FINAL EVALUATION OF THE DANCHURCHAILD ZAMBIA POLITICAL SPACE PROGRAMME 2006-2010

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This report contains the views of the Evaluators, which do not necessarily correspond to the views of any of the partners or those of DCA.

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EXECUTIVE SUMMARY

DanChurchAid has been implementing developmental projects in Zambia since 1992 within three programme areas, HIV/AIDS, Food Security and Political Space. In 2004 the organization moved from the project approach to the Programme Approach. As such Programme Strategies were developed to operationalise the interventions in the country under the thematic areas. Among these was the Zambia Political Space Programme which was finalized in 2005 and became operational in January 2006. The programme period was initially set to end in 2009 but after the mid term evaluation carried out in 2008 it was decided to extend it for another year. As such the programme period has been 2006 to 2010.

The Political Space programme supports activities and actions that aim at increasing the political participation and empowerment of the poorest and most marginalized groups; especially the rural poor and women in particular. The Political Space programme also contributes to supporting reforms for improved governance, protection of the rights of the poor and policy advocacy in the area of national development plans and fighting poverty. This programme focuses mainly on two issues:

a. lack of participation of the rural poor and
b. gender discrimination

DCA adopted the partnership approach in its program implementation. This approach involves supporting partner organisations working in the focal thematic and geographic areas. Over the 5 years, the mode of support to partners has varied from funding strategic plans to targeted funding towards specific activities. The mode of funding does not have a definite basis but has a lot to do with the level of relationship and trust between DCA and a specific partner, the effectiveness of partner programmes and the level of accountability of partner programmes among others.

Overall the program has been able to realise achievements which have resulted in rights holders claiming their rights. There have also been steps taken to change some laws that if and when the process is successfully completed will result into major changes in the status of marginalised and poor women. The programme has also contributed to broadening participation of citizens in political space by means of civic education in the in the targeted communities.

As the process of merging between the three organisations (DanChurchAid, Christian Aid and Norwegian Church Aid) advances, the lessons that DCA can bring to enriching the programming under the joint front include the facilitation for information sharing among the partners (the platform for partners), experiences in working with partners (including a refined system for selecting partners), flexibility in the designing of programmes and the process of organisational development among partners.

The areas that need to be revised and refined include development of exit strategies and the development of more comprehensive monitoring and evaluation systems. There is also need for the programs to be more focused through selection of thematic areas in which
partners have more experience and a comparative advantage. DCA also needs to match its capacity especially in terms of human resources with the number of partners it takes on board. The capacity building to partners should also be based on the individual needs of the organizations and the delivery mechanism for these capacity building activities should also be tailored to the needs of each organization.

On the basis of the findings from the evaluation, the following recommendations are being made for future programs:

**Recommendations to DCA**

1. Basket funding versus project funding – look at the pros and cons and make a judgement based on these. Value for money but also criteria to ensure the appropriate use of funds should be the critical guiding questions.

2. DCA should take into account the competencies of organizations they are partnering with and use this as a basis for the relationship. This will ensure that the partners that they eventually work with will contribute to the realization of the goal of the program.

3. Embark on better targeted organizational capacity building that will be based on the specific needs of the partner organization.

4. Continued close interaction with partners and strengthen M&E systems at all levels.

5. There is need to strengthen those organizations that actually reach the poor and vulnerable in order for them to effectively implement their activities (transport and logistics)

6. The partner platform should continue and be strengthened.

**Recommendations to Partners**

1. Strengthening their presence in the areas or as close to the areas of operation as is possible in order to promote meaningful interaction between the community and the change agents.

2. Need for baselines in order to be able to show successes and effectiveness.

**Recommendations to both DCA and Partners**

1. The need for balance between advocacy and economic empowerment at community level (human rights issues and livelihood activities).
2. Within a chosen geographical area, the partners must be encouraged to be more focused in terms of geographical coverage.

3. Exit strategies must be developed at the design phase and at all levels

The programme should be planned in such a way that it allows for time for change to occur and to be measured. M&E systems should be in place and made use of at all levels. The starting point being the identification of indicators that both DCA and the partners can use in tracking achievement.
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List of acronyms

- AIDS: Acquired Immune Deficiency Syndrome
- CA: Christian Aid
- CBOs: Community Based Organisations
- CCZ: Council of Churches in Zambia
- DCA: DunChurchAid
- CHAZ: Church Health Association of Zambia
- DWA: District Women Association
- GDI: Gender-related Development Index
- HDI: Human Development Index
- JCTR: Jesuit Centre for Theological Reflection
- LADA: Law and Development Association
- LRF: Legal Resources Foundation
- M & E: Monitoring and Evaluation
- NCA: NorwegianChurchAid
- NCC: National Constitution Commission
- NGO: Non Governmental Organisation
- NLACW: National Legal Aid Clinic for Women
- O.D.: Organisational Development
- SACCORD: Southern African Centre for the Constructive Resolution of Disputes
- VSU: Police - Victim Support Unit
- WFC: Women for Change
- WLSA: Women in Law in Southern Africa
- YDO: Youth Development Organisation
- ZNWLG: Zambia National Women’s Lobby Group
1. INTRODUCTION

1.1 Description of the program

The overall objective of DCA’s support in the program type, Political Spaces, is to “enhance the capacities and opportunities of poor and excluded men and women for accessing and claiming their right to participate in political processes at all levels as an instrument for effective social, political and economic change”

As such DCA’s efforts in Zambia aim at achieving “a people based democracy that claims, upholds and supports the rights of the targeted poor and marginalized groups in Zambia for a fair, equal and sustainable development”. The Political Space programme in particular, supports activities and actions that aim at increasing the political participation and empowerment of the poorest and most marginalized groups. To achieve this, the program has utilised a partnership approach where it partners with local civil society organizations that implement activities aimed at contributing to the achievement of the overall goal.

DanChurchAid has been implementing developmental projects in Zambia since 1992 within three programme areas, HIV/AIDS, Food Security and Political Space. In 2004 the organization moved from the project approach to the Programme Approach and developed programme documents for the three thematic areas. The Zambia Political Space Programme Document was finalized in 2005 and became operational in January 2006. The programme period has been 2006 to 2010.

The Political Space programme supports activities and actions that aim at increasing the political participation and empowerment of the poorest and most marginalized groups; especially the rural poor and women in particular. The Political Space programme also contributes to supporting reforms for improved governance, protection of the rights of the poor and policy advocacy in the area of national development plans and fighting poverty. This programme focuses mainly on two issues:

   c. lack of participation of the rural poor and
   d. gender discrimination

The programme focus is: lack of participation of the rural poor and gender discrimination and has been operating through the following objectives:

The development objective is that: The poor, in particular rural women and girls are protected from discrimination and are enabled to exercise their right to participate for increased influence and control over the distribution of resources.

Immediate objectives

1) Women are empowered to enhance their participation in social and political processes and to challenge power structures that reinforce their discrimination
2) Improved legal policy and implementation frameworks for protecting and facilitating women’s increased participation and access to economic, social and political resources and services

3) Civil society organizations and community based organizations are strengthened to effectively monitor resource allocations and implementation of poverty related programmes at district, provincial and national levels.

4) DanChurchAid has been instrumental in facilitating increased capacity of partner organizations as advocates

After 5 years of programme implementation, DCA wished to undertake an independent external evaluation by engaging a team of consultants to carry out the final programme evaluation.

1.2 The purpose of the final evaluation

The purpose of the evaluation is to assess the Political Space Programme in relation to its relevance, efficiency, effectiveness, coherence, impact, sustainability, implementation and design. In light of the future merger between DanChurchAid, Norwegian ChurchAid and Christian Aid, the evaluation should determine the future direction of the programme in relation to the changed context but also in relation to the focus interests of the 3 international organizations. In particular the evaluation should determine whether the intervention areas are still relevant to the context and what elements need to be revisited or incorporated to ensure that the intervention areas reflect the programming of the 3 organizations under the future leadership of Norwegian ChurchAid.

1.3 Evaluation methodology

Mixed methods of data collection were used during the evaluation process. The methods used included review of documents, focus group discussion and interviews with key persons. Because of the limited time frame and the number of partners that DCA has been working with a sampling of the partners was used to inform the finding of the evaluation. The criteria used for the selection of partners to be included in the evaluation process included the total amount of money disbursed to the partner, the partner’s focus and the length of partnership with DCA. Using this criteria, Women for Change (WFC) Southern African Centre for the Constructive Resolution of Disputes (SACCORD); Women and Law in Southern Africa (WLSA), Council of Churches in Zambia (CCZ) and Church Health Association of Zambia (CHAZ) were used as sample to inform the evaluation.

1.4 Limitations of the study

The main limitation of the study was the time aspect which could not allow for inclusion and in-depth assessment of all the partners in the evaluation process. This also limited the depth of assessment at beneficiary level.
2. FINDINGS FROM THE EVALUATION

2.1 Program design issues

To implement the political space program, DCA partners with local civil society organizations. At the time of evaluation DCA Political Space program was working with a total of 10 partners:

i). Southern African Centre for the Constructive Resolution of Disputes (SACCORD);
ii). Women for Change (WFC);
iii). Women in Law in Southern Africa (WLSA),
iv). Council of Churches in Zambia (CCZ);
v). Civil Society for Poverty Reduction (CSPR);
vi). National Legal Aid Clinic for Women (NALECW);
vii). Southern Africa Legal Assistance Network (SALAN),
viii). Zambia National Women’s Lobby (ZNWL),
ix). Jesuit Centre for Theological Reflection (JCTR) and;
x). Churches Health Association of Zambia (CHAZ).

These organizations implement activities at two levels, the first level is the national level which involve lobbying and advocacy activities for systemic and structural changes to benefit vulnerable groups especially women and girls. The second level is at sub-national level (Southern Province and also to a lesser extent Eastern Province) and the work involves both lobbying and advocacy activities to policy makers and duty bearers at these levels. The work also includes capacity building and empowerment activities. All the partners are based in Lusaka. To increase their reach into the Southern Province, some of the partners develop partnerships with other civil society organization/community based organizations that are based in the areas of operations (WLSA, SACCORD). Others they use their extensive network (CCZ) while others maintain semi-permanent offices in the areas of operation (WFC) and CHAZ has its own structures at its Church Health Institutions (CHIs).

Figure 1: design for implementation of political space programs (illustration showing four partners)
DCA enhances the capacity of the partner organisations to carry out their mandate through enhancing both their financial and technical capacities. The financial support has been through provision of funds. The provision of funds has varied over the years and between partners, from a project approach to a “basket fund” approach where DCA funds the strategic plan of organisations. The technical support has been through identification of specific technical gaps as they emerge and facilitating the capacity building processes to bridge these gaps. In addition DCA conducts periodic monitoring of the partner organisations and receives report on the progress.

2.1.1 The strength of the design

The main strength of the design is in the relevance of the interventions within the Zambian context. Based on the context analysis conducted prior to the design of the program and at the mid-term review of the program, the intervention is relevant in that there is both social, political and economic exclusion of marginalised groups in the country which results in their lack of participation and in gender discrimination. The two situations reinforce each other to perpetuate poverty. At the time of the final evaluation the situation is still the same. Between 1990 and 2007 Zambia's HDI fell by -0.17% annually from 0.495 to 0.481 today. The HDI for Zambia is 0.481, which gives the country a rank of 164th out of 182 countries with data. The gender-related development index (GDI), measures achievements in the same dimensions using the same indicators as the HDI but captures inequalities in achievement between women and men. Zambia's GDI value, 0.473 should be compared to its HDI value of 0.481 shows that out of the 155 countries with both HDI and GDI values, 114 countries have a better ratio than Zambia's.1. Zambia GDI value is 98.3% of its HDI value. The gender discrimination still manifests itself in all spheres of Zambian life.

The second strength of the design is the flexibility built around the identification of partners whose mandate or overall goal feeds into the overall or immediate objectives of DCA. By funding the strategic plan of these organisation DCA engenders both flexibility in as far as improvement in the strategies of the partner organisation to realise results and also allows for growth of the organisation through the capacity building inherent in flexible funding associated with the basket funding approach. Because of the nature of the areas of intervention – governance and the political sphere that are affected by changes in the political environment - this flexibility is crucial as it allows the partners to change the strategies to cope with changes that occur in order for them to be effective. Such areas or issues that have called upon flexibility are; the participation and debate around National Constitution Conference (NCC), Bill of rights debate within the NCC, the Non Governmental Organisation Act of 2009, awareness and participation in the process of Presidential Bi-Elections. It is important to note that a non cautionary changing of or altering of programs may have an element of risk and may reflect reactivity within a given organisation as opposed to strategic forward planning. However the evaluators noted that the flexibility discretion under the program under review was limited and was within the main areas of the program and its environmental context.

1 Human Development Report 2009 Zambia, Human Development Report
The basket funding approach also allows for other donors to contribute to the activities and achievements of the partner organisations increasing the overall achievements that DCA can claim to be a part of. However basket funding raises key questions and implications on how to operationalise it and the capacity to monitor and track it.

The geographical focus also makes it easier for the program to be more concrete and has the potential for setting up a phased approach to the implementation of interventions based on results. This is important in view of the fact that conditions of lack of participation and gender based discrimination affect all parts of the country. Ideally by being in a determined geographical area makes it easy for partner organisations to be more focused and can allow for better phase-out upon achieving the intended impact goal. It also makes it easier to target duty bearers in an area through a gradual phase-in and phase-out approach as the impact goal is realised. This reduces the chances of partner organisations spreading themselves thinly on the ground. It also means that the organizations in the DCA partnership who are actually on the ground can be more effective if provided with capacities to implement their activities. This design also makes sure that local duty bearers are more effectively engaged.
2.1.3 The weaknesses in the design

The program document upon which the partnership is based stipulates what DCA would like to achieve in the form of both the overall aim and the immediate objectives. However, the design has not identified key aggregate indicators to track achievements. This means that the linkage between what the partners are achieving and their contribution to the overall achievement of DCA can only be measured in anecdotal terms. It also makes partner selection not as clearly defined, as the only linkage in the chain is the overall or strategic goals in the process of monitoring and evaluation. The linkages to specifics of achievements are lost as the common yardsticks of indicators which can be a common binding area for measuring achievement are not clearly specified. In addition, DCA does not have much control over the quality of the strategic plans to which they buy in as part of the basket funding approach. In cases where the log-frame in these strategic plans do not have clear indicators, it makes it difficult to track what is being achieved by a partner and relate this achievement to what DCA would like to achieve through their programmatic focus.

In general, the development of strategic plans within the civil society organisations is often left to or driven by external consultants (instead of the consultants playing the role of facilitator). This means that the contents of the strategic plans are not really owned by the implementers.

Secondly, the basket funding approach has not been consistently used by DCA and the basis for providing basket funding or earmarked funding is not clearly defined. For some organisations (WLSA, SACCORD) the change from project funding to basket funding has been done but for other organisations such as CCZ a type of “focused” funding is used whereby the organisation has to write out a biannual agreement, except for 2010 because of the merger, in order to secure funding from DCA annually in spite of the fact that the mode of funding is termed basket funding as DCA “buys” into the strategic plan of CCZ but focuses on the governance part only. The reasons for the varying approaches or the benefits for the variances have not been clearly spelled out by DCA though they have indicated the link to the financial and management capacity and absorption as contributing factors.

During the five year political space implementation period, DCA has not developed clear guidelines or criteria for selecting partners. Their main focus has tended to guide the partner selection process with the result that all their partners include gender as a main focal area. This reduces the opportunity for partner organisations to mainstream gender in their strategies and activities in order to address inherent discrimination associated with gender issues in Zambia which permeate all spheres of life and limit choices and participation of women. This focus does not allow for taking into account the track record of success in creating spaces for marginalised groups to participate in governance or claim their right from duty bearers. The weakness in this approach is evident in that the pattern of funding has focused on partners with a more explicit gender focus. The pattern has also ‘pushed’ some partners with little gender skills and passion to include gender activities in their program as a way of accessing funding.

2.2 Effectiveness

Weighing up the effectiveness of the political space program is done through assessing the contribution of the partner’s results to the achievements of the political space overall aim and immediate objectives. This assessment takes cognisance of the fact that to effectively assess
the effectiveness of the program requires monitoring frameworks that are able to capture and show trends of achievements in all result areas of the partner organisation. The analysis also takes cognisance of the fact that political space programming and its focus on advocacy, lobbying and activities to influence policy have a more methodological focus and therefore highlighting processes is an equally important part of achievement as is the eventual outcome.

One of the major weaknesses of the DCA political space partners is their weak monitoring systems. This means that the assessment of effectiveness of the program will have limited comprehensive data to use. The assessment is conducted for each of the objectives.

Object 1: To empower and to enhance women’s participation in social and political processes and to challenge power structures that reinforce their discrimination

Among the key results under this objective is the training and awareness raising component. The program reached out to women through training and awareness activities focusing on the gender dimension of the intestate Act, early marriages, tradition structures and perceptions targeted advocacy and legal training among others. Other areas of training were of political education which involved voter registration, the constitution and the roles and responsibilities of the elected leaders. These activities were carried out by most of the partners.

In addition to the focus on women, WFC also focused on traditional leaders who they trained and provided an opportunity for discussing and appreciating women’s participation in social and political processes at local level. WILSA had workshops with the traditional leaders on women’s legal and human rights. WILSA also through its paralegals approach continuously provided legal guidance to women as well as general awareness.

The results have been (from anecdotal reports) that women are increasingly becoming recognized and recognizing themselves as equal participants in the social and political life of society. Women in Chivuna stated their husbands are now aware that they (women) are socially as well as economically contributing much to the households. School fees, uniforms and other school requirements are provided for through the efforts of women. Furthermore a number of women are aware about the succession Act and they are challenging people who want to grab property from them. This is also evident from the increase in the number of case handled by the police Victim Support Unit. The recourse to official government channel is evidence of the claiming of rights by women when traditional systems fail them. These actions also point to the fact that women are challenging structures that reinforce their discrimination by not recognizing their authority. One respondent from the focused group discussion told the evaluation team that her own girl was defiled by a close relative and she reported the case to the police amidst protest from her own and her husband’s relative.

It is very visible that women working with DCA partners have great confidence and appreciation of themselves and their roles. During the evaluation team’s visit to Southern Province, the team had an opportunity to attend part of the capacity building meeting that was being facilitated by one of DCA’s partners. The participation level of women was high and their contributions were very assertive.

In chief Hamusonde of Monze district, two women have been selected to sit on the village committee. In other parts of Southern Province there were also a small number of women
serving on the village committees which previously were exclusively for men. Through the intervention of the program, communities were said (and there was evidence of this) to be changing the negative perception on women who would take up roles traditionally reserved for men. This is by no means an indication that there are no longer such perceptions, they still are and a lot, but the key issue is that change has started and can be noticed.

**Objective 2:**

**To improve legal policy and implementation frameworks for protecting and facilitating women’s increased participation**

Through advocacy and lobbying activities, partners have focused on influencing government to change policies and laws that would ensure that marginalised groups are protected. The social exclusion has a legal basis in that the laws and regulations do not protect women. An initiative of civil society has been the Gender based Violence bill. This was drafted by the civil society and presented to government as one legal framework that can protect women. In as much as this bill has not been presented to parliament with the contents the civil society had wanted, the fact that government is working on it and has withdrawn it to enable more consultation and redrafting, means that as and when, the bill becomes law it will protect all the victims of gender based violence. (The government modified the bill into an “anti Domestic Violence Bill”). Gender based violence is one of the factors that erodes the confidence of women and makes it difficult for them to participate in both governance at local and national level as well as meaningful control of their livelihood. Protection from gender based violence will mean that the women can claim their rights from the duty bearer and the duty bearers will be bound by law to protect women.

Some partners have created structures at community level with the purpose of ensuring that community members have an avenue or channel through which they can claim their rights from duty berear and and also influence policies and policy implementation. This is the case with the formation of Action groups by SACCORD in selected rural areas. Their actions have the potential of increasing the overall contribution of the results of the strategy focus (through the formation of action groups) to improving the policy implementation processes at community level for the benefit of and increased participation of marginalised groups especially women.

In addition to the formation of specific groups, the mobilisation of groups under the church structures (CCZ) have contributed to increasing the space for community members, especially women to contribute to influencing policy implementation on issues affecting their livelihood. This is the case of the advocacy activities on issues of their lives

The training of paralegal is also one result that will contribute to improved legal policy and implementation framework for protecting and facilitating women participation. The increase in the number of paralegals provides an opportunity for knowledge sharing within communities and it also provides an opportunity for information on how marginalised groups can claim their rights as well as be able to influence policy implementation in the process of them claiming their rights.

In some cases however, there are divisions between partners on methodologies and stands on influencing the legal and policy frameworks as evidenced by the differences that arose during the constitution making process among the civil society organisations. However even within
the differences in perceptions on the effectiveness of the process chosen, the civil society nevertheless agreed that the inclusion of economic and social rights would have benefits to all people in the country included women and other marginalized groups. This demonstrate the strength of the partnership approach and the inherent potential of achieving results that can contribute to the overall achievement of the program.

**Objective 3:**
Civil society organizations and community based organizations are strengthened to effectively monitor resource allocations and implementation of poverty related programmes at district, provincial and national levels.

Civil society places great focus on the conduct of public financial management in Zambia, (on the budgets and analyses of how expenditures meant for poverty reduction actually evolve) by comparing allocations, releases and expenditures on poverty reduction plans as outlined in the Estimates of Revenues and Expenditures. One organisation that follows up such issues is the CSPR. Although other civil society organisations such as Caritas Zambia also undertake budget monitoring, CSPR does it more widely and deeply in the provincial headquarter and selected districts with the full involvement of district structures and network organizations,

The work of CSPR in budget monitoring forms the core of results under this objective. In addition the monitoring of national development plans and poverty reduction strategy papers also contributed to the overall results achieved under this objective. As a result of the active involvement of CSPR, a civil society perspective to the national development plans is always produced by the network of civil societies under CSPR providing government with perspective from the civil society and affording poor and marginalised people a chance to influence the content of the planning policy document. Because CSPR is a network organisation, the capacity to track budget has been build for a number of organisation thereby increasing both the number community based organisation and location of budget monitoring activities that are being undertaken.

CCZ through their church structures has also been involved in budget tracking and tracking of expenditure. This has been through budget tracking under Ministry of Education in Kapiri mposhi.

The strategy of working with Community based organisation at grassroot level has in a way engendered capacity development of these organisation that will continue to be a source of interventions for the fostering and claiming of rights by marginalised people at community level. Abeit the fact that there was no consistent and targeted capacity building efforts under the auspices of the DCA political program, the interactions and the experience obtaind by such CBO/NGO as Monze District womens development Association, Youth Development Association, has resulted in increased capacity and opportunity for interaction with local duty bearers and women thus increasing the chances interaction between the two groups and creating political space for development

**Objective 4:**
DanChurchAid has been instrumental in facilitating increased capacity of partner organizations as advocates
The evaluation learnt that DCA has to a greater extent played its role well as a capacity building facilitator among its partners. Partners valued the open relationship and respect that exists between them and DCA staff. Partners felt that DCA has been very responsive, very involved with a personal touch to the partners despite DCA having a slim human resource base. One partner stated that the difference between DCA’s relationship with partners and that of other donors is that DCA “walks with” the organization in participating in some of the partners’ activities such as platform meetings and monitoring on one hand, and works closely with partners to ensure they are within their mandate and agreed plans on the other hand. This is done through reports such as mid-term and annual reports which DCA receives, studies and provides prompt feedback back to the partners. That the genuineness of DCA in its relationship with its partners helps to build a closer and andpersonal relationship.

That as much as DCA provides space for the partners to bring up their initiatives and innovations, it is also very pro-active as it generates initiatives such as capacity enhancement which are key in partners’ service delivery. In this regard DCA has been helpful in the organizational development processes of partners. Organizations such as WILSA and SACCORD have been beneficiaries of the organizational development process through facilitation of strategic planning, reporting, finances and monitoring capacity enhancements.

DCA has encouraged and promoted information exchange and learning between partners through the support of the platform meetings where best practices and key information and issues are shared and discussed. Platform meetings are held twice yearly. The participation in the NCC and the NGO bill were among such issues discussed during the platform. DCA has facilitated the learning of partners not only among themselves but also outside the country from organisations undertaking similar tasks. DCA for instance facilitated a learning trip to Uganda on budget tracking.

Financial support from DCA to its partners has been timely except in cases where partners delayed in submitting reports.

**2.3 Efficiency**

The basket funding approach provided flexibility to the partners in terms of implementation of activities. All the partners interviewed reported that they received the money on time. How well the means and activities were converted into results is however difficult to judge because of two aspects: the first aspect being that under basket funding the partner can utilise the funds with the realm of creating political spaces as long as these expenditures are part of the strategic plan budget and it is assumed that input monitoring is considered adequate by the DCA political space program. Secondly, the poor monitoring system among all the partners means that the scale/magnitude and timing of results achieved cannot be ascertained. This renders a judgement on the efficiency of the program not very accurate.

It is the view of the evaluators that in the next phase, institutional based capacity development to undertake monitoring and evaluation should be a key part of the capacity building efforts in order to enable tracking of results and making of sound judgement on how efficient the program has been.
2.2.1 Effort to increase accountability

DCA has developed a close relationship with its partners with an open relationship where partners and DCA are able to approach each other with ease and efficiency. DCA’s ability to periodically participate in the partners’ programme affords it an opportunity for both learning about the activities of the partners but also to monitor the implementation of partners’ activities. DCA does not do this (visit partners) as often as it wishes as it is constrained by the low human resource.

DCA has in conjunction with its partners developed a reporting format with probing questions that guide the partners in addressing key components of the objectives of the programme. These reports are the most comprehensive documents that provide main information on the programme activities and provide information on the level of achievement of set targets, challenges and lessons learnt during the implementation of activities. (Could you say something on the quality of reports)

In the absence of clear indicators for tracking achievement, the reports are concise and informative, however because of the lack of indicators, it becomes difficult to show cumulative achievement over time, thus making it difficult to show track record of what the partners have achieved. DCA has however developed a questionnaire or a guide with a set of questions that give a direction to the flow and logic of the report. These sets of questions provide (to partners) key and relevant areas of the project the report should address. Partners are expected to follow this set off questions to develop their report.

DCA has been proactive in working with its partners. It has called for capacity building workshop in areas it was informed or observed as needing improvements. The partners’ platform was which is an initiative by DCA is held twice yearly for partners to share best practices and information to enhance learning and good practices in programme implementation. The platform meetings provide an opportunity for partners to learn from each other. It provides an opportunity for the partners to learn issues of good practice around issues of governance through learning what the other partners are doing. According to the opinion and perspectives of the partners, they have valued the partnership platform approach as a good strategy for capacity building and a unique space for sharing. They also feel that much as this partnering process was an initiative of DCA, the ownership of this process in imbeded in the partners and the partners can sustain these meetings in the absence of DCA.

2.4 Impact prospects and potential sustainability

Achieving long term sustainable change under the political space program would result in changes happening at systemic and structural levels and addressing underlying causes of lack of participation of the rural poor and gender discrimination. The benefits of this change (produced by the different partners) should be able to continue beyond the funding phase. Therefore in assessing the potential sustainability of the program, the evaluation focused on assessing the impact prospects as well as the likelihood of the continuation in the stream of benefits produced by the different partners after the period of the external funding ends (in
this case the assumption is that after the six year of continuous funding the external funding may end)

To review and assess the impact and potential sustainability of the political space program, the assessment focuses on the following aspects:
- a) Levels of ownership of the benefits by the ultimate beneficiaries and how it is likely to be after external funding
- b) Levels of policy support and interactions between partners and policy level program contribution to institutional and management capacity of the partners
- c) addressing of social cultural aspects (same as above)

i) Levels of ownership of benefits

The benefits are divided into two sections:

* Benefits associated with systemic and structural changes that accrue to beneficiaries beyond the geographical focus of the intervention

* Benefits accruing to target groups within the geographical focus of the intervention

The benefits or achievements that have been realised and benefited more people than those in the geographical areas of focus include:

a) The likelihood of formation of civil society alliances as a result of having worked together or shared the same civil society partner platform organised by DCA. The potential of this working together is likely to be sustained beyond the DCA funding. Through interaction in the partner platform civil society organisations that have been DCA partners have a better understanding of the programming focus of each other and are more likely to seek partnership should the need arise in the future. The platform has been able to link organisations with similar focus in area of governance, advocacy and gender. One of the key activities where partnership for a common goal has occurred and where partnership is more likely to occur in the future is the area of monitoring of elections, therefore ensuring a transparent system of governance in the electoral process

b) Individual and joint advocacy for new laws and policies to benefit marginalised groups. This has been the area of initiation of the process of enactment of new policies that when passed into law will benefit vulnerable groups of people especially women countrywide. This is the case of the Gender Based Violence Bill. In as much as this bill has not been presented with the contents the civil society had wanted, the fact that government is working on it and has withdrawn it to enable more consultation and redrafting means that as and when the bill becomes law it will protect all the victims of gender based violence. The government modified the bill into an “anti Domestic Violence Bill” which was not in line with recommendations from CSOs. Gender based violence is one of the factors that erodes the confidence of women and makes it difficult for them to participate in both governance at local and national level as well as taking meaningful control of their livelihood. Protection from
gender based violence will mean that the women can claim their rights from the duty bearer and the duty bearers will be bound by law to protect women.

c) Budget tracking activities are an innovative approach of the CSPR and through this process other civil society members are also engaged in budget tracking. In addition the budget tracking process brings out issues which would otherwise not be attended to. Being a partner to an organisation whose pioneering activities to track budgets and therefore engender a sense of transparency and accountability in the country, DCA political space program can claim ownership of a process that can ultimately lead to increased levels of accountability in resource allocation and utilisation. The likelihood of budget tracking as an activity to continue beyond DCA funding is high.

Within the geographical areas of focus, some changes have occurred whose benefits are likely to accrue beyond the six year funding period from DCA. Among these are:

a) There has been an increase in the number of gender based violence cases brought before the police in Monze where there was a lot of focus in terms of training paralegals and sensitizing community members on their rights vis-à-vis gender based violence. According to the records at the Monze police Victim Support Unit, cases have not only varied but have also increased in number. This shows that an increasing number of vulnerable groups of people especially women and girls are able to claim their rights and demand duty bearers (police and traditional leaders) to enforce and carry out their duties to protect them.

<table>
<thead>
<tr>
<th>Type of case</th>
<th>2008</th>
<th>2009</th>
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</thead>
<tbody>
<tr>
<td>Defilement</td>
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<td>26</td>
<td>16</td>
<td>62</td>
</tr>
<tr>
<td>Rape</td>
<td>6</td>
<td>4</td>
<td>7</td>
<td>17</td>
</tr>
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<td>Attempted rape</td>
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<td>3</td>
<td>-</td>
<td>3</td>
</tr>
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<td>Spouse battery</td>
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<td>44</td>
</tr>
<tr>
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<td>14</td>
</tr>
<tr>
<td>Property grabbing</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Child assault</td>
<td>5</td>
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<td>-</td>
<td>5</td>
</tr>
<tr>
<td>Family disputes</td>
<td>21</td>
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<td>36</td>
</tr>
<tr>
<td>Indecent assault</td>
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<td>-</td>
<td>3</td>
</tr>
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<td>Incest</td>
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<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Neglect</td>
<td>-</td>
<td>10</td>
<td>-</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total cases</strong></td>
<td><strong>64</strong></td>
<td><strong>85</strong></td>
<td><strong>50</strong></td>
<td><strong>199</strong></td>
</tr>
</tbody>
</table>

Source: Monze Police Victim Support Unit

b) Trained Paralegals are community members who volunteer to be trained and provide free legal services to other community members. As an example of the sustainability of the strategy of using paralegal as a starting point for people claiming their rights, is the case of paralegals trained by LADA and WLSA. At the time of the evaluation, LADA was not implementing any activities as they had problems of funding. However, when the evaluators visited LADA they found their reception area full of
people waiting to be attending to by the trained paralegal volunteers. This process is likely to continue as long as the volunteer paralegals are willing to offer their services.

c) As a strategy for both economic and social empowerment based on the concept of the strength of the collective organizing (community groups under WFC), if the capacity of the Area Associations is built such that they are legal entities and their financial and managerial abilities developed to a level where they can be independent of founding organizations, there is a very strong likelihood that the benefits arising from group activities would continue beyond the project.

d) In Chief Monze’s chiefdom some women have been given land to grow their own choice of crops. This is contrary to the traditional land tenure system where traditional land is owned and controlled by men, and women can only access it through a male relative. There are however no statistics on the number of women who have been given their own land.

e) Some organisations such as WFC and WLSA have targeted and included traditional leaders in their programmes especially gender and governance trainings and these traditional leaders have shown great interest in such trainings and are keen to start implementing some of the learnings. When the evaluation team visited Monze district, it attended a DCA partner organised governance workshop which was officially opened by the Chief of the area and attended by thirteen village heads. Such workshops and learning are likely to bring about positive change unto the traditional leaders and would in turn influence their future actions, policies and regulations.

f) Similar to the above is the practice of some DCA partners to include men in some of their trainings. Men are key in perpetuating some of the cultural practises that violet women’s rights. The targeted men, those the evaluation team talked to, demonstrated a change of heart and were promoting the women’s rights among the communities especially among their fellow men. This change in behaviour among some men is going to have a positive impact on the communities even beyond the project period.

g) Some organisations that have worked with DCA partners are now part of the local permanent structures for conflict resolution arising from their experience while implementing activities. Youth Development Organisation, working with SACCORD, is perceived as such an organisation by the district leadership in Choma.

h) Advocacy activities towards policy makers at local level initiated in the process of collaboration with DCA partners have build the capacity of some partner organisation to diversify and engage in advocating on issues that they perceive to be marginalising poor sections of communities. A case in point is the advocacy for fair treatment of charcoal burners in Choma who have been subjected to physical assault when found selling charcoal in Choma.

In terms of economic empowerment, WFC has initiated high level policy support for empowerment activities through the linkage to government technical staff in providing training and extension support to the project beneficiaries. This support is likely to continue beyond the life of the program. Support and conformity to policy is evident in areas of beekeeping, fish farming, agriculture, gardening, seed production, and livestock restocking.
ii) Levels of policy support and interactions between partners and policy level

The bulk of DCA partners are involved more in advocacy and lobbying for changes in systemic and structural issues within the country at different levels (SACCORD, WLSA, CSPR, JCTR, ZNWL. Very few are also involved in service delivery (WFC, NLACW, CHAZ). By nature of the activities of the partners in advocating for systemic and structural changes, the partners are involved in issues of policy (from advocating for policy changes to advocating for changes in policy implementation). The interaction at policy formulation level is done directly by the partners while through the work of the CBO/NGO the policy level interaction is to influence the implementation aspects of the policies. The term policy in this assessment includes both government policy and policy as it relates to how things are done at traditional levels. Considering the level of influence that the tradition levels have in the day-to-lives of the people, influencing the policies and policy implementation at local level has a profound influence in the lives of the people.

As an example, the cultural norms and beliefs have a close effect at community level and even though, for example, the personal laws relating to inheritance have been in effect since 1989, the recuse to the Interstate succession Act to resolve conflict of inheritance is becoming more evident almost twenty years after the enactment of the law due to the knowledge levels and interactions between CBOs/NGOs and traditional leaders who have a lot of power as sources of justices in local communities, the increase in the number of cases refered to the police Victim Support Unit is evidence of this.

iii) Program contribution to institutional and management capacity of the partners

The strategy of basket funding has been the main contribution to the institutional and management capacity of the partners. This allows the partners flexibility in terms of utilisation of funding for internal organisational capacity building to effectively conduct their activities. This is more crucial because of the need for adaptability to changes in the environment necessary for intervention that are focused on democracy, good governance and accountability of duty bearers. The basket funding has made it possible for the partners to transfer this flexibility to community based partners and there is more consultation and more ownership of process. This is one of the achievement alluded to by SACCORD in their relationship with the partners at grassroots level. SACCORD’s community partner in Choma Youth Development Organisation (YDO) stated that SACCORD provides financial support and technical support while the rest of activities are organised and implemented by YDO itself. The opportunity to be allowed to fully organise and implement activities was held by the community partners as being both effective and capacity enhancing through experience and added opportunities of learning.

The partner capacity building, embarked upon by DCA also has to some extent contributed to institutional capacities of partners. However the weaknesses associated to the implementation of the capacity building activities, mainly due to the lack of specific target focus based on individual capacity needs, may have reduced the outcome of the activities. However refinement in the implementation strategy will result in marked achievement in partner capacity. This is a key lesson that DCA has learnt.
iv) Addressing social cultural aspects
Working with traditional leaders at community level, some of the partners of DCA are addressing social cultural aspects that hinder marginalised groups from having the space to participate in developmental processes. The traditional leaders are key in terms of preserving social and cultural norms. These may not always be good but most of the time work to perpetuate the subordinate position of women. Specific focus of WLSA, SACCORD, WFC on changes and influencing traditional leaders (village headmen, chiefs) have through anecdotal evidence contributed to changes in some undesirable practices. Among these include widow inheritance, wife battery, participation of women in local leadership positions.

Some of the DCA partners such as WLSA and WFC have designed specific programs aimed at engaging the traditional leaders on social-cultural issues. WLSA has had programs in Monze districts with traditional leaders on gender issues and the effect of cultural issues on the rights of women in communities. As mentioned earlier WFC has been closely working with traditional leaders on various social cultural issues. Such working relationship has involved exposing traditional leaders to progressive interactions between traditions and holistic development especially women development. Chiefs have been supported for learning visits in and outside the country. WFC has been holding capacity building for traditional leaders on various issues such as gender, development, empowerment and human rights. WFC stated that through such workshops which are well embraced by both the village head persons and the chiefs themselves have started making the traditional leaders more open and receptive to wholistic development ideas.

3. LEARNING FROM IMPLEMENTING THE DCA POLITICAL SPACE PROGRAM

3.1 Areas that can be replicated, requiring change / modification

3.1.1 Modes of funding partner organization

DCA has used both basket funding where they contribute to a basket fund to meet the costs within a strategic plan, and also earmarked or project type funding for its partners. The DCA funding approach is based on various factors among them, the level of relationship between DCA and the partner, reliability of reporting, the size of budget of partners and the track record of the partner.

DCA partners prefer basket funding to earmarked funding. Basket funding was said to be flexible and often provides for both the activity part of the programme and the administrative costs. With basket funding, it is difficult to see programme results, especially when the sources of funding are many. The output and outcome cannot be easily traced to the particular source of funding. It is hard to pinpoint DCA’s contribution made to the impact because it is a collective effort of different partners contributing to it. This poses a challenge on accounting for use of resources. It also becomes easy in some cases for double funding of some activities to occur. However on the other hand basket funding, where the organization is successful in its activities affords all contributors to the fund to claim the achievements. Basket funding reduces the burden of costs for individual donors.

Earmarked funding on the other hand provides an easier and clearer way of identifying corresponding results. Particular activities have specific costs and expected results which
provided a good basis for identifying the outcome and impact. Further earmarked funding is easier to control in terms of misuse or abuse. Most earmarked funding modes were said to focus mainly on activities leaving out the administration component. There is an argument that earmarked funding does not contribute to the growth of an organization and may eventually kill an initiative/project as activities own their own cannot guarantee good results without supporting management systems. Matching capacity is also needed to handle basket funding to fully track results.

### 3.1.2 The focus for political space programs

The change that is required to the PT1 programme has to do with its focus. The Political Space Programme currently has a wide focus: from gender to empowerment, capacity building to governance issues, policy tracking to election, etc. The programme has tried to persuade the partners to align their programmes or to attach a gender component to their activities even in cases where some partners have neither interest nor skills in gender matters.

Since gender is a major component because of the social exclusion associated with its negative impact on participation of women, an approach that will engender mainstreaming of gender across partner activities may be the more viable solution, basically having gender as a cross cutting issue.

### 3.1.3 Baseline information and exit strategies

The evaluators take cognizance of the fact that the nature of creating political spaces may be dictated by changes in the environment and the partners need to intervene as and when situations arise. However there are clear indicators of lack of participation or marginalization of groups of people for which information should be obtained before implementation of activities begins. None of the partners had baseline information that would have assisted in measuring the extent of achievement of their interventions. CHAZ however has created a tool for periodic collection of information on the level of funding from government to its institutions.

<table>
<thead>
<tr>
<th>Station</th>
<th>Expected funding</th>
<th>Received funding</th>
<th>Variance</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jan</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
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</tr>
<tr>
<td>June</td>
<td></td>
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</tr>
</tbody>
</table>

In the absence of the baseline, this tool although not comprehensive serves a purpose of comparing activities between two points in time upon which conclusions can be made. **Should the political space program be continued there would be need to identify key indicators and determining their status before the beginning of the next phase.**
The development of an **exit strategy** at the beginning of implementation of interventions enables all interested stakeholders to plan for and be prepared for the inevitable cessation of funding to their interventions. It enables the planning for both financial and economic viability at the beginning of the program. This is one critical aspect that has been missing from the program. **It is more critical at community level** as the abrupt cessation of activities has a tendency of eroding even what was achieved. An exit strategy provides room for adjustment of result to cater for bottle necks in the supply chain such as the one which is being experience by Monze Police VSU where the supply of services is not matching the demand due to limited capacity of the office in Monze. The presence of an exit strategy would have made it possible for an advocacy action to government to increase the capacity of Monze VSU as there would have been more concerted effort in generating evidence to show the increase in the demand for the services of the VSU. For cases taken to VSU there is a bottleneck in the system as the Monze office only has one full time police officer handling cases. She is assisted by one volunteer. In addition the whole section only has one room making interviewing of sensitive cases, like child defilement or crimes against children difficult. The supply side is constricted by this and there was no plan to cater for increase in people claiming their rights through recourse to law enforcement through the police.

The exit strategy should also be communicated to the community members as chiefs are still enquiring as what has happened to some of the activities as not all of their areas were covered. The programme interventions also lack consistence and continuity in some cases. **The evaluation established that some programmes with local partners are commenced but discontinued abruptly or are done at irregular intervals without a definite timetable.** This tends to disrupt and frustrate the progress and the participation in the programme.

### 3.1.4 Relationships between DCA partners and their partners

In some cases effectiveness has been affected by lack of clear terms of reference or contracts between the principle partner to DCA and their other partners. For example in Monze in the partnering activities between WLSA on one hand and LADA, DWA and Police Victim Support Unit on the other. No proper consideration was taken of the strength and capabilities and skills of each of the institutions. If this had been done, it would have enabled proper delineation of roles and responsibilities between the four organisation and the skills diversity of the different organisation would have complimented each other for maximum results instead of the approach that results in more joint activities to which some of the institution were not fully capable of being effective.

The program should facilitate technical support and attachment of officers in organisations with specialised competencies. For instance if CHAZ as a new partner needs learning in advocacy, it be attached to an institution within or outside the country which is fully competent in advocacy. Furthermore the programme should provide to partners mentorship as on going capacity building. Within the spirit of learning from each other, the program should undertake a competence audit and use such competencieas that exist among partners to grow other partners’ competencies.

Capacity development of the second level organisation is critical for effective implementation of activities on the ground. Capacity of the second level partners should also be considered. Among the major capacity constraint issues is the lack of transport among the second level
partners to effectively implement their activities. As a result all activities have to wait for transport from Lusaka. This reduces the areas of coverage and efficiency of implementation.

3.1.5 Monitoring and documentation of processes and outcomes

There was no internal monitoring systems developed by second level partners – if any they were engineered locally by local people on the ground. DCA principal partners have been monitoring their partners which does not engender partner confidence. As a result partners on the ground wait for the main partner to be part of the process of implementation, albeit as observers, in some cases.

The number of programmatic areas ranged from gender to human rights, transparency in public finances (budget tracking) to elections, civic education and policy matters. The number of partners seems to be many, looking at the number of staff covering the programme at the regional office. Whilst the competence of the office is sound, given the number of partners and programmatic areas the management of programmes becomes quite challenging. This has been compounded by the problem of continuity of some staff. The programme has tended to push the gender agenda on almost all the partners even on those that may not have the passion and competence in it. The quality of programmes would have been enhanced if a gender mainstreaming approach had been adopted which allows for each partner to focus on their area of competence, but within the focal areas of DCA, and mainstream gender in these areas.

Despite the above few problems the programme has devised some mechanism to provide feedback on the programmes. The partners’ reports remain the main source of information on the activities being implemented by partners. Key to these reports is the common template that provides key pointers to the type of information the report should carry. The reporting template ensures that all levels of programme changes happening at all levels are accounted for; that is; changes at the input, output, outcome as well as impact levels.

3.1.6 Continuation of activities by community level partners

The other question that arises from the evaluation on the issue of empowerment of women is the extent to which the interventions are being directly facilitated by the beneficiaries themselves and not by the partners. Whilst there are some activities initiated and carried out by local or district partners themselves such as the petitions carried out by Chingola members of CCZ on the increment of the rates, lobbying for the construction of schools by CCZ members in Kapiri, SACCORD partner Youth Development Organisation (YDO) undertaking awareness on the constitution and civic education, other district partners are only able to undertake activities with the national partners by their side. This can be linked to the practice that most activities are only carried out with the support of the national partners and consequently when the support is not available, the district partners also stop undertaking such activities. The question of sustainability then arises.
In Monze WLSA local partners petitioned their traditional leaders to discard bad practices that discriminate against women, they also petitioned the District Commissioner and the Ministry of Gender to strongly present to the NCC the need for 50% representation of women in decision making positions at Parliament and Cabinet, to pass the law against early marriages and against gender violence.

### 3.1.7 Level of participation in social and political processes – ultimate beneficiaries

The programme aims to create the capacity of beneficiaries so as to enable them claim their own rights and rightful position in society. This includes building the capacity of the beneficiaries to speak for themselves and to challenge the structures and systems that are oppressive.

Participation in social and political processes for the beneficiaries is still a challenge amidst many programmes of awareness and capacity building in the target areas by DCA partners as well as other organizations. The participation to the required levels will take time. The change that the programme seeks requires time to happen as it has to do not only with systems and structures, but also with norms, practices and beliefs that have been held and practiced over a very long period of time. To change such systems, structures and practices, well planned approaches needs to be adopted.

Further, there are more issues that are impacting on the level of participation of the beneficiaries among them are; low levels of self confidence among the beneficiaries. The low levels of confidence have partly been attributed to low levels of education of many beneficiaries, poor exposure to human rights, laws and the constitution. Other contributing factors are lack of awareness on governance, social political issues, legal process and processes. The evaluation found out that public opinion or community opinion or commonly held community opinions direct the way community members behave and live to a very large extent. In Southern Province both men and women to a larger extent do not expect and approve women to be so actively involved in social and political process as such activities are thought to be a preserve of men. In order to seek community approval some women willingly or unwillingly conform to the community norms. Such negative cultural beliefs, practices and perception provide for lack of motivation for women to be fully involved in social and political processes.

### 3.1.8 Some innovation in strategies for increasing reach of the program

The programme has engaged in civic education, advocacy and sensitization campaigns on human rights some of which resulted in communities being proactive over issues pertaining to human rights in the targeted areas. From the partner report the facts are that more women attend these advocacy and sensitization campaigns than men which is of great encouragement. For example SACCORD stated that they noted an overwhelming interest within the communities for people to learn more about human rights and advocate for themselves, though low literacy rates are a serious challenge as more time is required to orient communities on civic rights. The evaluation has noted that in areas where the
programme involved the village headmen before approaching the communities the programme received wider support and encountered no resistance.

A notable dimension of promoting human rights and good governance was that taken by CCZ. In order to strengthen the support groups using the rights-based approach, CCZ trained 14 clergy from the Western Province in human rights.

The programme also carried out awareness activities on roles and responsibilities of communities so that they take up issues with local authorities. This resulted in some partners taking their local partners to task. E.g. CCZ in Chingola, community members petitioned the local council for trying to raise rates without following procedure. In Kapiri the CCZ committee lobbied for the construction of a school.

One area that DCA is given compliment for is that of being flexible to respond to emerging issues in the environment its partners are working in, for example are the issues such as the NGO Bill and the constitution. However emerging issues in the environment must not always result in abrupt changes and shift in the partner’s focus. While flexibility is helpful to changing times this however needs to be done within the original framework and scope of the programme.
CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The political space program being implemented by DCA is still relevant and will continue to be relevant for a long time to come because the social-economic and political environment in Zambia has not changed much and is not likely to change much in the coming five years. One of the key pillars of the perpetuation of discrimination has been the weaknesses in the constitution which recognizes customary law with its inherent treatment of women as minors and the inequality in personal law. The current draft constitution has not adequately addressed this. The measures that are being undertaken to harmonise traditional and statutory marriages, even when successful will require time to filter down to community level for marginalised women to receive equal treatment which is critical for their participation. The social cultural aspects will continue and these have a direct effect on the economic aspects of the marginalised groups as they do not guarantee equity of access to resources for production. The poor and marginalised groups will continue to be marginalised and not participate in governance processes.

A major strength in the program is its partnering approach which increases its reach both in depth and in diversity. The fact that the partners of DCA have other partners makes it easy for the program to reach more people.

The program has been effective in its advocacy and lobbying activities to some extent but because of lack of participation and the fact that marginalisation is entrenched in both legal, social economic and cultural aspects, there is still more work that needs to be done in order to ensure equity in development for women and marginalised groups within the country. The core problems are still at systemic and structural levels and these need to be addressed through more focused advocacy and lobbying at the different levels of policy as well as to different levels of duty bearers.

To be more effective in the coming phases the program will need to be more focused in terms of areas of intervention as well as in terms of standards and yardsticks for measuring change. There will be need to clearly identify the indicators that will be used to track changes. In addition documentation of process will have to be undertaken to provide a basis for learning.

In the proposed partnership with CA and NCA, the strength of DCA will be the partnership approach as well as the management of the partnerships through formation of platforms for information sharing. In addition DCA will need to develop a more comprehensive partner identification criteria based on their experiences. This criteria can be used to enrich programming in the next phase.
4.2 Recommendations

Recommendations to DCA

1. Basket funding versus project funding – look at the pro and cons and make our judgment. What should be the criteria to ensure proper use of funds and value for money should be the critical guiding question.

2. DCA should take into account the competencies of organizations they are partnering with and use this as a basis for the relationship. This will ensure that the partners that they eventually work with will contribute to the realization of the goal of the program.

3. Embark on better targeted organizational capacity building that will be based on the specific needs of the partner organization

4. Continued close interaction with partners

Recommendations to Partners

1. There is need to strengthen those organizations that actually reach the poor and vulnerable in order for them to effectively implement their activities (transport and logistics)

2. Strengthening the presence of organizations in the areas or as close to the areas of operation as is possible in order to promote meaningful interaction between the community and the change agents

3. Need for baselines in order to be able to show successes and effectiveness

4. The partner platform should continue and be strengthened

Recommendations to both DCA and Partners

1. The need for balance between advocacy and economic empowerment at community level (human rights issues and livelihood activities).

2. Within a chosen geographical area, the partners must be encouraged to be more focused in terms of geographical coverage, in terms programmatic focus.

3. Exit strategies must be developed at the design phase and at all levels

4. The program should be planned in such a way that it allows for time for change to occur and the possibility of it being measured and it should strengthen Monitoring and Evaluation systems at all levels. The starting point being the identification of indicators that both DCA and the partners can use in tracking achievement. For example if the current objectives were used, the following would be the indicators that could be included:
<table>
<thead>
<tr>
<th><strong>Objective</strong></th>
<th><strong>Possible indicators that can be used</strong></th>
</tr>
</thead>
</table>
| **Women are empowered to enhance their participation in social and political processes and to challenge power structures that reinforce their discrimination** | ● Changes in number of women participating in political processes  
● Proportion of women (to men) in leadership position at all levels |
| **Improved legal policy and implementation frameworks for protecting and facilitating women’s increased participation and access to economic, social and political resources and services** | ● Policies (enacted or refined) that protect women’s rights  
● Changes in the policy implementation frameworks that address bottlenecks in promoting women’s participation |
| **Civil society organizations and community based organizations are strengthened to effectively monitor resource allocations and implementation of poverty related programmes at district, provincial and national levels.** | ● Civil society organization showing track record of interaction with relevant authorities at various levels to ensure accountability and transparency  
● Cases of poor or undesirable resource allocation recorded by civil society organizations |
| **DanChurchAid has been instrumental in facilitating increased capacity of partner organizations as advocates** | ● Financial management systems generating good quality information  
● Partners producing good quality reports (as a proxy for capacity in monitoring and evaluation) |
ANNEXES

List of interviewees

<table>
<thead>
<tr>
<th>Organization</th>
<th>Name of persons</th>
<th>Date</th>
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</thead>
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<tr>
<td>WILSA</td>
<td>Hope K. Kumalo</td>
<td>7th September 2010</td>
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<td>SACCORD –</td>
<td>Lee Habasonda, Boniface Chembe, Edgar Mwanza, Michelo Mwango</td>
<td>8th September 2010</td>
</tr>
<tr>
<td>WFC</td>
<td>Lameck Simwanza</td>
<td>8th September 2010</td>
</tr>
<tr>
<td>CCZ</td>
<td>Juliet Ilunga</td>
<td>8th September 2010</td>
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<tr>
<td>WLSA/Monze VSU</td>
<td>Woman Inspector Siluwa</td>
<td>13th September 2010</td>
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<tr>
<td>WLSA/LADA</td>
<td>Gevers Nsazya</td>
<td>13th September 2010</td>
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<tr>
<td>WLSA/Monze District Womens Association</td>
<td>Molly Mutenguna, Regina Cheelo</td>
<td>13th September 2010</td>
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<tr>
<td>SACCORD/Youth Development Association</td>
<td>Partner Siabatuba</td>
<td>14th September 2010</td>
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<tr>
<td>DCA – Lusaka Office</td>
<td>Anna Murru, Uffe Gjerding</td>
<td>22nd September 2010</td>
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<td>DCA-HQ</td>
<td>Martin Resenkilde Pedersen</td>
<td>Written input</td>
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<td>CHAZ</td>
<td>Yorum Siame</td>
<td>3rd December 2010</td>
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List of documents reviewed

1. DunChurchAid PT1 Evaluation report
2. 2006 PT1 Annual Programme Report
3. 2007 PT1 Annual Programme Report
4. 2008 PT1 Annual Programme Report
5. 2009 PT1 Annual Programme Report
6. Political Space programme mid-term review – 2008
7. Final Draft: political Space Programme Type July 2004
8. Mid Term Evaluation of the Social, Economic empowerment of marginalised rural communities in Southern Province in Zambia (SEESZ) project
10. Strategic Plans 2009-2012: Southern African Centre for the Constructive Resolution of Disputes
12. Constitution and legal reform project 2007-2008 (SACCORD)
13. SACCORD 2009 Annual Report
15. 2009 end of year narrative report: National Legal AID Clinic for Women