	Post 2015
Adolescent Girls Empowerment Programme	202344	Post 2015
Support to MoGCD – under design	[tbi]	
Support to Women’s Movement – under design	[tbi]	
Prevention of GBV – scaling up a safer Zambia (also referred to as ASAZA Phase 2)	203063	
Programmes with potential entry points/ (as yet unrecognised) dependencies on enabling areas for GE/WE (transformative change)		
Zambia Social Protection Expansion Programme	200625	Post 2015
Zambia sector budget support programme/ ESDG Basic Services Delivery Grant (SBS)	203001	
Rural Market Programme (support to Musika)	202999	Mid-term 2014, evaluation end 2016
Improving access to finance	203000	Mid-term 2014, evaluation end 2017
HIV Prevention Programme (new)	202340	Post 2015
HIV Decentralised Programme (continuation ? of 2009-13 support to Zambia’s multi-sectoral AIDS response – incl. Kadete ART pilot?)	201218 & 202340	
Parliamentary reform programme	114268	
Democratic Accountability and Representation Programme (DARP)		Post 2015
Zambia Governance Foundation [Civil society strengthening]	201107	
Public Expenditure and Financial Management and Accountability (Phase 2) incl. support to the Ministry of Finance	203471	
Zambia Climate Resilience Programme	200972	
Support to Vocational Education	203467	
General Male Circumcision Support Programme (GMCSP) - SBS		

⁴¹ Source: adapted from data provided by DFID-Z

⁴² Former name Zambia IHP catalytic fund maternal health programme

health		
Tackling maternal and child under-nutrition: Phase I & Phase 2	201927	Harvest + Nutrition 2014, but no formal evaluation Cola Life 2013
Sanitation and hygiene programme	202345	Post 2015
Malaria and Child Health programme	202504	
Strengthening Human Resources for Health Programme (i) HR information system & finalisation (ii) Strengthening Community Health Worker Strategy)	200667	
Growth and Poverty reduction Grant – GBS - (ref Girls secondary schooling completion rate)	???	2015
Zambia UK Health Workforce Alliance	200650	
<i>Outliers – no existing or potential direct value to enabling areas GE/WE (transformative change) or improving the well being of women and girls in Zambia</i>		
Investment and trade (title tbc) – under design	201980	
Against Corruption Together (ACT)	201107	
CSPR Monitoring budget processes and public service delivery	106058	
Strengthening the training and education of health workers in Zambia (Phase 1 & II)	[200667?]	
Public service management	108059)	
Zambia Economic Advocacy Programme		
<i>Other</i>		
Zambia Population & Housing Census 2010		
Zambia Living conditions monitoring survey	201309	