

**Mid-Term Evaluation Report
(2012-2015)**

For

Women in Governance Programme (WIG)

Under

ZEC /JCP Partnership

Report Prepared by:

Emitach Management Consultants and Advisory

Lusaka- Zambia

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This report was written on behalf of, and submitted to, the ZEC WOMEN IN GOVERNANCE PROGRAMME by EMITACHMANAGEMENT CONSULTANTS

Submitted by:
Mr. Chao Mbewe
Managing partner
EMITACH

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Received and Approved by:
ZEC
National Pastoral Coordinator
Fr. Justin Matepa

15/01/16

Acronyms and Abbreviations

GBV	Gender Based Violence
GJ	Gender Justice
GI	Gender Injustice
GII	Gender Inequality Index
DMI	Daughters of Mary Immaculate
JCP	Joint Country Programme
NCA	Norwegian Church Aid
M&E	Monitoring and Evaluation
WIG	Women in Governance
ZEC	Zambia Episcopal Conference

SECTION I

EXECUTIVE SUMMARY

The Mid-Term Evaluation of Women in Governance Programme (WIG) assessed the processes and achievements made during the first four (4) years of implementing WIG 2012 – 2015. The WIG 2012 – 2015 was initially a three year cooperation agreement between the Zambia Episcopal Conference (ZEC) and the Joint Country Programme (JCP) but however the cooperation agreement was extended from 2014 to 2015. The evaluation assessed whether the implementation of the WIG is on track and if it will achieve its planned results by 2015. The evaluation also tried to establish whether the achievement of the women in governance programme will contribute to increase of women participation in leadership position and decision making processes within the Catholic Church.

Major Findings

1. The evaluation found that the partnership between ZEC WIG and JCP/NCA was very good. The ZEC regards JCP as a valuable partner in the implementation of the women in leadership program.
2. The institutional arrangements put in place for the implementation of the WIG and the women in Leadership outcome programmes are good and enable the implementation of WIG.
3. The evaluation found that the ZEC WIG supports upstream initiatives that are producing valuable policies, strategies and tools which have enabled partner Dioceses to improve planning, analysis and monitoring. These initiatives are yet to produce visible changes to people's lives and hence their impact on women in leadership is not yet visible. Downstream activities supported by WIG on women's empowerment through leadership and literacy programs were already producing tangible results in addressing women participation in governance issues.
4. The implementation of project in some centres (like Sitaka) in mongu diocese has been very slow due to coordination challenges and lack of sufficient knowledge and understanding by the coordinators of the project. National office equally has challenges communicating with Sitaka, because the area does not have any network signal. The only time there is communication is when the Parish Priest, Fr. Patrick Fumbelo comes into the main town which is Kaoma 86Km away from Sitaka or during monitoring trips.)

Lessons Learned

This evaluation has revealed that there are some lessons that can be learned from the first three years of the WIG implementation that could help the programme as it goes forward. These lessons are also helpful in improving delivery of the poverty reduction outcome.

1. Including gender sensitisation as part of the programme has increased women's participation on the programme and built their confidence to want to take up leadership positions within the church.

2. By design, there is weak synergy between the national and the diocese level. Consequently, other initiatives issues identified at the diocesan level are not systematically captured at the national level and used to lobby duty bearers.
3. When facilitated appropriately, Dioceses and communities do have the capacity to stimulate their own development processes for sustaining the project. This can be strengthened through ensuring constant and consistent contact between the dioceses and the communities as well as ensuring that the staffs have adequate skills to do it.
4. On capacity development, it is essential to draw some important lessons from this evaluation. ZEC and partner Dioceses should learn from WIG Sitaka in Mongu Diocese experience that **a capacity development strategy is critical to the success of capacity development initiatives**. That strategy should have included human and institutional development and an agreement that would minimise poor hand overs or mismanagement of the project.

Recommendations

1. The late disbursement of funds has impacted on the implementation timeframe, there is need to recognise that not all the outcomes might be achieved. There is therefore need to adjust the expected outcomes to make them realistic and consider a no cost extension to the programme.
2. There is need for ZEC to consider local resource mobilisation to support the programme. This could include allowing the Diocese to raise funds through partnerships with the private sector as well as undertaking consultancies related to the work that they do.
3. Participants in training must evaluate the quality of the training being offered by the programme. This will be an incentive for the trainers to further improve their delivery, participants' evaluation will also provide an avenue for obtaining feedback on the training.
4. There is need to explore the issues of male engagement in all the programme components. Specifically the plight of the men as a group needs to be further analysed and a strategy for their engagement adopted.
5. WIG should consider incorporating the component of conflict sensitivity in the planning and implementation of the programme as it will help in the understanding the context in which the programme operates; the interaction between the intervention and the context of the programme and help act upon the understanding of this interaction, in order to avoid negative impacts and maximise positive impacts of the programme

SECTION II

2. BACKGROUND

The Women in Governance (WIG) Programme under the Zambia Episcopal Conference (ZEC) is a programme funded by Joint Country Programme/Norwegian Church Aid (JCP/NCA) which has been implemented under the ZEC Pastoral Department since 2012. It is implemented through the existing structures of the Catholic Church in five dioceses as well as through activities at National level. The five dioceses the programme has been implemented include: Livingstone, Chipata, Solwezi, Mongu and Monze.

The objectives of the programme have evolved over time in response to emerging issues in the dioceses and indeed at National level. The overall goal of the programme is “To increase women’s participation in governance (leadership and decision making) in the Catholic Church and in the wider Zambian society”.

The evaluation, therefore, focused on the WIG programme as implemented from 2012-2015 in selected parishes in Livingstone, Chipata, Solwezi, Mongu and Monze dioceses and through National level activities.

2.1 Evaluation Purpose

The purpose of the evaluation is to assess the processes and achievements made during the first four years of implementing the Women in Governance Programme with a focus on achievements and constraints of the programme targets, indicators and outputs in WIG. Specifically, the evaluation assesses the progress made in contributing to the achievement of the WIG Programme Outcomes that address Women’s Participation in Governance (leadership and decision making) in the Catholic Church during the first two years of implementation. The mid-term evaluation for women in leadership and literacy Programme Outcome of WIG is being undertaken as per the Evaluation Plan approved by the WIG Program Staffs.

The purpose of the evaluation was twofold:–

- 1.1 To examine the extent to which the overall goal and objectives of the programme have been fulfilled, and
- 1.2 To identify lessons learned and provide recommendations which will assist both JCP/NCA and ZEC to plan for the future implementation of similar programmes under the next strategic plan.

2.2 Evaluation Scope

The current exercise is a Mid Term Evaluation of the Leadership and Literacy Outcome of the WIG. The evaluation focused on the WIG programme as implemented from 2012 up to 2015 in selected parishes in Livingstone, Chipata, Solwezi, Mongu and Monze dioceses and through national level activities. The programme has been implemented in 15 parishes. The evaluation took into account the implementation and impact of the programme in all five dioceses and furthermore, the programme recognised the importance of engaging with men as well as women.

This evaluation is concerned with WIG and therefore, the emphasis of the evaluation is on women in governance outcome.

- Women actively participate in governance processes and structures in the Church and in community
- The Catholic Church in Zambia has been influenced to institutionalized the principles of gender balance and equity in governance structures

Firstly, the evaluation examines the soundness of the design of the Women in Governance Programme. It examines whether or not the programme was designed using Results Based Management principles.

Specifically the evaluation assesses the progress made during the first three years of implementation in contributing to the achievement of the WIG Programme Outcomes to address Women in Governance. In order to measure the level of progress that has been made and what has been achieved the evaluation examines the attainment of outputs by assessing which activities have been successfully completed. The delivery of activities gives a measure of progress towards the attainment of outputs and consequently the contribution these outputs make to the achievement of outcomes. In assessing the attainment of outputs the evaluation uses the indicators outlined in the document. This provides information on whether or not the programme will achieve the planned outcomes.

The evaluation has also assessed the following:

- Delivery processes of the selected strategies including whether the activities were strategically targeted and contribute to Women in governance;
- Programme delivery mechanisms including institutional arrangements and management ;
- Cost effectiveness of delivery of the programme;
- Monitoring and Evaluation systems established for this programme.

All these are critical to the success of the programme and need to be fully understood in terms of how they are impacting the implementation of the programme.

2.3 Methodology

The methodology developed and used for this evaluation includes the design matrix for the exercise. This is highlighted through section 1.3 – 1.7. The evaluation criteria referred to in section 1.4 was used to develop the major questions for the evaluation. The evaluation framework was used to create a series of templates to summarize and analyse information from the following sources:

- Documents – including the WIG documents, monitoring and progress reports, and any other relevant reports etc.
- Developed evaluation instruments – semi-structured interview questionnaires for Key Informants.
- Guidelines for structured focus group discussions. Focus group discussions were suitable and useful for some Dioceses and beneficiaries.
- Person-to person interviews with key informants were undertaken. The list of key informants was provided by WIG programme staff.
- Field visits to a selected project sites was undertaken as per recommendations of the programme staff.
- The evaluation approach was participatory ensuring that there was full participation and ownership of both the evaluation process and products by all stakeholders. Stakeholders included ZEC National Pastoral Coordinator, programme staff, Dioceses, project beneficiaries etc.
- Two de-briefing sessions were provided to WIG staff and the Dioceses at the end of the field work.

2.4 The Evaluation Criteria

The following criteria were used for the evaluation:

- **Relevance:** Is the programme relevant/appropriate solution for the identified problem or need? Does the programme address issues of women in governance in its design and execution strategy?
- **Effectiveness** The extent to which the programme is achieving its desired or planned results (outputs, outcomes and impacts). Has the programme and initiatives put in place by ZEC WIG staff been effective in women in governance programme? Does the programme have effective monitoring mechanisms in place to measure progress towards the achievement of results?
- **Efficiency:** In the first three years of implementation were inputs utilised or transformed into outputs in the most optimal or cost efficient way? Could the same results be produced by utilising fewer resources?
- **Impact:** In the first three years of implementation has the programme produced planned positive changes that have the potential to bring about long term changes? So far has the programme produced unplanned negative changes?
- **Sustainability:** Is the programme creating conditions that will ensure that benefits continue beyond its life? Is there evidence that ownership is being promoted for those who benefit from the programme and will ZEC WIG continue using what has been started beyond the life of this cooperation with JCP/NCA? Was sustainability built into the programme? Is the programme strengthening the capacity of the ZEC and other

Dioceses in the areas of genderwork policy formulation, financial management and Human Resources?

2.5 Secondary Data

The evaluation process started with the review of documents provided by WIG and the Dioceses. The major documents included: Women in Governance Strategy and Action Plan, Quarterly and Annual Progress Reports etc. The review of documents provided critical background information for the evaluators in understanding the nature of women in governance in the Catholic Church and how the WIG initiatives would contribute to women participation in leadership and decision making. The progress reports provided information on the progress that had been made in implementing the programme as well as some of the challenges that impacted implementation.

2.6 Primary Data Collection

Primary data was collected through a number of methods including face-to-face interviews with key Informants, group discussions with key implementing Dioceses, focus group discussions with beneficiaries as well as a field visit to a selected project sites. Further information was obtained during the de-briefing with the WIG Office staff. Feedback that enabled corrections to be made was received during these debriefings. Additional information and explanations were also provided.

2.7 Key Questions

The following questions are comprehensive and attempt to cover all the major issues that this evaluation is meant to cover. They were developed based on the questions in the Terms of Reference, the evaluation criteria and information obtained from the documents, which provided a clear understanding of what the ZEC WIG efforts set out to do and achieve. These questions also incorporate the questions developed in the Evaluation Matrix of the Inception Report.

1. Was the programme implemented as designed?
2. Were the resources (funding, manpower, time) enough for the programme implementation?
3. Have the intended overall goal and objectives of the programme been achieved?
4. To what extent has the programme contributed to the attainment of the overall goal?
5. What factors have contributed towards achieving or not achieving the intended objectives and goal?
6. Have there been any unintended (positive or negative) consequences of the programme?
7. How effectively has the programme engaged with men?
8. To what extent was the programme participatory in its design and implementation?
9. Is the change/impact which has taken place in each of the 5 dioceses self-sustaining or does it require continued programme support? Can the programme be replicated in some or all of the other 6 dioceses?
10. Has the positioning of the WIG programme within the Pastoral Department of ZEC, along with implementation through the Pastoral Coordinator in each diocese, i.e. as a pastoral programme rather than as a social or development programme of the Church, had any particular positive or negative impact on the implementation or impacts of the programme?
11. How valuable are the outcomes to JCP/NCA, to ZEC, to the participating dioceses, to the Catholic Church in Zambia as an institution and to the programme beneficiaries?
12. How can the programme be improved?
13. What monitoring and reporting system did the programme put in place to measure progress in programme implementation? Does the monitoring system generate critical data for management and decision making purposes? Does the monitoring system provide information on how the resources are utilised for the agreed purposes?
14. Was sustainability built into the WIG? Are there signs of sustainability?

2.8 Limitations

The evaluation was impacted by the tight timelines given the need for a thorough review of the many documents that were provided. It was also constrained by the fact that the evaluation was done when other Dioceses had gone on recess. Some of the scheduled interviews with key informants were delayed hence this impacted on the completion of the data collection process.

2.9 Structure of the Report

The report is structured as follows:

Section I: Provides an executive summary of the report; Section II: Gives the background to the evaluation; Section III: Details the country context within which the programme is being implemented focusing on critical issues identified as pertinent to the findings of the evaluation. Section IV: Outlines the main findings and conclusions for each of the objectives of the

programme; Section V outlines challenges, lessons learnt, conclusions and recommendations on the way forward for ZEC, Dioceses .

Section III

3. Context Analysis

3.1. Inclusion of the Marginalised in Development

3.1.1 Gender and Development

The gender inequalities that exist in the various sectors (health, education, politics, and employment) of society in Zambia can best be understood by analysing the Gender Inequality Index (GII). The index demonstrates the high levels of gender inequality in the social, economic and political spheres in Zambia and points to the fact that men are still at a more advantaged position compared to women. It ranges from 0 which means that men and women are equally treated to 1 which means women fare poorly. According to the Human Development Report 2013, Zambia has a GII value of 0.623, ranking at 136 out of 148 countries in the 2012 index. In 2011, Zambia had a GII of 0.627 and was ranked number 131 out of 146 countries.¹The negligible reduction in the index shows that more has to be done to tackle gender inequity.

3.1.2 Governance and Citizen Participation

Governance in Zambia is not participatory, though at times consultative on development plans, the system has no legal mechanism for citizen input to budget at local and central government. Government is not accountable to the people with parliament being dominated by the ruling party. With increasing media channels citizens have improved on demanding for accountability but rural areas face significant challenges in their demand for accountability. Some of the reasons include their being far from decision making government bodies and the lack of skills and power to demand answers.

3.1.3 The Policy and Legislative Framework

3.1.3.1 The National Gender Policy

This National Gender Policy is aimed at ensuring the attainment of gender equality in the development process by redressing the existing gender imbalances. It also provides for equal opportunities for women and men to actively participate and contribute to their fullest ability and equitably benefit from national development.

The development of this Policy has been necessitated by a number of developments at national, regional and international levels such as global best gender practices; research findings; increase in gender based violence, human trafficking, as well as drug abuse and trafficking; gender disparities in positions of decision making; emerging health issues affecting mostly women. The Policy also takes into account the aspirations and the Policies of the current Government.

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¹UNDP, *Human Development Report, The Rise of the South: Human Progress in a Diverse World, 2013*

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3.1.3.2 Gender Document by the Church in Zambia

The 2009 gender document² by the church in Zambia was intended to address the gender injustice and gender based violence from the theological and human perspective as existent in the Church and society. The document was published by the three mother Church bodies in Zambia namely; Zambia Episcopal Conference, Council of Churches in Zambia and the Evangelical Fellowship of Zambia.

SECTION IV

4.1 ANALYSIS AND MAJOR FINDINGS

4.1.1 Programme Design

This evaluation has subjected Women in Governance programme (WIG) as implemented from 2012-2015. The criteria used were to demonstrate if the principles of Results Based Management of the programme design are sound.

Findings are based on evidence provided either in documents or provided by key informants and focus group discussion. Given differences in perceptions and experiences of different key informants and stakeholders some information is contested by different groups or individuals. Triangulation has been used to minimise contested findings by identifying the major areas of agreement and disagreement using and sticking to available evidence.

The following provides the results of that analysis:

4.1.2. Programme Management and Implementation Arrangements

- WIG programme management is guided by a Results Based Management strategy that focuses on the achievement of results;
- Resources managed by WIG are disbursed via a Cash Transfer system that is based on annual work plans prepared by WIG and its partner Dioceses;
- In order to monitor progress of implementation of the WIG and activities carried out, WIG was to set up an M&E system supported by JCP/NCA. However, while efforts have been taken on this there is no well-defined M&E system which is operational at ZEC level. While JCP/NCA has an M&E system in place the absence of a system in

²The voice of the Church on matters of Gender in Zambia. Addressing ourselves to issues of Gender Injustice and Gender Based Violence. Gender Document by the Church in Zambia 2009

ZEC WIG, which is implementing most of the WIG activities, has adversely impacted the monitoring and reporting of WIG achievements. It is not clear why it has taken so long for this system to be established given that it is so crucial for monitoring, reporting and accountability. Some of the weaknesses observed in the progress reports are a result of a weak monitoring system.

4.1.3 Relevance

The major questions and the evaluation criteria sought to establish whether WIG as a programme is a relevant approach to increased women participation in leadership and decision making in the Catholic Church, and whether it addresses gender equity. This evaluation and analysis show that WIG is a relevant action plan that addresses equity in its design as well as in its implementation strategy. The WIG programme has been received well, within the five Dioceses namely Livingstone, Chipata, Solwezi, Mongu and Monze dioceses and is a much needed platform for change of perception and attitudes.

WIG responds to national priorities on Gender Justice (GJ) and contributes to the overall goal of achieving Gender equity. These initiatives supported by ZEC and undertaken in the five dioceses such as Livingstone, Mongu, Monze, Solwezi and Chipata have been instrumental in addressing factors that impede or limits women's participation in governance. Legislation, policies and strategies dealing with gender (such as the National Gender Policy), women empowerment, leadership and literacy and others are examples of the relevance of the initiatives in addressing women in governance. Capacity development in the form of training and institutional building is one of the key approaches in responding to women in governance. Capacity development has been provided up-stream in training women in leadership and governance, facilitating the increase of women participation in governance within the Church etc. Support has been provided to Women focused adult literacy classes. All these initiatives are relevant and address directly women participation in leadership and decision making in the Church.

4.1.4 Effectiveness

The evaluation measured the extent to which the WIG is achieving its desired/planned results (outputs, outcomes and impacts). Questions were asked to understand the extent to which the WIG and the resultant initiatives such as policies, legislation, capacity building, use of Adult literacy classes etc. were impacting on women's participation in leadership and decision making in the Church. Is there evidence at Mid-point of the WIG implementation that it is achieving its planned results?

The findings of this mid-term evaluation of WIG clearly provide evidence of how policies, legislation, tools, knowledge and skills are producing desired results. The downstream activities such as the literacy classes at St. Agatha/Lourdes, and the Literacy classes at Sitaka Parish in Mongu Diocese, have a direct impact on women's involvement in the Church. The general understanding of what the WIG-Leadership & Gender workshops program is that, it is a versatile platform for implementing capacity building programs, sensitization on gender mainstreaming, gender balance, gender equity, and equality.

There has been public demand for the Diocese to introduce Literacy Classes in more parishes for example at St. Agatha, and Our Lady of Lourdes. In response, the Diocese has started enrolling for the first St. Agatha/Lourdes Literacy class, commencing in January, 2016. ZEC has embraced the public demand for literacy classes by pledging sponsorship for both the new classes launching at St. Agatha/Lourdes, and the interrupted Literacy classes at Sitaka Parish in Mongu, to ensure there's improvement in terms of expansion and continuity. When workshops on GBV have been conducted the catechists and their spouses are invited. Both women and men attend workshops. In the beginning more men and fewer women attended the workshops and for this reason, the majority of women were considered in leadership positions as a way of encouraging them to take part and share their views.

Evidence shows that coordination of the program is going well and that the program is being effective in coordinating initiatives in the program by avoiding duplications and creating synergies within the Dioceses. The use of resources has been harmonised- coordination with donors has produced a more effective delivery system and use of resources. The technical groups are effective in making things happen in the implementation of the program.

It can therefore be concluded that the WIG approach, support provided by ZEC and the sound partnership between the ZEC and JCP to all these initiatives is effective in achieving the desired results. While some initiatives are behind schedule (see challenges) in general the implementation of WIG is on track.

4.1.5 Efficiency

The evaluation also set out to establish whether resources were efficiently utilised. It questions if results had been achieved at an acceptable cost and achieved in a timely manner. Is expenditure in line with agreed upon budgets and work plans? Were resources both financial and human made available as per the WIG document? Were financial and other reports prepared well to guaranty transparency and accountability to all stakeholders?

The evaluation did not examine in any depth what the budget allocations were for the activities and how the finances were utilised. In most cases the budget information was only available in an aggregated form, but the evaluation was also only interested in the results achievement as compared to the plans. The cost efficiency therefore could not be assessed. To a large extent the evaluation did assess whether the resources were used for what they were meant for at the activity level but concentrated on the achievement of results as reflected in the results matrix. Further, the evaluation was able to assess other factors that relate to efficiency. The capacity development training that was undertaken by the programme, the utilisation of knowledge and skills obtained from the programme's training effort speak to efficient use of resources. Also examined were the efforts devoted to institutional capacity development. In general the resources were used for what was planned and did produce the planned (and useful) products such as Gender document by the three church mother bodies(ZEC,EFZ and CCZ), books for literacy programs, policies, strategies, plans, tools and knowledge. It can be considered that up to mid-term point the resources were efficiently utilised since there is evidence that most of the intended results were achieved. The training done for direct beneficiaries resulted in many planning and analytical documents being produced which can also be considered to have been

efficient use of resources by the programme action plan. However, there is a general concern that the initial training of Trainers could have been done locally to maximise the number of participants like the use of pastoral Centres for example St. Lawrence Parish in Limulunga which has adequate training facilities. In Mongu for instance; only three (3) Parishes are involved in the WIG program, that is, St. Lawrence Parish in Limulunga, The Holy Spirit Parish of Sitaka, and The St. Agatha/Our Lady of Lourdes out of Thirteen (13) Parishes

Involvement of traditional leaders has further increase the efficiency of the program for instance in Sekute village of Livingstone, Women in Leadership program by the Diocese has helped women through empowerment. The increased awareness of violence against women and girls has resulted in changed thinking and behaviour towards women and early marriages have reduced. The Headmen's participation in this program in most of the villages has enabled them to advise people with problems on GBV in the communities.

The programme prepared progress reports that are transparent and provide accountability of how resources were utilised, what was done and what was achieved. In most cases the annual progress reports were well prepared and provided critical information on the activities undertaken and the outputs produced. A summary of the funds utilised and the balances thereof is provided in the reports. The reports, however, at times did not indicate on the accrued activities that were pushed from one quarter to another. In some cases it is not clear whether the deferred activities were completed the following quarter as the reports are silent on some of those activities when reporting on the following quarter. This evaluation understands that this information is captured under RISKS. It is also understood that WIG dowrite to JCP/NCA to seek further clarity on this issue of extension on accrued activities.

The evaluation does raise the issue of efficiency when it comes to capacity development and down-stream activities. The evaluation acknowledges that the capacity development efforts are excellent and have been of great value to those who have been exposed to training in women in governance program. A number of interviewees wanted to be trained and there has been public demand for the Dioceses to introduce Literacy Classes (where these are been implemented) in more parishes for example at St. Agatha, and Our Lady of Lourdes.

4.1.6 Impact

Impacts are normally realised in the long term. The impacts of this programme cannot be measured fully in such a short time of 24–36 months of implementation. A programme like the WIG can only contribute to impact and not be in a position to attribute long term development changes just from initiatives at mid-point.

There is evidence however, that the programme has achieved its outputs in training of women in leadership and in the use of literacy classes more effective and efficient planning, budgeting monitoring and management. There is also evidence that literacy program is increasingly usingempowering women getting involve roles of leadership and decision making processes within the Church. Further those who have been attending these literacy classes are using the knowledge and are contributing to the creation of a society upholds gender justice. This evidence shows that this WIG program is contributing to the long term changes in the way that the Catholic Church addresses issues of women in leadership. It can be concluded therefore that the

programme action plan is contributing to long term changes. Its full impact or contribution will be measured in the fullness of time at the end of the planning period and beyond. In the meantime efforts must be taken to ensure that more people are trained in using the designed programs and that training of trainers may be one way of assuring impact and sustainability and it will guarantee impact in the long term.

4.1.7 Sustainability

The evaluation assessed whether programme Dioceses and beneficiaries will continue to enjoy these benefits beyond the life of the current WIG. It also examined whether or not there was evidence that the ZEC, institutions (DMI), Dioceses and beneficiaries are willing and will have the capacity to continue with the activities once current funding and support stops. Finally, the evaluation assessed whether Dioceses are interested and able to continue to support this initiative of women in governance program.

The issues of sustainability are absolutely critical for this evaluation and the ZEC WIG that is being evaluated. The issue of sustainability has also been raised under the challenges section as many of the respondents saw it as a major challenge for continuity. It is difficult to see how grassroots beneficiaries will continue to enjoy the benefits from this project beyond the present support in the absence of sustainable sources of funding and institutional capacities. However, for the Adultliteracy program some Dioceses will take over some of the interventions such as fundraising activities. The ZEC WIG National office do train future priests in Gender sensitive leadership who are expected to encourage and promote the participation of women in leadership and decision making. This training is as a way of sustaining the program in the absence of funding. However, if the capacity that has been developed in the various implementing partner Dioceses is retained then there is a chance for sustainability.

At present it is not clear if plans are afoot to make sure that sustainability at the grassroots level is being built. Evidence shows that WIG participating dioceses and the beneficiaries are willing to continue with activities that have been started during the life of this programme action plan. However, many of the responding beneficiaries and Dioceses to the evaluation believe that Dioceses does not have the capacity to do this on their own given their limited resource base. Further, ZEC has not yet established internal or donor sources of sustainable funding and lacks sustainable internal finance and a viable resource mobilisation strategy. The lack of sustainable resources and capacity negatively impact on the ability of ZEC to ensure that the efforts of women in governance programme continues beyond donor funding. There are still some doubts about whether ZEC will be ready to take on the challenges of continuing to respond to women in governance on its own without JCP/NCA or development partner support given the fact that there are some of the initiatives like resource mobilization for the sustainability of the project that are behind or are threatened with non-support even before the WIG period is over.

Donor funding cannot be relied upon as a long term source of funding for WIG and therefore, there is need to put in place a resource mobilization mechanism for continued support to such programs. A more sustainable strategy of resource mobilisation, internal and donor based, must be put in place.

SECTION V

5.1 CHALLENGES

The previous section has shown that progress has been made in the implementation of the WIG program. However, the evaluation also found out that there are a number of challenges that the WIG program implementation has faced which have impacted implementation and delivery of the WIG outcome. This section provides a summary of the major challenges that were observed.

- 1. Monitoring and Evaluation System:** The evaluation found that there are two issues related to monitoring and evaluation system of the programme;
 - ZEC WIG National office do not have well-defined M&E system which is operational at ZEC level. While JCP/NCA has an M&E system in place the absence of a system in ZEC WIG, which is implementing most of the WIG activities, has adversely impacted the monitoring and reporting of WIG achievements. It is not clear why it has taken so long for this system to be established given that it is so crucial for monitoring, reporting and accountability.
 - Monitoring outcomes as provided in the programmes is a challenging task. This is mainly because each diocese has its own priorities within the broader framework, therefore using uniform indicator does not work well.
- 2. Funding Delays:** The evaluation also found that there are delays in disbursing the funds from the donor to the implementing agency. This has from year to year necessitated a review of planned activities at national and diocesan levels.
- 3. Conflict Sensitivity:** The evaluation found that there has been no conflict sensitivity in the project planning and implementation. WIG should consider incorporating the component of conflict sensitivity in the planning and implementation of the programme as it will help in the understanding the context in which the programme operates; the interaction between the intervention and the context of the programme and help act upon the understanding of this interaction, in order to avoid negative impacts and maximise positive impacts of the programme
- 4.** Activities that were not implemented as planned due to delays in funding have slowed down the process and progress made by the programme. As a result, there is regression in terms of interest and momentum among dioceses when it comes to programme implementation.
- 5. Capacity Development and Capacity Retention:** The evaluation found that there are issues related to capacity development;
 - There are limited capacities in certain areas in the partner Dioceses to implement initiatives that are agreed to between ZEC and the Dioceses (in the case of Sitaka)
Under the WIG initiatives partner Dioceses should provide for capacity development in the form of training and institutional capacity building (in case of transfers and hand overs).

5.2 LESSONS LEARNT

There are a number of lessons that can be learned from this evaluation which have a broader applicability beyond this WIG.

1. Including gender sensitisation as part of the programme has increased women's participation on the programme and built their confidence to want to take up leadership positions within the church.
2. By design, there is weak synergy between the national and the diocese level. Consequently, other initiatives issues identified at the diocesan level are not systematically captured at the national level and used to lobby duty bearers.
3. When facilitated appropriately, Dioceses and communities do have the capacity to stimulate their own development processes for sustaining the project. This can be strengthened through ensuring constant and consistent contact between the dioceses and the communities as well as ensuring that the staff have adequate skills to do it.
4. On capacity development, it is essential to draw some important lessons from this evaluation. ZEC and partner Dioceses should learn from their WIG Sitakaexperience in Mongu Diocese that **a capacity development strategy is critical to the success of capacity development initiatives**. That strategy should have included human and institutional development and an agreement that would minimise poor hand overs or mismanagement of the project.

5.3 RECOMMENDATIONS

This mid-term evaluation makes the following recommendations that are aimed at assisting and improving the WIG implementation process so as to increase the chances of the programme delivering as planned in action plan. The recommendations are also intended to increase the chances of the WIG programme contributing to women in governance.

1. ZEC needs to source particular materials for distribution to the Diocese and Centres, including relevant policy papers and specifically materials on women in governance, literacy and leadership.
2. There is need to ensure good follow up on training within a good timeframe in order to build knowledge acquired.

3. The late disbursement of funds has impacted on the implementation timeframe, there is need to recognise that not all the outcomes might be achieved. There is therefore need to adjust the expected outcomes to make them realistic and consider a no cost extension to the programme.
4. There is need for ZEC to consider local resource mobilisation to support the programme. This could include allowing the Diocese to raise funds through partnerships with the private sector as well as undertaking consultancies related to the work that they do.
5. In line with the adjustment of the indicators, a number of them are not applicable at the Diocesan level while the collection of data on others will be too costly. It is recommended that such indicators are adjusted with each Diocese clearly indicating the actual changes in people's lives and changes at household level that it can expect.
6. Participants in training must evaluate the quality of the training being offered by the programme. This will be an incentive for the trainers to further improve their delivery, participants' evaluation will also provide an avenue for obtaining feedback on the training.
7. There is need to explore the issues of male engagement in all the programme components. Specifically the plight of the men as a group needs to be further analysed and a strategy for their engagement adopted.
8. To enhance sustainability, there is need to strengthen the advocacy component of the programme
9. WIG should consider incorporating the component of conflict sensitivity in the planning and implementation of the programme as it will help in the understanding the context in which the programme operates; the interaction between the intervention and the context of the programme and help act upon the understanding of this interaction, in order to avoid negative impacts and maximise positive impacts of the programme

5.4 CONCLUSIONS

This evaluation concludes that a lot of progress has been made towards the achievement of what WIG set out to achieve. There is evidence that the implementation of WIG is on course and that the attainment of outputs point to the possible achievement of the WIG outcomes by 2015. It is also clear that many of the initiatives and achievements so far are contributing to women participation in leadership.

There is also encouraging evidence from some of the downstream initiatives supported by ZEC under WIG that are having direct impact in women in leadership at the grassroots level. In particular the women's empowerment efforts are producing dividends and changing lives of women such that there has been a lot of positive outcomes, the election of several female beneficiaries of the programs into key leadership positions of the Church council

While the ZEC WIG implementation faces a number of challenges, these are not insurmountable and cannot completely derail the achievement of the WIG outcomes. A number of lessons that emanate from the experiences of this WIG implementation have been drawn by this evaluation. The evaluation also makes a number of recommendations and if these recommendations are followed through and implemented many of the challenges will either fall away or their impacts will be significantly reduced and will not pose a threat to the achievement of the WIG outcomes by end of the project cycle.

6 ANNEXES

Annex 1: Terms of Reference

Zambia Episcopal Conference

Mid-Term Evaluation of the Women in Governance (WIG) Programme

Terms of Reference for Evaluation of the WIG Programme (2012-2015)

2. BACKGROUND AND CONTEXT

The Women in Governance (WIG) Programme under the Zambia Episcopal Conference (ZEC) is a programme funded by Joint Country Programme/Norwegian Church Aid (JCP/NCA) which has been implemented under the ZEC Pastoral Department since 2012. It is implemented through the existing structures of the Catholic Church in five dioceses as well as through activities at National level. The five dioceses being: Livingstone, Chipata, Solwezi, Mongu and Monze.

The objectives of the programme have evolved over time in response to emerging issues in the dioceses and indeed at National level. The overall goal of the programme has been re-worded each year but during 2012-2014 the goal was essentially “To increase women’s participation in governance in the Catholic Church in Zambia”. On the other hand, the goal for 2015 is “To increase women’s participation in governance (leadership and decision making) in the Catholic Church and in the wider Zambian society”.

The evaluation, therefore, shall focus on the WIG programme as implemented from 2012-2015 in selected parishes in Livingstone, Chipata, Solwezi, Mongu and Monze dioceses and through National level activities.

3. EVALUATION PURPOSE

The purpose of the evaluation is twofold –

- 3.1 To examine the extent to which the overall goal and objectives of the programme have been fulfilled, and
- 3.2 To identify lessons learned and provide recommendations which will assist both JCP/NCA and ZEC to plan for the future implementation of similar programmes under the next strategic plan.

4. EVALUATION SCOPE

The evaluation shall focus on the WIG programme as implemented from 2012 up to 2015 in selected parishes in Livingstone, Chipata, Solwezi, Mongu and Monze dioceses and through national level activities. The programme has been implemented in 15 parishes as indicated below:

S/N	Name of Diocese	Names of Parishes
1	Chipata	Katete, Mbwinda/Chassa, Vubwi and Lumezi
2	Livingstone	Dambwa, Sesheke and Mukuni
3	Mongu	Lourdes Cathedral, St Lawrence's (Limulunga) and Holy Spirit (Sitaka)
4	Monze	Namwala and Choma
5	Solwezi	St Stephen's and St John's

The evaluation should take into account the implementation and impact of the programme in all five dioceses, but field work may not be able to be undertaken in all of the 15 parishes due to financial constraints. Furthermore, the programme has recognised the importance of engaging with men as well as women. So it will be important for male as well as female beneficiaries to be included in the evaluation.

5. EVALUATION QUESTIONS

The evaluation exercise is expected to cover the following areas:

- 5.1 Was the programme implemented as designed?
- 5.2 Were the resources (funding, manpower, time) enough for the programme implementation?
- 5.3 Have the intended overall goal and objectives of the programme been achieved?
- 5.4 To what extent has the programme contributed to the attainment of the overall goal?
- 5.5 What factors have contributed towards achieving or not achieving the intended objectives and goal?
- 5.6 Have there been any unintended (positive or negative) consequences of the programme?
- 5.7 How effectively has the programme engaged with men?
- 5.8 To what extent was the programme participatory in its design and implementation?
- 5.9 Is the change/impact which has taken place in each of the 5 dioceses self-sustaining or does it require continued programme support? Can the programme be replicated in some or all of the other 6 dioceses?

- 5.10 Has the positioning of the WIG programme within the Pastoral Department of ZEC, along with implementation through the Pastoral Coordinator in each diocese, i.e. as a pastoral programme rather than as a social or development programme of the Church, had any particular positive or negative impact on the implementation or impacts of the programme?
- 5.11 How valuable are the outcomes to JCP/NCA, to ZEC, to the participating dioceses, to the Catholic Church in Zambia as an institution and to the programme beneficiaries?
- 5.12 How can the programme be improved?

6. METHODOLOGY

Prospective consultants should advise on the most appropriate methodology or combination of methodologies. It is however expected that the evaluation shall place more emphasis on qualitative rather than quantitative methods. The evaluation should capture stories of change and the processes behind the change, how people have coped with the change and the positive and negative impacts of the changes.

7. IMPLEMENTATION ARRANGEMENTS

The WIG Staff at ZEC will be responsible for the overall implementation of the Evaluation. The Evaluators must provide a detailed work plan stating which parishes to be visited, people to be interviewed in the dioceses and at the Catholic secretariat herein Lusaka. The WIG staff will liaise directly with the pastoral coordinators in the 5 dioceses and with proposed interviewees in Lusaka to agree on days and times for focus groups, interviews etc, and to ensure that logistics are provided where necessary for beneficiaries to meet with the evaluators. Confirmed arrangements will be advised to the evaluators.

8. EVALUATION DELIVERABLES

The consultant is expected to submit a report to ZEC which addresses the specific questions outlined above. A draft report should be submitted to ZEC and distributed by the consultant to agreed diocese stakeholders for comments and feedback prior to the preparation of the final report.

The final report should include a simplified executive summary that can be readily understood and used by Diocesan WIG Teams and which can possibly be shared with interested beneficiaries, parish priests and Local Ordinaries.

9. TIMEFRAME FOR THE EVALUATION PROCESS

The evaluation exercise shall be conducted starting in October and the report shall be required by late 30th November 2015.

10. EVALUATION TEAM COMPOSITION AND REQUIRED COMPETENCIES

The consultant shall compose their own team to conduct an evaluation (if need arises). It is however expected that following will be put into consideration:

- 9.1 The evaluator (team leader) should have a minimum of a Master's degree in a relevant field
- 9.2 A background in Monitoring and Evaluation, at least Certificate or post-graduate Diploma in M&E.
- 9.3 Proven track record or experience in conducting external evaluation.
- 9.4 Able to write and submit the evaluation report on time as stipulated.
- 9.5 Able to work with WIG staff as key informants.

11. ANNEXURES

The following documents below will be provided at the start of the evaluation exercise.

11.1 2012-2015 Program proposals

11.2 2012 & 2014 Annual Reports

11.3 Mother Bodies Gender Declaration

11.4 Any other relevant documents as per request

11- CONTACT PERSONS

For more information that might be required you may contact the following WIG Staff at the Catholic Secretariat of the Zambia Episcopal Conference:

11.1 Mr. Abraham Kachipansi

WIG Programme Officer

kachipansi88@gmail.com,

+260978312851

11.2 Ms Catherine Chabinga

Assistant WIG Programme Officer

cathychabinga@gmail.com

+260977382871

Annex 3: List of Key Informants/Consultations

1. ZEC National Pastoral Coordinator (Programme Secretariat)

2. Women in Governance Program-Program officer
3. Women in Governance Program Assistant officer
4. Diocese of Chipata Pastoral Coordinator
5. Diocese of Solwezi Pastoral Coordinator
6. Diocese of Mongu Pastoral Coordinator
7. Diocese of Monze Pastoral Coordinator
8. Diocese of Livingstone Pastoral Coordinator
9. DMI Sisters (Chipata)-Program Coordinator
10. Parish Committee and Centre Committee
11. Identified collaborating partners at both the national and local levels
12. Programme beneficiaries

#	Diocese	Parish / Description	Focus Area	Who to Interview
1	Chipata	DMI Sisters	1. Women Empowerment Programmes (SHG) 2. Leadership and gender programmes	<ul style="list-style-type: none"> ✓ Programme Coordinator ✓ FGD with three women SFG ✓ 5 KII with beneficiaries ✓ Programme Coordinator ✓ 5 beneficiaries ✓ Two FGDs
		Katete Parish (Muzime)	Literacy Programmes	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1) ✓ Centre Committee (2) ✓ Programme beneficiaries (3 – F, 3 –M)
		Vubwi Parish	Women in Leadership programmes	<ul style="list-style-type: none"> ✓ Pastoral Coordinator ✓ Parish Committee ✓ Centre Committee ✓ Programme beneficiaries (3 – F, 3 – M)
2	Monze	Choma	Leadership and gender	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1) ✓ Centre Committee (2) ✓ Programme beneficiaries (3 – F, 3 – M)
		Namwala	Literacy Programmes	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1) ✓ Centre Committee (1) ✓ Programme beneficiaries (3 – F, 3 – M)
3	Livingstone	Dambwa	✓ Leadership and gender	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1) ✓ Centre Committee (1) ✓ Programme beneficiaries (3 – F, 3 – M)
		Sesheke	✓ Leadership and gender	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1)

#	Diocese	Parish / Description	Focus Area	Who to Interview
			✓ Literacy (Sekute Area)	<ul style="list-style-type: none"> ✓ Centre Committee (1) ✓ Programme beneficiaries (3 – F, 3 – M)
4	Mongu	St Agatha -	✓ Leadership and gender workshop (+ St Lourdes cathedral)	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1) ✓ Centre Committee (1) ✓ Programme beneficiaries (3 – F, 3 – M)
		Sitaka (Lukulu District)	✓ Literacy classes	<ul style="list-style-type: none"> ✓ Pastoral Coordinator (1) ✓ Parish Committee (1) ✓ Centre Committee (1) ✓ Programme beneficiaries (3 – F, 3 – M)
5	Solwezi	St Johns Parish	✓ Leadership and GBV workshop	<ul style="list-style-type: none"> ✓ Pastoral Coordinator ✓ Parish Committee ✓ Centre Committee ✓ Programme beneficiaries
		Kimiteto Literacy Centre	✓ Literacy	<ul style="list-style-type: none"> ✓ Pastoral Coordinator ✓ Parish Committee ✓ Centre Committee ✓ Programme beneficiaries

Annex 4: References

Annual Project Report-Women in Governance Program 2012

Annual Project Report-Women in Governance Program 2013

Annual Project Report-Women in Governance Program 2014

Ministry of Gender and Child Development, National Gender Policy 2014

The voice of the Church on matters of Gender in Zambia.Addressing ourselves to issues of Gender Injustice and Gender Based Violence. Gender Document by the Church in Zambia 2009

UNDP, Human Development Report, The Rise of the South: Human Progress in a Diverse World, 2013

Women in Governance Programme- project No:300056, Period; (January- December 2012)

Women in Governance Programme- project No., Period; (January- December 2013)

Women in Governance Programme- project No., Period; (January- December 2014)

Women in Governance Programme- project No., Period; (January- December 2015)

Zambia's National Gender Policy, 2000

Zambia's strategic plan of action for National Policy, 2004-2008