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FCG Sweden

Evaluation of the National Legal Aid Clinic for Women (NLACW) Access to Justice Programme in Zambia

Final Report

Evaluation of the National Legal Aid Clinic for Women (NLACW) Access to Justice Programme in Zambia

**Final Report
November 2023**

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Abbreviations and Acronyms

8NDP	Eight National Development Plan
CCCI	Communication, Cooperation, and Coordination Initiative
CCPU	Community Crime Prevention Unit
CSO	Civil Society Organization
EoS	Embassy of Sweden
ET	Evaluation Team
GBV	Gender Based Violence
GIZ	German International Cooperation Society
HRBA	Human Rights Based Approach
LAB	Legal Aid Board
LAZ	Law Association of Zambia
LNOB	Leave No-one Behind
LSU	Legal Service Unit
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MSC	Most Significant Changes
NGOCC	Non-governmental Gender Organisations' Coordinating Council
NLACW	National Legal Aid Clinic for Women
PAN	Paralegal Alliance Network
PLEED	Programme for Legal Empowerment and Enhanced Justice Delivery in Zambia
SEK	Swedish Krona (currency)
SWOT	Strengths, Weaknesses, Opportunities and Threats
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
TOC	Theory of Change
TOR	Terms of Reference
VSU	Victim Support Unit
WLSA	Women and Law in Southern Africa
WRC	Women's Rights Committee
YWCA	Young Women's Christian Association
ZMW	Zambian Kwacha (currency)
ZPF	Zambia Police Force

Only abbreviations occurring more than once are included in the List of Abbreviations.

Preface

This evaluation was contracted by Embassy of Sweden in Lusaka, Zambia through the Sida Framework Agreement for Evaluation Services, and conducted by FCG Sweden.

The Evaluation Team consisted of Bente Topsøe-Jensen (Team Leader) and Bwalya Penza (gender equality expert). The final report was quality assured by Florence Etta whose work was independent of the evaluation team. Aude Lemant from FCG Sweden provided project management support. Pezo Mateo-Phiri, Program Manager for Governance and Human Rights was responsible for managing the evaluation at the Embassy in Lusaka.

The Evaluation Team would like to express its thanks to the Embassy of Sweden in Lusaka and the NLACW team for extensive support, willingness to provide information, set up meetings and answer endless questions.

Executive Summary

Background

The evaluation of the National Legal Aid Clinic for Women's (NLACW) Access to Justice programme was commissioned by the Embassy of Sweden (EoS) in Lusaka. It took place from August to November 2023, with field work for data collection carried out in September 2023. Main findings, conclusions and recommendations were presented and discussed with a broad group of stakeholders for verification in November 2023 prior to the finalization of the report.

The *main purpose* of the evaluation was to provide input to NLACW for the formulation of the next strategic plan, and to the EoS for decision-making on future support to NLACW. The *main objective* of the evaluation was *to assess the performance of the NLACW Strategic Plan 2019-2023*. The *time scope* of the evaluation corresponded to the NLACW Strategic Plan period from 2019 to 2023. In terms of *thematic scope*, the evaluation focussed on strategic goal # 1: Legal Representation and #3: Legal Literacy and their respective objectives, as well as cross-cutting issues of poverty, gender equality and leave no-one behind principles; the evaluation also included a light-touch assessment of the remaining strategic goals, i.e. #2: Advocacy and #4: Sustainability. The *geographical scope* included 12 districts in six out of the country's ten provinces. Primary *intended users* of the evaluation were NLACW and Law Association of Zambia (LAZ), as well as the EoS in Lusaka, but also *secondary intended users* are expected to benefit from the evaluation results, e.g. relevant government ministries and departments, cooperating partners, civil society organizations, clients and beneficiaries.

NLACW

The NLACW is a long-time access to justice programme established in 1990 under the LAZ and was incorporated as a company limited by guarantee with a legal persona since 2010. NLACW is committed to empower women by facilitating their access to legal rights by way of legal representation, counselling, legal and human rights education as a distinct but integral part of the women's movement. NLACW fills an important gap in the defence of women's and child rights by being the only organization providing free legal representation combined with advice and assistance in Zambia.

The NLACW's 2019-2023 Strategic Plan adheres strongly to Sustainable Development Goal #5 on Gender Equality, but also to #16 on Peaceful and Inclusive Societies (e.g. access to justice), as well as to the principles of leave no-one behind (LNOB). It responds to the second development goal of Zambia's Eight National Development Plan (8NDP) 2022-2026; and finally, the NLACW Strategic Plan aligns with Strategy Area 1 on human rights, democracy, rule of law and gender equality of the Strategy for

Sweden's Development Cooperation with Zambia (2018-2022). The Strategic Plan operates with four main areas with corresponding impact objectives of which the first three address the primary target group of vulnerable women and children (external) through legal representation, advocacy, and legal literacy, and the fourth focuses on organizational strengthening and sustainability (internal). The overall budget for the 2019-2023 is ZMW 79,061,811 for which Sida provided core funding of SEK 50 million (approx. ZMW 65 million). Other cooperating partners, e.g. GIZ, EU and OSISA contributed with project funding during the 2019-2023 period.

NLACW is governed by a Board which operates with three permanent committees supporting and overseeing operations and implementation of activities. The organization is lean with 46 employees (22 men and 24 women), and 18 volunteers (9 men and 9 women) operating from three offices in Lusaka, Ndola and Livingstone. A system of pro bono services by lawyers registered under LAZ is since 2022 being implemented to enhance the legal service capacity of the NLACW. Although the financial management and accounting capacity has been boosted with additional staff, there is still a need to strengthen the capacity to match the volume of work, including the roll out of the accounting software to both provinces. NLACW operates from own premises in the three locations, but office space is scarce in spite of recent initiatives to construct additional buildings with own funds.

Main findings

Legal Services

NLACW demonstrated a *high level of accomplishment*, and in many cases, performance was already beyond targets by the end of 2022. Activities related to legal services include registration of new cases, legal representation and litigation, mediation, court annexed mediation and psychosocial counselling. Assessment of *case profiles* demonstrated that of the more than 10,000 cases registered, the vast majority were civil cases, and only a minor part, e.g. less than 300 were criminal cases. The civil cases represent a plethora of different categories of which most are related to family law, i.e. child maintenance and custody, divorce and non-violent marital disputes, gender based violence (GBV), but also land and property, labour and contract issues, as well as debt are among the frequent subjects. Cases of GBV represent the single most frequent category, i.e. approx. 1,400 by the end of 2022, including physical, financial and emotional violence. NLACW collaborates with strategic partners on referrals to shelters. The *client profile* is assessed to determine eligibility to support and possible request for a contribution to NLACW. NLACW prioritizes poor and marginalized women and children, but except for the client's employment situation and general appearance there are no specific parameters to assess their economic status. Neither is there an explicit focus on how to ensure that the poorest among clients are helped, nor is there an explicit focus on people with disability or HIV/AIDS. However, *clients are generally very satisfied* with the services and support received from NLACW. Clients are received on an equal basis by NLACW, and there was no evidence of anybody having experienced discrimination from the NLACW regarding their status or situation.

Legal literacy

Legal literacy activities have also been *implemented above expected targets*. Activities have included development and dissemination of legal literacy material (posters and booklets), radio and TV programmes, community and school workshops, training of statutory adjudicators including, magistrates and police staff, training of traditional leaders and paralegal officers. For *legal literacy among students*, training sessions have established a foundation of legal awareness but not a comprehensive understanding of the legal frameworks safeguarding their rights and the appropriate channels for seeking assistance in case of rights violations. *Booklets and posters* play a pivotal role in legal literacy efforts and the ongoing translation of the booklets into local languages is extending their accessibility to a much broader audience and possible impact. The booklets cover a wide array of topics, including child abuse, child custody, human trafficking, and GBV, among others, making essential legal information readily available. They offer clear and actionable messages, encompassing definitions, legal frameworks, common practices, preventive measures, suggested courses of action, and contact information. Posters are strong means of communication and the combination of booklets and posters enhances the dissemination of legal knowledge. NLACW has vested considerable efforts in strengthening the legal *literacy and capacity among traditional leaders*, and they demonstrated a notable improvement in legal practice and knowledge, e.g. on GBV, children's rights, intestate and land rights, and the need for referral of criminal cases. The NLACW conducted two impactful training sessions for *key justice sector partners* with focus on enhancing GBV case management, and additional training addressed the new Children's Code Act. Qualitative insights from judiciary interviews highlighted the need for more local court training, with potential collaboration between the judiciary and NLACW. Transformative changes in approach were observed, particularly in addressing traditional customs and improving understanding of GBV. Despite the positive impact, challenges persisted, notably in handling high caseloads in Lusaka. The lack of a formal agreement between NLACW and the judiciary raised concerns about effective coordination in addressing identified training needs. The *paralegal officers and desks* are the NLACW extended network and represent a specific organizational strength. They are actively engaged in addressing the legal needs of a substantial number of clients and represent the first entry point to legal advice and service; they provide mediation services, counselling, advice, referrals and occasionally extend their roles beyond the prescribed boundaries out of lack of alternatives. Paralegal officers work for long hours with no remuneration except for the ZMW 300 allowance per month to cover expenses. They have no means of transport, phones or formal credentials. Refresher training is needed to ensure an updated legal knowledge and continued motivation. *Paralegal training* has been professionalized with the Legal Aid Act of 2021, and NLACW is accredited by the national training institution TEVETA to undertake Level III training. There is a gender disparity among paralegals within the NLACW programme, caused by the demand for grade 9 completion to enter the training. NLACW applies various *teaching approaches*, e.g. community and schools workshops to disseminate and reinforce legal literacy among community members, students and teachers. Community workshops are held in market places, churches or village centres, and are open to anybody and thereby an efficient tool in ensuring that critical legal information reaches even the remotest villages through word of mouth. School workshops, however, offer a better anchor for

legal knowledge, although a recurring issue lies in the lack of information transfer, where teachers who have not directly participated in NLACW workshops remain uninformed about the events, key messages, and their significance. To ensure effective dissemination and knowledge sharing beyond these workshops, it is imperative to prevent them from being isolated, standalone events. The training manuals developed by NLACW on Women's Rights and Child Rights are comprehensive, but considered more apt for urban than rural settings and call for a revision and adaptation. *Outreach through media engagement* has effectively disseminated legal knowledge and information and thereby contributed to enhancement of legal literacy. The media collaboration functions in a dual capacity: NLACW leverages community radios both as an information channel, where they cover associated costs, and as a platform for knowledge sharing, with NLACW participating as an invited expert, facilitating a seamless flow of expertise and information.

Advocacy

NLACW has an in-built and well-founded practice to engage successfully in policy reform and law-making processes through an extended network of contacts among policy makers, government institutions, academia, civil society organizations (CSO) and media. NLACW has no specific advocacy strategy but has opted for an operational approach by developing an advocacy toolkit, which provides the user with a theoretical understanding of advocacy and 15 tools to be used in different interventions. Advocacy activities include network meetings with government and non-government justice sector stakeholders, meetings with parliamentarian committees, and comments on bills and policies. NLACW is well-positioned, respected and recognized for professional integrity, which provides legitimacy to participate in discussions of legal issues and national policy processes. Communication is particularly important for successful advocacy, which is secured through media collaboration, as well as the organization's website and SoMe presence.

Sustainability

NLACW has an ambitious Sustainability Plan 2019-2023 with focus on fundraising and resource mobilization through donor funding, private companies, contributions from LAZ and clients, and investments. The plan contains specific targets in terms of number of concept papers and proposals, but no budgetary targets are included. The COVID-epidemic hampered efforts by reducing the availability of donor funds in 2020-2021 and by undermining the perspectives of engaging private sector in resource mobilization, e.g. for construction of office buildings in Livingstone. Internal fund raising capacity was strengthened with the employment of a Resource Mobilization Officer, but the position is currently vacant until a new Strategic Plan and corresponding funding is in place. NLACW has engaged actively in developing concept notes and proposals for additional donor funding and also successfully raised the overall budget for the Strategic Plan above targets for the period 2019 to 2023. However, by 2023, the funding pipeline for the coming years is weak and fundraising and sustainability efforts remain an area in need of increased attention, innovative thinking and realistic planning.

Cross-cutting issues

Accountability and transparency: The implementation is undertaken in an accountable and transparent way, reflecting the high degree of engagement with legal sector stakeholders. Funding partners have expressed their satisfaction with narrative and financial reporting. The governance structure provides a solid organizational framework for internal accountability. There is, however, a backlog in terms of formalizing key governance and administrative documents, memoranda of understanding (MoU) and partner agreements. *HRBA and poverty:* Human rights and gender equality are part of NLACW's DNA, and strategic goals and related activities all center on enhancing access to justice and gender equality for vulnerable women and children. There is, however, no explicit poverty focus, or a strategy for engaging people with disability or HIV/AIDS. *Gender equality* is genuinely mainstreamed in all NLACW's strategies and activities. *Environmental concerns* are given limited attention in the NLACW Strategic Plan with no indications on how to reduce environmental footprints.

Conclusions

The overall conclusion from the evaluation of NLACW is that the organization per se and its specific services and activities are *highly relevant* in the Zambian context and in relation to the target groups' needs both in terms of legal representation, legal literacy and improvement of the human rights framework through advocacy. NLACW contributes significantly to promoting access to justice, rule of law, gender equality and democratic development. *Results* are impressive and for (almost) all indicators above the targets one year before the end of the programme. NLACW is well-connected, has an extraordinary reputation and legitimacy and operates with multiple partners, which per se represents an added value. NLACW is, however under pressure from the unlimited demand from potential clients and from expectations of further geographical roll-out. Advocacy engagement in legal processes, formulation and revision of laws and policies has been *effective* and contributed to significant strengthening of the legal framework for access to justice, rule of law, gender equality and democratic development. NLACW's organization is lean and *efficient* with a high level of engagement and personal commitment by staff. There is, however, a need for a strategic approach to avoid being overtaken by events and ensure that fundamental organizational systems are in place, e.g. secured future funding, formalization of agreements, partnerships and procedures, personnel care etc. Monitoring and reporting allowing for substantial documentation of results is in place. Human resource management is being strengthened, but there is a lack of formal strategies on key areas, e.g. advocacy and communication. Financial and organizational *sustainability* depends heavily on a few key donors, and there is a need for securing future funding. Sustainability of results must be built from below to ensure that the delivery chain is sufficiently strong, e.g. in the paralegal system from the selection of paralegals through active engagement of communities to establish ownership, legitimacy, future back-up structures and outreach; training of host institutions (churches, schools, headmen, Legal Aid Board (LAB) and Legal Service Unit (LSU)), as well as through proper introduction of paralegals with district authorities. NLACW already works on all these

levels and with multiple stakeholders. But if quantity in the form of further outreach is put before quality in the form of consolidation, then sustainability of results is at risk.

Recommendations

NLACW is at the doorstep of formulating a new strategic plan for the next five years. This is an opportunity to use the recommendations for adjusting the strategic approach and calibrating the organization to future challenges.

Recommendations	Justifications
Strategic approach	
1. In the future, NLACW should prioritize consolidation by enhancing complementarity within already covered areas and with already established partners	<p>a. Outreach beyond these areas should be strategically planned from a complementarity perspective, i.e. identify where NLACW can add value by sustaining already existing initiatives with its specific expertise rather than necessarily being the primus motor in the expansion;</p> <p>b. To establish an evidence-based foundation for enhancing complementarity and coordination, a mapping of legal aid initiatives including organizations/institutions, geographical coverage, and number of paralegals should be undertaken for gap identification, i.e. areas where NLACW can support and provide added value to existing initiatives in its key areas of expertise.</p>
2. The new strategic plan needs an innovative vision and a realistic long-term perspective beyond the strategic plan period while integrating programme development and resource mobilization	<p>a. The strategic plan should be costed and include budgetary targets as an integral part of the programme approach.</p> <p>b. Goals, objectives, and timelines for diversification of income sources should be proactively described and linked to programme development.</p>
3. The new strategic plan should integrate relevant sub-strategies to support the overall cohesion of the organization by addressing the following subjects as part of the overall strategic plan:	<p>a. A deliberate and explicit focus on how to address poverty and inclusion of vulnerable groups, e.g. persons with disability, HIV/AIDS preferably in collaboration with Zambia Federation of Disability Organizations (ZAFOD) and National Aids Council (NAC);</p> <p>b. A strategic approach to advocacy, media and communication to ensure that media partnerships are strategically aligned with short- and long-term advocacy agendas and that advocacy messages are effectively communicated to target audiences;</p> <p>c. Specific actions for environmental footprint reductions to proactively demonstrate consciousness.</p>
4. Specifically for media collaboration, it is recommended that NLACW	<p>a. Train media personnel in collaboration with media outlets in effective interviewing techniques, asking engaging questions, and ensuring clear and accessible legal content;</p> <p>b. Focus on topical issues to ensure discussions remain current and relevant by addressing topics like the Child Code, GBV, land rights, and recent legal developments to attract a broader audience;</p> <p>c. Ensure expertise in panel discussions and talk shows by maintaining the role as experts aimed at strengthening NLACW's reputation as a trusted source of legal information;</p> <p>d. Establish a regular schedule for media programmes to ensure consistency and reliability as a source of legal information over time;</p>

	<p>e. Use interactive formats, e.g. live call-ins, Q&A sessions, or social media engagement to actively engage the audience, allowing them to participate in discussions, ask questions, and seek clarifications, suggest topics for discussion, and share their experiences, and provide tailored content to the audience's needs;</p> <p>f. Explore the potential of digital media, including podcasts, webinars, and social media platforms, to reach younger and more digitally connected audiences.</p>
Operational level	
5. At the operational level, NLACW should	<p>a. Establish MoUs with key strategic partners and create a feedback mechanism to keep partners who refer clients to NLACW informed about case progress. This would strengthen the network of support and maintain the trust of these partners in NLACW's services;</p> <p>b. Formalize partnerships with e.g. paralegal desk hosts, government institutions and local CSOs to ensure efficiency, long-term commitment, mutual feedback, and institutional learning;</p> <p>c. Establish a formal agreement between the NLACW and the judiciary to provide a structured framework for collaboration, ensuring a more streamlined and targeted approach to training initiatives.</p> <p>d. Formalize a systematic and transparent system for determining client eligibility and vulnerability, i.e. with a 'Lack of Means Test' and detailed guidelines for lawyers;</p> <p>e. Revise the training manuals with the aim of tailoring the approach to rural contexts, including recent changes on GBV and child legislation, produce easy-read-versions and train trainers. Input from key stakeholders in the revisions is recommended;</p> <p>f. Hold regular refresher training of paralegal officers, counsellors and other stakeholders engaged in legal advice and legal literacy activities to ensure that these actors are well-equipped to understand and apply new legal regulations and requirements. A proactive approach will ensure that their acquired knowledge is maintained, and empowers them to assist communities effectively, and keeps up continued motivation;</p> <p>g. Establish a system for providing paralegals with regular updates on new developments in legislation in between scheduled refresher trainings. This can be achieved through a structured communication and information-sharing mechanism, ensuring that paralegals stay well-informed about evolving legal regulations and requirements. This proactive approach will empower paralegals to effectively assist their communities, even as laws and regulations change;</p> <p>h. Strengthen enrolment of more female paralegal officers by mobilising young women to enrol for paralegal training by delivering tailored information during school engagements with female students Grade 9 or 10 as main targets; and in collaboration with TEVETA, revise the admission requirements for paralegal training to ensure that persons with previous uncertified training are enrolled. This would further ensure that mature women with the demanded life experience are enrolled.</p>
Organizational strengthening	

6. NLACW should maintain and secure internal capacity by	a. Undertaking refresher training in advocacy to make sure new staff is included and capacitated to operate as trainers of trainers. It should be considered to engage also external stakeholders to ensure the broadest possible outreach.
	b. Reinforcing the back-up and support to paralegal officers to enhance motivation and ensure retention. This should be combined with response to the needs for equipment, credentials and visible recognition.
7. NLACW should strengthen the financial management and programme development capacity	a. Securing dedicated and qualified staff for systematic, strategic, and long-term fundraising and resource mobilization efforts, as well as timely reporting to donors;
	b. Establishing a closer link between programme development and implementation to integrate fundraising and financial forecasting in overall management and programme implementation;
8. NLACW should prioritize strengthening internal administrative processes to ensure systematic, timely and adequate administration calibrated to future demands	a. Scaling up the accounting capacity with qualified staff in Livingstone Office;
	b. Roll-out the use of accounting software to provincial offices to enhance the efficiency of accounting.
9. NLACW needs to engage in key organizational processes	a. Update/revise the Financial Management Manual;
	b. Update/revise the Human Resource Management Manual;
	c. Update the Governance Charter to reflect the current organizational set-up;
	d. Update the website with the aim of enhancing transparency and visibility to include information on governance and organisational structure, as well as key documents (annual reports, policy briefs, publications, etc.).
10. NLACW needs safe, suitable office space in Livingstone:	a. Demolish the existing office building.
	b. Rent temporary office accommodation in a more central location
	c. Secure funding for the reconstruction.
	d. Consider the sale of premises.
	e. Relocate to a more central area for the reconstructed office to enhance accessibility for clients.
To Sida and other donor agencies / funding partners	
10. Funding for the next NLACW Strategic Plan should be provided and linked to key performance on organizational capacity strengthening, specifically in diversification and increase of additional funding.	
11. Sida should actively engage with other like-minded donors e.g., through the Gender Partner Committee to contribute to a basket-fund for core support to NLACW.	

1 Introduction

The evaluation of the Swedish support to the implementation of the National Legal Aid Clinic for Women (NLACW) Strategic Plan 2019-2023 was commissioned by the Embassy of Sweden (EoS) through the Sida Framework Agreement for Decentralized Evaluations. The evaluation started early August, field data collection in Zambia was undertaken in September, and the draft evaluation report was submitted on 6th November 2023. A presentation seminar was held in Lusaka on 16th November with participation of 35 persons from a broad group of stakeholders. The purpose of the meeting was to present, discuss and validate preliminary findings and recommendations. Input from this seminar has been incorporated in the final evaluation report. The evaluation was carried out by an Evaluation Team (ET)¹ from FCG Sweden in close collaboration with the EoS and NLACW with the purpose of enhancing organizational learning and providing input for future collaboration and financial support.

1.1 BACKGROUND - NLACW

The EoS supported NLACW Strategic Plan 2015-2019 with an overall budget of SEK 25 million. Based on the positive results and continued relevance, as well as the recommendations of an external evaluation carried out in 2017, the support was continued to cover the 2019-2023 Strategic Plan with an overall budget of SEK 50 million. In the context of Swedish development cooperation, NLACW has a solid and long-term track-record as a trusted and reliable partner capable of demonstrating results on the ground.

The NLACW is a long-time access to justice programme established in 1990 under the Law Association of Zambia (LAZ) to provide ‘affordable legal aid services to women and children from vulnerable and marginalised social sectors who have been victims of social injustice.’² The Clinic was incorporated as a company limited by guarantee and has a legal persona since 2010.³ NLACW is committed ‘to empower women by facilitating their access to legal rights by way of legal representation, counselling, legal and human rights education as a distinct but integral part of the women's movement.’ NLACW offers a range of services to women and children in need of legal assistance and support, i.e. legal services, legal and human rights education, and advocacy. NLACW fills an important gap in the defence of women’s and child rights by being

¹ The Evaluation Team consisted of two consultants: Bente Topsøe-Jensen / team leader and civil society expert and Bwalya Penza / gender expert contracted by FCG Sweden.

² <https://womens-legal-clinic.com/>

³ NLACW presentation, 18.08.2023

the only organization in Zambia providing free legal representation to poor and vulnerable women and children combined with advice and assistance.⁴

NLACW's annual reports⁵ presented to EoS provide a systematic record of accomplished activities in the areas of legal representation, legal literacy, advocacy and sustainability. The reports refer directly to plans and indicators established in the results framework accompanying the Strategic Plan 2019-2023. In spite of the difficulties faced during the COVID-19 pandemic, NLACW has succeeded in catching up on activities, as well as adapting activities to the online and distance work and in several cases passed the targets set.⁶

1.2 EVALUATION PURPOSE, OBJECTIVE AND SCOPE

A *main purpose* of the evaluation was to provide input to NLACW for the formulation of the next strategic plan, and to the Embassy of Sweden for decision-making on future support to NLACW. For that reason, the evaluation had a strong focus on learning and documentation of lessons learned.

The *main objective* of the evaluation was *to assess the performance of the NLACW Strategic Plan 2019-2023. i.e.* the extent to which the NLACW Strategic Plan 2019-2023 has contributed to the promotion of gender equality in Zambia.

The *time scope* of the evaluation corresponded to the NLACW Strategic Plan period from 2019 to 2023. In terms of *thematic scope*, the evaluation focussed mainly on strategic goal # 1: Legal Representation and #3: Legal Literacy and their respective objectives, as well as cross-cutting issues of poverty, gender equality and leave no-one behind (LNOB) (e.g. elderly and persons with disability, people living with HIV). The narrow focus was informed by areas that needed more interrogation and learning. However, the evaluation also included a light-touch assessment of the remaining strategic goals⁷, i.e. #2 Advocacy and #4 Sustainability.⁸ The *geographical scope* included 12 districts in six out of the country's ten provinces, i.e. Lusaka, Central, Southern and Copperbelt Provinces, as well as a couple of telephone interviews with stakeholders in distant locations in Lundazi, Eastern Province and Kasama, Northern Province.

Primary *intended users* of the evaluation were NLACW and Law Association of Zambia (LAZ), as well as the EoS in Lusaka. But also other stakeholders, i.e. *secondary intended users*, may benefit from the evaluation results; among these are relevant government ministries and departments, cooperating partners, civil society organizations, clients and beneficiaries.

⁴ The Legal Practitioners' Act prohibits the practice of law by non-lawyers, but CSOs can, however, supplement the work of lawyers in the provision of legal education and information.

⁵ Annual report for 2019, 2020, 2021 and 2022.

⁶ Annual report for 2019, 2020, 2021 and 2022.

⁷ This was agreed at the Start-up meeting on 09.08.2023.

⁸ The sequence of the strategic goals applied here is the one from the Strategic Plan. The Results Framework lists the strategic priorities in a different order: Legal Representation, Legal Literacy, Advocacy and Sustainability.

1.3 EVALUATION CRITERIA AND QUESTIONS

The ToR contained a number of *specific evaluation questions (EQ)*, which have guided the evaluation. They comprised issues to be addressed as part of the access to justice context analysis, specific questions related to strategic goals #1 and #3, as well as additional issues related to efficiency and cross-cutting issues.

Table 1: Evaluation questions

EQ related to:	OECD/DAC criteria	Main topics
Context	Relevance	Context for access to justice
Legal services	Relevance	Clients' satisfaction and case profile
Goal #1	Effectiveness	Clients' profile
Legal literacy	Effectiveness	Training of students and schools, community leaders and paralegal officers
Goal #3		Training approach and methods
Additional issues	Efficiency	Implementation modalities and value-for-money
Cross-cutting issues	Transparency & Accountability	Programme implementation and organizational structure
Sida perspectives	HRBA, gender equality, poverty and marginalization	

In addition to goals set in the Strategic Plan 2019-2023, the recommendations from the 2017 evaluation were used to benchmark the progress. As per ToR, the evaluation focused on *selected OECD/DAC evaluation criteria*, i.e. relevance, efficiency and effectiveness. Also issues related to NLACW's organizational capacity were included, e.g. transparency and accountability mechanisms. The evaluation questions were unfolded in an evaluation matrix, which provided the basis for development of detailed interview guides organized per stakeholder category. See *Annex 2: Evaluation Matrix*.

1.4 APPROACH AND METHODOLOGY

The evaluation was utilization focused, backward and forward-looking with a learning focus. The evaluation has been participatory and involved a wide range of stakeholders, including clients and right holders, implementing partners, CSO and cooperating partners. It has reflected principles of gender responsiveness and adhered to a Human Rights Based Approach (HRBA).⁹ It has applied a mixed methods approach with quantitative data drawn mainly from documentation, and qualitative data collection methods (e.g. interviews, focus group discussions, observations) combined with a context analysis focussed on the potentials and challenges of access to justice by poor people (women/men, girls/boys, youth/elderly, people with disabilities, people living with HIV/AIDS and other vulnerable groups). The theory of change (TOC) was

⁹ UNEG United Nations Evaluation Group (2014) Integrating Human Rights and Gender Equality in Evaluations <http://uneval.org/document/detail/1616>

assessed with the aim of identifying what worked and what did not and possibly identifying areas in need of an update. Data collection made use of Most Significant Changes to illustrate change over time in terms of achieved results. In addition, the assessment of information from clients and other beneficiaries (e.g. participants in legal literacy training) applied a simple strengths and weaknesses analysis.

The evaluation is based on extensive document review, interviews with 160 stakeholders (76 men; 84 women) from all identified categories of informants, field work in Lusaka, Central, Southern and Copperbelt provinces, ongoing validation and discussions with NLACW and the EoS, and internal team reflections. Interviews were semi-structured and based on interview checklists enclosed in *Annex 4*; they took 1-1½ hour and were individual or with 2-4 interviewees together; also focus group interviews were used with e.g. NLACW's clients, cooperating partners and CSOs. More information on the stakeholders met is included in *Annex 6: List of interviewees*.

Table 2: Number of informants met per category

Institutions	M	F	Total
NLACW - Lusaka, Ndola and Livingstone	10	9	19
LAZ and NLACW Board members	1	4	5
National Government representatives	1	1	2
Provincial government representatives	13	10	23
Judiciary	5	5	10
Zambia Police Force and CCPUs	7	3	10
Media partner representatives	6	5	11
Traditional adjudicators and leaders	8	0	8
Paralegal officers	20	15	35
NLACW clients	2	20	22
CSO partners	2	3	5
Cooperating partners incl. Embassy of Sweden	1	9	10
TOTAL	76	84	160
School classes	3 classes of 60-90 students each		

A detailed description of the applied approach and methodology is enclosed in *Annex 3: Approach and Methodology*.

1.5 CONSTRAINTS AND LIMITATIONS

The main challenge for the evaluation lay in balancing the high expectations, e.g. on outreach and inclusion of counterfactual evidence with the limited time available. Careful and realistic planning of the field work in close coordination with NLACW and extensive use of online or telephone meetings to save time combined with strict prioritization of interviews helped mitigate the risk.

In spite of this, several last-moment changes were made in the interview programme and during field visits, meaning that the sampling criteria were not necessarily applied. Likewise, obtaining counterfactual information / evidence was difficult. Mainly due to the fact that interviews with e.g. government institutions (district administration, education facilities and police) as well as community institutions (traditional leaders, Community Crime Prevention Units (CCPU) and churches) require prior contact and acceptance. On the same note, assessing the disparity in legal literacy between students who benefited from NLACW's outreach programme and those in schools and communities untouched by the programme posed challenges. Time was a constraint in this context, and the volume of counterfactual informants interviewed therefore limited. Furthermore, the distant locations were difficult to reach and it was decided to undertake telephone interviews with a number of informants to be provided by NLACW. However, due to the late sharing of information on selected informants, interviews were only possible with three of six informants in Lundazi, Eastern Province and Kasama, Northern Province.¹⁰ Finally, also setting up interviews with key stakeholders at national level turned out to be a challenge, and even in spite of multiple contacts, a number of these were not interviewed due to no response or no show at the agreed time.

1.6 STRUCTURE OF THE REPORT

In addition to the introduction (chapter 1), the evaluation report contains a brief analysis of the country context in socio-economic, cultural and legislative terms (chapter 2). This is followed by an analysis of the NLACW strategic framework, i.e. Strategic Plan 2019-2023, TOC, results framework and budget, as well as governance set-up and organizational capacity (chapter 3). The discussion of main findings (chapter 4) contains the analysis of performance under the main strategic pillars and a qualitative assessment in response to the main evaluation questions. Finally, conclusions related to the OECD/DAC evaluation criteria are summarized and presented as the basis for recommendations (chapter 5). Annexes include the TOR, the evaluation matrix, approach and methodology, interview guides, list of documents consulted, list of persons interviewed, a summary of NLACW's strengths and challenges, and a list of key issues affecting the work of paralegal officers.

¹⁰ The ET was given a list of six contacts but only four with contact details, i.e. two from Lundazi and two from Kasama. Of these, the ET successfully spoke with only three, i.e. two from Lundazi and one from Kasama.

2 The Zambian context

One of the evaluation questions for the present evaluation of NLACW's Strategic Plan 2019-2023 is *to review briefly the wider potentials and challenges of access to justice by the poor in Zambia.*¹¹ In this chapter, a brief analysis of the political, socio-economic, cultural and legislative context in which NLACW operates is presented. Contextual constraints to vulnerable women's and children's access to justice were identified based on document review, as well as extensive discussions with key informants during the data collection.¹²

2.1 SOCIO-ECONOMIC-POLITICAL CONTEXT

Zambia is a constitutional republic with a democratic system comprising a unicameral national assembly and an elected president. As of 2022, the country had an estimated **population** of 19.6 million, with 10 million women and 9.6 million men, and a relatively young population, with a median age slightly exceeding 17 years. Zambia faces significant challenges related to **poverty and inequality** and ranks number 154 among the countries with high poverty levels globally.¹³ The UNDP 2023 multi-dimensional poverty index¹⁴ on Zambia stated that 47.9 percent of the population in Zambia is multi-dimensionally poor while an additional 23.9 percent is classified as vulnerable to multidimensional poverty.¹⁵ The onset of the COVID-19 pandemic exacerbated poverty rates, although it is expected to gradually return to pre-pandemic levels by 2025, primarily due to sustained growth in the services and construction sectors benefiting urban populations. However, addressing rural poverty remains uncertain, with the agriculture sector projected to grow but at rates just above population growth, subject to high volatility, and hindered by structural barriers. Over 61 percent of Zambia's 19.6 million population, particularly those in rural areas, earn less than the international poverty line of USD 2.15 per day, exceeding the Sub-Saharan Africa average of 41 percent.¹⁶

The country has 72 ethnic groups. About 90 percent of the population falls into one of nine major ethno--linguistic groups: the Nyanja-Chewa, Bemba, Tonga, Tumbuka,

¹¹ See Annex 1: Terms of Reference.

¹² ET consultations with NLACW programme staff 12.09.2023; Interview with Lusaka Judiciary, 14.09.2023; Interview with Livingstone Judiciary, 18.09.2023; Interview with Ndola Judiciary, 18.09.2023; Interview with Kazungula Judiciary, 20.09.2023.

¹³ <https://hdr.undp.org/data-center/country-insights#/ranks>

¹⁴ The MPI looks beyond income to understand how people experience poverty in multiple and simultaneous ways. It identifies how people are being left behind across three key dimensions: health, education and standard of living, comprising 10 indicators. People who experience deprivation in at least one third of these weighted indicators fall into the category of multi-dimensionally poor.

¹⁵ <https://hdr.undp.org/sites/default/files/Country-Profiles/MPI/ZMB.pdf>

¹⁶ <https://www.worldbank.org/en/country/zambia/overview>

Lunda, Luvale, Kaonde, Nkoya, and Lozi.¹⁷ The official language is English, with the Constitution acknowledging Zambia as a Christian Nation while respecting individuals' freedom of conscience, belief, or religion.¹⁸ There are strong **traditional cultural norms** often characterized by male dominance, which can discourage individuals, especially women, from seeking legal remedies and perpetuate gender-based discrimination. This is compounded by widespread limited legal literacy, which remains a significant barrier, impeding individuals, particularly the economically disadvantaged, from effectively navigating the legal system. These norms unfortunately endorse and normalize violence, particularly instances where husbands resort to violence against their wives. Shockingly, a significant portion of the population supports such beliefs, with 46 percent of women and 26 percent of men aged 15-49 agreeing that there are circumstances justifying a husband's violence towards his wife. Even among the younger generation, 45 percent of girls and 36 percent of boys aged 13–17 accept one or more justifications for spousal violence. This cultural backdrop contributes to the alarming trends in GBV reporting, which have shown an upward trajectory from 11,914 cases in 2011 to 20,540 in 2021. These statistics underscore the urgent need for interventions that challenge and transform these harmful cultural norms, particularly considering the disproportionate impact of GBV on women and girls.¹⁹

In adhering to the doctrine of the **separation of powers**, Zambia's legal system is organised around three primary branches of government: the Executive, the Legislative, and the Judiciary. The Executive, composed of the President, Vice-President, and ministers, is responsible for enforcing the law and upholding the rule of law. The Legislature, represented by Parliament, focuses on legislation, while the Judiciary interprets and applies the law. This political structure, defined in the Constitution, underpins Zambia's democratic governance.²⁰ The country has seen numerous developments since its adoption of the Constitution in 1991, and the constitutional framework has undergone multiple amendments in 1996, 2003, 2006, 2009, and 2016, shaping Zambia's political and legal landscape. The importance of the National Referendum held alongside the General Elections in 2016 was significant, representing a pivotal moment in Zambia's constitutional landscape. Although the referendum did not materialize, its success would have led to a strengthened Bill of Rights, marking the repeal of the notorious Article 23 and the inclusion of essential social, cultural, and economic rights. It is crucial to note that the national values and principles, enshrined in Article 8 of the Constitution, encompass Gender Equality, equity, and non-discrimination. These values are integral to the interpretation of the constitution, guiding the formulation and enactment of laws, as well as shaping the development and implementation of state policy. Enshrined in its Constitution, Zambia stands as a unitary, indivisible, multi-party democratic state, guided by a set of core values and principles. The sovereignty of Zambia lies with its people, who wield it

¹⁷ <https://www.zambiatourism.com/about-zambia/people/#:~:text=THE%20PEOPLE%20OF%20ZAMBIA,%2C%20Kaonde%2C%20Nkoya%20a nd%20Lozi.>

¹⁸ <https://www.zamstats.gov.zm/population-size-by-sex-and-rural-urban-zambia-2022/>

¹⁹ Gender-Based Violence Assessment in Zambia, The World Bank Group, 2022, p.7

²⁰ Constitution of Zambia (Amendment) Act No. 2 of 2016, Article 8.

directly or through elected representatives and institutions, all within the framework of the Constitution.²¹

In August 2021, Zambia conducted elections for the presidency, national assembly positions, and local government roles which saw the ushering in of a new government. Previously the Ministry of Gender had a coordinating role of ensuring gender mainstreaming through all the line ministries. However, following a change in government in August 2021, the Gender Ministry was dissolved and re-established as the **Gender Division**, entrusted with the same comprehensive mandate as the former Ministry but now operating under the Office of the President.²² The Gender Division inherited the staffing issues that the previous Ministry had encountered and continues to rely on Provincial and District Coordination Committees (PDCCs and DDCCs) for local coordination of gender-based violence (GBV) efforts. Unfortunately, due to the absence of Gender Division personnel at provincial and district levels, awareness of, and involvement in GBV coordination by the Gender Division remain limited. One could argue that the Gender Division might face challenges in wielding influence, given its absence of a cabinet minister to advocate for its interests. This could potentially hinder the Gender Division's capacity for GBV coordination. Moreover, critical mechanisms for addressing GBV, including the Anti-GBV Fund, and Anti-GBV Committee, are yet to be fully operationalized. Consequently, the role of the Gender Division as a GBV coordinating body may not be well understood at the subnational level. Furthermore, the Gender Equity and Equality Act, passed in 2015, constitutes a vital legislative framework aimed at realizing gender equity and equality within both public and private spheres. The Act includes provisions for the establishment of a Gender Commission. Regrettably, despite being enacted, the full operationalization of the Act has not been realized.

2.2 ZAMBIA'S JUDICIARY LANDSCAPE

The judiciary landscape in Zambia is characterised by a dual legal system, embracing both Indigenous Customary Law Systems and the Received English System.²³ This dual approach, adopted at the country's independence, underscores Zambia's commitment to accommodating both customary and statutory laws. The latter, rooted in the English common law system, predominantly finds application in higher courts, while customary laws, each unique to different ethnic groups, still influence the daily lives of many Zambians.²⁴ The **formal Zambian judicial system**, as enshrined in the Constitution, encompasses various courts, classified into superior and lower courts. The Supreme Court and the Constitutional Court serve as the apex courts, while the High Court and Subordinate Courts have original and appellate jurisdictions. The Small Claims Courts provide a streamlined process for minor disputes. Specialised tribunals, including the Lands Tribunal, Tax Appeals Tribunal, and Competition and Consumer Protection Tribunal, parallel the High Court in authority. In the informal sphere, Local Courts hold a pivotal role, primarily dealing with civil matters and bridging the gap

²¹ Constitution of Zambia (*Amendment*) Act No. 2 of 2016, Preamble and Article 4.

²² Gender-Based Violence Assessment in Zambia, The World Bank Group, 2022, p. 19-20.

²³ <http://www.zambialaws.com/>

²⁴ Interview with Livingstone Judiciary, Chief Resident Magistrate, 18.09.2023.

between the formal justice system and traditional dispute resolution mechanisms. As the most accessible courts throughout the nation, Local Courts handle a substantial caseload, with a significant focus on customary marriage, family issues, and property disputes.²⁵

In recent years, Zambia has made significant legal changes to address GBV and improve access to justice. Notable developments include the Anti Gender Based Violence (Court Rules) of 2016 which apply to civil procedure under the Anti GBV Act and the establishment of **dedicated GBV courts** aimed at fast-tracking GBV cases. These specialized courts prioritize the swift and efficient handling of GBV cases, providing survivors with timely justice and reducing the backlog of cases. This legal reform not only demonstrates Zambia's commitment to combating GBV but also ensures that survivors receive the necessary support and protection throughout the legal process. The introduction of GBV courts represents a crucial step forward in strengthening the country's legal framework to address GBV and promote gender equality.

Another recent initiative is the ascension of **Children's Code Act**, No. 12 of 2022, which fundamentally reshaped the legal landscape governing children. The comprehensive legislation offers a unified framework for child-related matters, a substantial departure from the fragmented approach seen in the past. The Act repeals and replaces various outdated laws, including the Legitimacy Act of 1929, Juveniles Act of 1956, Adoption Act of 1995, and Affiliation and Maintenance of Children Act of 1995. It not only ushers in a new era for child protection but also aligns Zambia with its international treaty obligations. By domesticating several critical conventions, such as the 1989 Convention on the Rights of the Child and the 1990 African Charter on the Rights and Welfare of the Child, Zambia underscores its commitment to children's rights and well-being. The Act's anchoring principle—the best interests of the child—now takes precedence in any matter concerning children, be it initiated by a public or private entity. Discrimination against children on various grounds is categorically prohibited, and the Act discourages the detention of children in conflict with the law, making diversion the primary approach for such cases. Diversion options, ranging from informal reprimands and mediation, to restitution, are outlined. Furthermore, the Children's Code Act ensures that children in conflict with the law have the right to legal representation, with provisions for legal aid when affordability becomes a concern. The Act further sets out the jurisdiction of courts mandated to hear cases involving children, such as the **Juvenile Court and the Children's Court**.²⁶ This legislative milestone marks a profound commitment to safeguarding and promoting the rights of Zambia's children, putting their well-being at the forefront of the nation's legal framework. However, while the legislative framework is in place, the institutional set up is still very new and magistrates interviewed underlined the need for e.g. proper guidelines and facilities to secure victims and accused persons' separation during court sittings.

²⁵ Interview with Lusaka Judiciary, 14.09.2023.

²⁶ Children's Code Act, No 12 of 2022, Part VII

Traditional dispute resolution mechanisms, operating alongside the formal system, are recognised, and promoted under the current Constitution, provided they align with constitutional rights and principles.²⁷ **Traditional courts**, while not officially established by parliament, resolve various community disputes, including land and property matters, family disputes, bride price claims, cases related to young girls' pregnancy, and conduct-related issues. Traditional court composition varies across chiefdoms and courts but is generally guided by principles that avoid violations of the Bill of Rights, maintain consistency with other constitutional provisions, and align with justice and morality. Traditional leaders often act as arbitrators, making decisions following case hearings. Importantly, community members have the right to appeal traditional court decisions to Local Courts, irrespective of the outcome. This intricate legal context, marked by dual legal systems and a coexistence of formal and traditional justice mechanisms, shapes the Zambian legal framework and underscores the need for accessible legal representation, legal literacy and community support services.²⁸

2.3 ACCESS TO JUSTICE AND GENDER EQUALITY

The Government of Zambia is committed to promoting equal access to justice, especially for marginalized and vulnerable individuals. This commitment is integral to upholding the rule of law and human rights, aligning with the goals outlined in the National Vision 2030 and the 8NDP 2022-2026 of the Republic of Zambia. The Bill of Rights under the Zambian Constitution guarantees the right to legal a fair hearing including right to legal representation. The Children's Code Act also has similar provisions of the right to legal representation of a child in conflict with the law. The Ministry of Justice takes the lead in shaping the access to justice policy in Zambia, with the Judiciary playing a vital role through the Communication, Cooperation, and Coordination Initiative (CCCI). This collaborative platform fosters communication and partnership among justice institutions and key stakeholders. Operating at the district level within the provinces, CCCI Chapters address case flow challenges, enhance justice delivery, and promote interagency cooperation. Membership includes a wide array of justice institutions and civil society organizations actively involved in the justice sector.

Civil society has been instrumental in advancing access to justice and gender equality for women and children in Zambia. This was channelled through various initiatives, where CSOs, cooperating partners and other stakeholders were incorporated in the Cluster Advisory Group's quarterly meetings at technical and policy levels under the Seventh National Development Plan Pillar three (3) that dealt with gender matters. This continued under pillar 4 of the 8NDP which focuses on good governance environment. In addition, the Enabling Access to Justice, Civil Society Participation, and Transparency (EnACT) programme, which succeeded the Programme for Legal Empowerment and Enhanced Justice Delivery in Zambia (PLEED) has been instrumental in coordinating the role of CSOs advancing access to justice for the poor

²⁷ Constitution of Zambia (*Amendment*) Act No. 2 of 2016, Article 258.

²⁸ Interview with NLACW programme staff, 12.09.2023.

and marginalised. In this context, the coordination of civil society efforts is pivotal. It serves as a platform for promoting accountability and constructive dialogue between CSOs and the government. CSOs can address pressing issues, advocate for the rights of marginalized populations, and work collaboratively to ensure that access to justice is extended to all, regardless of their socio-economic backgrounds or vulnerabilities.²⁹ Some of these CSOs are organized in the Paralegal Alliance Network (PAN)³⁰ - a consortium of 20 non-governmental Legal Aid Service Providers in Zambia dedicated to enhancing the capacity of paralegals and providing legal assistance. Other initiatives include e.g. Young Women's Christian Association (YWCA), Women for Change and Caritas Zambia which are actively involved in paralegal training initiatives. The Undikumbukire Project Zambia (UP) operates as a Zambian human rights organization with a specific focus on assisting juveniles in conflict with the law. The Chapter One Foundation is committed to issues of constitutionalism, human rights, and the rule of law. Additionally, Women and Law in Southern Africa (WLSA) concentrates on socio-legal research, advocating for legal reforms, and influencing policy changes to address discriminatory practices against women. As mentioned above, NLACW is, however, currently the only organization offering free litigation to vulnerable clients.

The legislative context is characterized by major challenges, particularly weaknesses in systems to ensure **gender mainstreaming** and harmonisation of various statutory laws (written laws) as well as customary and common. Although Zambia has introduced legislative changes to address GBV and enhance access to justice, the lack of effective gender mainstreaming and law harmonisation results in legal gaps and inconsistencies.³¹ Another overarching problem is the limited and uneven access to justice, with rural and marginalised communities facing more substantial barriers, often lacking the resources and infrastructure needed to effectively navigate in the legal system.³² In general, access to justice is hampered by the fact that remote regions encounter challenges due to limited government presence and frequent staff transfers, leading to inconsistencies in service delivery. And finally, overcrowded courtrooms with limited time allocation for each case lead to delayed justice, disproportionately affecting the economically disadvantaged. Backlogs are a substantial barrier to timely access to justice.³³

2.3.1 The National Legal Aid Policy and Legal Aid Act

A critical component in achieving the government's overall objectives on access to justice and rule of law is the official recognition of legal aid's pivotal role in enhancing access to justice. Underpinning this commitment is the **National Legal Aid Act**³⁴

²⁹ <https://www.giz.de/en/downloads/giz2023-en-enabeling-access-justice-civil-society-participation-transparency-enact.pdf>

³⁰ <https://panzambia.org/>

³¹ <https://www.giz.de/en/downloads/giz2023-en-enabeling-access-justice-civil-society-participation-transparency-enact.pdf>

³² Ibid.

³³ Based on consultations with NLACW programme staff 12.09.2023; Lusaka Judiciary, 14.09.2023; Livingstone and Ndola Judiciary 18.09.2023; Kazungula Judiciary 20.09.2023.

³⁴ National Legal Aid Policy, Ministry of Justice Government of Zambia, 2018 p12-16
https://www.humanrights.dk/sites/humanrights.dk/files/media/migrated/national_legal_aid_policy_zambia_adopted.pdf

adopted in 2018, which underscores access to justice as a fundamental human right. It serves as the linchpin for safeguarding civil, cultural, economic, political, and social rights. In this context, legal aid extends beyond legal representation to encompass the provision of legal education, information, advice, assistance, representation, and mechanisms for alternative dispute resolution. The National Legal Aid Policy aims at delivering legal aid services efficiently and effectively to underprivileged and vulnerable populations. The development of the policy involved extensive consultations with a multitude of stakeholders, including the Ministry of Justice, the LAB, LAZ, NLACW, and PAN. Advisors from the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ) and the Danish Institute for Human Rights (DIHR) played a pivotal role in shaping the policy's framework.

The policy introduced several important innovations to broaden the scope and effectiveness of legal aid. These have been enshrined in the Legal Aid Act No.1 of 2021 which was assented on 23rd March 2021.³⁵

1. **Mandate Expansion for the Legal Aid Board:** Acknowledging the state's responsibility to provide legal aid, the policy empowers the Legal Aid Board to coordinate, regulate, and monitor the legal aid system, in addition to administering legal aid.
2. **Broadened Definition of Legal Aid:** Legal aid services extend to providing comprehensive legal assistance, encompassing legal education, information, advice, and alternative dispute resolution mechanisms alongside legal representation in court.
3. **Recognition of Paralegals and Legal Assistants:** The policy establishes a framework for non-legal practitioners, including paralegals and legal assistants, to deliver legal aid services. These individuals must register with the Legal Aid Board, with quality assurance overseen by a multi-stakeholder Paralegal Standing Committee.
4. **Involvement of Civil Society Organizations and University Law Clinics:** Civil society organizations and university law clinics are officially recognized as legal aid providers, supporting the expansion of the legal aid system across Zambia.
5. **Mixed Legal Aid Delivery System:** The policy encourages a cooperative legal aid delivery system that involves both state and non-state service providers. Legal Services Units are established at various locations, jointly offering legal services through a combination of legal aid staff, including paralegals, legal aid assistants, and legal practitioners.
6. **Strengthening the Role of the Legal Profession:** The policy promotes a comprehensive pro bono framework, allowing more legal practitioners to provide legal aid services pro bono.³⁶
7. **Right to Legal Aid Information:** Judges, judicial officers, law enforcement officers, and correctional facility officers are mandated to inform individuals of their right to legal aid and the availability of legal aid services, ensuring accessibility throughout the justice system.

Despite advancements in access to justice in Zambia, persistent challenges rooted in complex socio-economic, political, cultural, and legislative contexts continue to impede progress. For instance, GBV remains a critical issue, reflecting deep-seated

³⁵ Legal Aid Act No. 1 of 2021

<https://www.parliament.gov.zm/sites/default/files/documents/acts/Act%20No.%201%20of%202021%20The%20Legal%20Aid%20Act%202021.pdf>

³⁶ For a detailed discussion of the LAZ pro bono framework, see chapter 3.2.2 *Organisational Policy* under the section on Pro Bono Lawyers.

cultural norms. The high prevalence of GBV underscores the need for targeted legal interventions and community education to challenge and transform harmful gender norms. Additionally, legislative gaps and inconsistencies, such as those related to land rights and customary laws, contribute to inequalities, particularly affecting women. Addressing these challenges requires a nuanced understanding of the intersectionality of gender with other socio-economic factors, ensuring that legal empowerment initiatives consider the specific barriers faced by women and marginalized groups.

3 NLACW - analysis of organizational aspects

3.1 NLACW'S STRATEGIC PLAN

The NLACW's 2019-2023 Strategic Plan adheres strongly to Sustainable Development Goal #5 on Gender Equality, but also to #16 on Peaceful and Inclusive Societies (e.g. access to justice), as well as to the principles of LNOB. It responds to the second development goal of Zambia's 8NDP 2022-2026, i.e. *"To achieve improved rule of law, human rights, and constitutionalism, the Government will strengthen the criminal justice system. This will be attained through the review of the Constitution, promotion of human rights and enhancement of access to justice, and legal aid services."*³⁷ And finally, the NLACW Strategic Plan aligns with Strategy Area 1 on human rights, democracy, rule of law and gender equality of the Strategy for Sweden's Development Cooperation with Zambia (2018-2022).

The Strategic Plan was developed through wide stakeholder consultations, which included cooperating partners, Government, CSOs, community leaders, and members of the public, including the NLACW's own clients, women, and children. The consultations identified several key challenges impeding women and children's enjoyment of their human rights and access to legal services. The Strategic Plan is further based on the experience and lessons learned from the previous Strategic Plan 2013-2017. The evaluation of the 2013-2017 Strategic Plan from December 2017³⁸ provided lessons learned and recommendations for the formulation of the current Strategic Plan with an overall positive assessment and recommendation for e.g. increased funding from the Embassy of Sweden. The 2019-2023 Strategic Plan was developed through a thorough participatory process engaging multiple stakeholders in analysis and discussions and was approved by Board of the Women's Rights Committee (WRC) of LAZ in November 2018.

"With the coming to an end of the previous strategic plan which was for the period 2013-2017, the evaluation of the NLACW's Access to Justice programme yielded results and recommendations on which the NLACW wants to build on and rethink in terms of how we organize our time, skill and resources. The new strategy aims at re-affirming our commitment to provide legal aid services to our communities' indigent persons who are women and children to ensure that Zambia is a society where underprivileged and vulnerable women and children have fair and equal access to legal rights."³⁹

³⁷ Eight National Development Plan 2022-2026, Republic of Zambia, p. 72.

³⁸ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017.

³⁹ Strategic Plan 2018-2023, NLACW, p. v.

The Strategic Plan operates with **four main areas with corresponding impact objectives** of which the first three address the primary target group of vulnerable women and children (external) and the fourth focuses on organizational strengthening and sustainability (internal). The Strategic Plan offers a comprehensive strategic analysis and justification of the four thematic areas:⁴⁰

1. **Legal representation** aimed at increasing access to justice for underprivileged and vulnerable women and children through e.g. the establishment of community paralegal desks for basic legal assistance in cases of civil-family law matters and gender based violence (GBV), as well as criminal justice issues;
2. **Advocacy** aimed at strengthening the policy and legal framework to protect women's and children's rights, to allow for empowerment and equality of women and children;
3. **Legal literacy** on women and children's capacity to preventively counterbalance and fight back on results of harmful and negative social norms and traditional practices rooted in male supremacy and placing women in a subordinate position. This will be carried out in partnership with strategic stakeholders; and
4. **Sustainability of NLACW itself** to ensure a continued and increased focus on provision of legal aid services to vulnerable women and children.

3.1.1 Theory of Change

The TOC presented in the Strategic Plan⁴¹ is simple, yet comprehensive in terms of a main focus on key problems, initiatives and assumptions aimed at achieving the overall goal of access to justice. With consideration of the main problems identified, i.e. the lack of access to justice for women and children, the need for law reforms, the ignorance of the rule of law and human rights coupled with harmful traditional practices, and the need to secure NLACW's organizational and financial sustainability, the TOC is unfolded in a detailed narrative, which includes information on strategic activities, key partners and means necessary to achieve the overall strategic goal: *"A Zambian society where under-privileged and vulnerable women and girls and boys have fair and equal access to justice."*⁴²

The ET found that the TOC prepared in 2019 is still valid in 2023 and reflects well NLACW's operations and the contextual challenges faced, and that the **thematic priorities are still highly relevant**. However, as will be discussed below, the implementation within the four thematic areas has been weighed unevenly and driven by the enormous demand for legal representation, long-term initiatives to secure organizational and financial sustainability have been under-prioritized.

3.1.2 Results Framework and programme monitoring

An important recommendation from the 2017 evaluation was that *"the next strategic plan should include a clearly defined results framework, including activities and outputs and clearly defined and realistic specific, measurable, achievable, relevant and*

⁴⁰ Strategic Plan 2019-2023, NLACW, 2018, pp.10-12.

⁴¹ Ibid. pp.12-15.

⁴² NLACW Results Framework for Strategic Plan 2027-2023,

time-bound (SMART) indicators - particularly at the outcome level".⁴³ NLACW received support from an external consultant in 2018-2019 to develop the **results framework**, which comprises the four strategic objectives corresponding to the thematic priorities. For each thematic priority, an outcome is defined with corresponding 'change results indicators', baseline information, annual targets, means of verification, frequency of monitoring and assumptions. Each outcome is further broken down into an intermediary outcome with 'programme performance indicators' and into outputs with 'output indicators' - both levels including also activities, which were missing during the previous strategic plan period.⁴⁴ The detailed results framework serves as the basis for ongoing monitoring and reporting of results undertaken by lawyers, paralegal officers and NLACW staff, and provides input on systematic performance and results monitoring presented in the annual reports.

Strengthening of the **monitoring and evaluation (M&E)** system was another area of attention for the 2017 evaluation, which recommended to pay more attention to M&E, e.g. by dedicating human resources to the task and by preparing standard reporting formats.⁴⁵ The functions of the Deputy Executive Director include the specific responsibility for M&E, and data collection tools have been designed to capture data, and lawyers have been trained in the use of reporting templates. Comprehensive guidelines for M&E⁴⁶ were developed in 2019 along with the results framework. The M&E guidelines introduce the conceptual why and how of monitoring, definitions, and quantitative and qualitative data collection methods, as well as specific templates for reporting and data collection at various levels of the NLACW programme activities. Qualitative data is collected in the form of 'success stories', which are presented in the annual reports.

The monitoring and data collection is based on an office plan with individual annual targets for lawyers and counsellors. The plan is provided by the NLACW office in Lusaka to the provincial offices responsible for the compilation of weekly and monthly reports sent to Lusaka.⁴⁷ NLACW has experienced some resistance among the lawyers who have expressed concern about too many templates and that the registration was time consuming. To counterbalance this, NLACW is focussed on establishing a monitoring culture, whereby the routine of systematic registration is internalized, and is also looking into the diverse use of hard and soft copy reports, depending on the stakeholder responsible for filling in.⁴⁸

NLACW introduced in 2023 a new monitoring tool: the **Client Satisfaction Survey** which provides feedback on legal services offered by NLACW.⁴⁹ So far only one client

⁴³ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.64.

⁴⁴ Support to LAZ National Legal Aid Clinic for Women, Appraisal of intervention, Embassy of Sweden, February 2019, p.15.

⁴⁵ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.63.

⁴⁶ Monitoring and Evaluation Guidelines, NLACW, 2019.

⁴⁷ Interview with NLACW office staff in Ndola, 18.09.2023.

⁴⁸ Interview with NLACW head office staff, 12.09.2023.

⁴⁹ Client Survey, NLACW, July 2023.

survey has been conducted in Lusaka Province, but data collection was on-going in Ndola and Livingstone when the evaluation field work took place in September 2023. Data collection is based on clients' voluntary response to a structured questionnaire. Information provided in the client survey provides insight into the expectations of the clients and thereby input for NLACW to improve its services. NLACW will use the results from the Client Satisfaction Survey in the annual planning, scheduled for November 2023. The first report from July 2023 included findings and recommendations on e.g. need for enhanced staff training, communication channels, increased legal resources, streamlined processes, integration of feedback mechanisms and celebration of success stories. These recommendations are in line with a number of the key findings of the present evaluation discussed below, in particular on staff training and feedback mechanisms. See also discussion below in *chapter 4.1.2 on client satisfaction*.

The ET found that the NLACW M&E system has an explicit focus on monitoring for organizational learning, and for ensuring effective accountability towards funding partners, although it is explicitly not designated a monitoring, evaluation, *accountability and learning* (MEAL) system. The Client Surveys and the fact that analysis and elaboration of recommendations is an internal job also provide an excellent platform for organizational learning and immediate (re)action and adjustments.

3.1.3 Budget

The previous Strategic Plan 2013-2017 with an overall budget of USD 9.15 million was only funded by 70 percent (USD 5.16) of which the Sida core funding represented 73.6 percent (USD 3.8 million). Over that period, the number of funding partners increased, but the total amount decreased.⁵⁰ A recommendation from the 2017 evaluation was for Sida to continue and to increase funding of NLACW with the specific aim of allowing for more lawyers, legal assistants and other staff to be employed. Therefore, for the 2019-2023 Strategic Plan with an overall budget of ZMW 79,061,811, the core contribution from Sida was raised to SEK 50 million, which in 2019 corresponded to ZMW 65,230,160 which was the approved grant support for the five years period.⁵¹ There have been major exchange rate changes over the years, which impact was mitigated by preparing yearly budgets using the prevailing rates at the beginning of each year for budget approval by Sida. Any exchange gains were reported separately as restricted funds for donors.⁵²

Figures from the annual audit reports showed that the Strategic Plan was underfunded in 2020.⁵³ This was, however, converted into a positive balance in the subsequent years, as demonstrated in the table below with a total of ZMW 102.8 million received from donors and other sources, i.e. almost 30% above the initial budget. This resulted in an

⁵⁰ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.41.

⁵¹ Grant Agreement between Sida NLACW, signed 28.02.2019. The grant is however only stated in SEK.

⁵² Email correspondence with NLACW Programme Accountant, 01.11.2023.

⁵³ Support to LAZ National Legal Aid Clinic for Women, Appraisal of Intervention, Embassy of Sweden, 21.02.2019.

activity and budget revision by adding other activities being supported by other donors.⁵⁴

The 2019-2022 figures are actual figures, whereas 2023 are still indicative, as the year is still open. The balance column shows the deficit/surplus in relation to the Strategic Plan Budget. The deference of COVID-affected activities in 2020 like community and school workshops to following years during COVID significantly reduced the budgets and helped cope with the negative budget balance. The surplus in 2021-2023 is a result of funds received for deferred activities in 2019 and 2021.⁵⁵

Table 1: Income and budget 2019-2023 (Currency: ZMW)⁵⁶

	GIZ/EU	UNDP	OSISA	SIDA	Diakonia	Other income	TOTAL	BUDGET	Balance
2019	1.496.506	146.924	0	15.960.400	129.535	796.968	18.530.333	17.696.875	833.458
2020	1.585.928	583.219	793.878	10.528.015	344.387	616.425	14.451.852	15.825.548	-1.373.696
2021	0	3.927.445	480.450	15.609.732	162.445	898.447	21.078.519	15.596.448	5.482.071
2022	0	178.775	0	23.856.095	537.210	945.623	25.517.703	15.596.448	9.921.255
2023	2.602.926	867.240	323.100	17.863.436	0	1.522.212	23.178.914	14.346.491	8.832.423
TOTAL	5.685.360	5.703.603	1.597.428	83.817.678	1.173.577	4.779.675	102.757.321	79.061.810	23.695.511
% of total	5.5 %	5.6 %	1.5 %	81.6 %	1.1 %	4.7 %	100 %		

In addition to the donor funding, NLACW had other income from LAZ and clients' contributions, insurance payments, sale of case books and co-funding of activities, e.g. training of community paralegals paid directly by Center for Infectious Disease Research in Zambia (CIRDZ).⁵⁷ This amount has increased each year, which is a positive trend.

Sida is so far the only donor providing core funding. The Sida core funding represented an increased share of the overall budget compared to last strategic plan period, i.e. 81.6 percent. In this context it is also worth mentioning that the funds contributed by Diakonia also originate from Sida. The current funding agreement officially terminates by 31.12.2023, but a no-cost extension is being prepared for the period January to March 2024. As the Sida core budget covers operational costs, including salaries, avoiding loss of momentum in funding is important, as it will otherwise have severe implications on staff contracts, which are currently only extended up to 31.12.2023.⁵⁸

⁵⁴ Information compiled from annual audit reports and supplemented by NLACW Programme Accountant, 30.10.2023, 01.11.2023 and 14.11.2023.

⁵⁵ Ibid.

⁵⁶ Ibid.

⁵⁷ Ibid.

⁵⁸ Human Resources and Administration Committee minutes, 29.08.2023, p.3.

3.2 NLACW ORGANIZATION

3.2.1 Governance and structure

The NLACW was initiated as a project under the WRC of LAZ in 1990. As per the Governance Charter from August 2012, the WRC operated as the Board of the NLACW subordinated the general LAZ Constitution.⁵⁹ The governance structure was, however changed in 2020, where a **Board of Directors** was appointed by the LAZ Executive Council. Members were the previous members of the WRC, but the Board of Directors was now formally constituted under the provisions of the Companies Act, 2017.⁶⁰ The Governance Charter is not yet amended to reflect this formal change in governance set-up. The issue has, however, been raised by the Board of Directors with the LAZ, and changes are expected to be filed with the *Patents and Companies Registration Agency* before end of 2023.⁶¹

In addition to the composition and operations of the Board of Directors, the Governance Charter describes the objective, functions, vision, mission and organizational values of NLACW; code of ethics for Board of Directors members; composition, qualifications and competences, and general role of the Board of Directors and individual members. A pivotal role of the Board of Directors is to provide policy direction and ensure the implementation of the Strategic Plan by tracking performance based on the performance indicators established in the results framework.

The Board of Directors meets at least four times a year and comprehensive minutes are kept, reflecting a detailed and close monitoring of NLACW funding and financial execution, as well as reports from the three **permanent committees**: Human Resources and Administration Committee, Finance and Audit Committee, and Risk Management and Strategic Planning Committee. The mandate of the committees is described in the Governance Charter, and focus on targeted guidance on policy interpretation and overseeing financial performance. The composition of the committees includes at least two Board members supplemented by external members with specific expertise. Additional committees can be established on an ad hoc basis when the Board finds it necessary.

The committees were highlighted as a significant strength in the guidance and oversight of the NLACW secretariat.

"I think for me, I would say the insistence that we have strong governance. For instance, the establishment of the different committees - I think that was so key because now there is a focus on specific areas. So you have your HR committee, you have your committees with experts being able to focus. I think that to me was one of the very important decisions that the Board

⁵⁹ Governance Charter, NLACW, LAZ, 12.09.2012, p.5

⁶⁰ NLACW Annual Report 2020, p.21.

⁶¹ NLACW Board minutes from 28.04.2022 and 12.01.2023; email correspondence with NLACW Board Chair, 24.10.2023; information from Executive Director, 10.11.2023..

made and insisted happened because now you pay specific attention to specific areas in the Clinic.”⁶²

A particular issue dealt with by the Board in 2022-23 were allegations of inappropriate recruitment procedures. The Board was instrumental in the process, and has afterwards adopted a number of pertinent measures to strengthen human resource management procedures; i.e. employment of a qualified human resource officer, strengthening the Human Resource Committee, and review of policies and procedures. The ET found that the NLACW Board and executive diligently handled the case according to established procedures, an opinion shared by the Embassy of Sweden.

The ET found that the Governance Charter from September 2012 should be formally updated as soon as possible to reflect the new status of the Board of Directors implemented since 2020. Information on the NLACW governance structure and Board composition is not available at the NLACW website, nor is the information on the LAZ website updated⁶³, an issue that NLACW could address for the purpose of enhancing transparency on internal governance.

3.2.2 Organizational capacity

NLACW is characterized by a humble mentality and is described as an organization ‘punching above its weight’⁶⁴, i.e. demonstrating admirable results compared to human and financial resources available, a characteristic also noted in the 2017 evaluation: *“The Clinic provides commendable levels of services to clients, outreach activities and advocacy given how small their staff is.”*⁶⁵ From interviews with internal and external stakeholders, it is clear that also senior management staff members are actively engaged in implementation of activities, e.g. legal representation, paralegal training, legal literacy and advocacy. This dedicated engagement is a strong feature of the organizational profile and the perception held by external stakeholders of NLACW.

NLACW has undertaken analysis of strengths, weaknesses, opportunities and threat (SWOT) on various occasions, i.e. for the Strategic Plan and for the Sustainability Plan. As part of the evaluation, the ET revisited the former SWOTs with the NLACW staff. The findings confirmed the evaluation findings on organizations capacity. See *Annex 7: NLACW - strengths and challenges* for more details.

i. Organizational structure and staff

The organizational chart⁶⁶ shows the **lean organizational structure** with a main office in Lusaka and two sub-ordinate offices in Ndola and Livingstone, but annual reports and the NLACW website⁶⁷ contain limited public information on the organizational structure and number of staff. According to information from NLACW, there were a

⁶² Interview with NLACW Board members, 13.09.2023.

⁶³ <https://www.laz.org.zm/womens-rights-committee/>

⁶⁴ Interview with OSISA/OSF, 04.10.2023.

⁶⁵ Evaluation of the National Legal Aid Clinic for Women’s Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p. 8.

⁶⁶ NLACW Organizational Chart, 2021.

⁶⁷ <https://womens-legal-clinic.com/>

total of 46 employees by October 2023. In addition to the employees, 18 volunteers support the operations and activity implementation. NLACW also has an agreement with the Zambia Police Force's (ZPF) Victim Support Unit (VSU) and a (female) officer is seconded to each of the three offices. Their salaries are paid from ZPF, but NLACW pays a monthly transport allowance. This arrangement is highly appreciated by clients who may otherwise be hesitant to go to the police station. The gender balance among employees and volunteers is generally fine, albeit there are some imbalances for specific staff groups, i.e. few male lawyers and more men than women in administration. It is noteworthy that the staffing on programmes and finance is extremely limited, meaning that core organizational tasks as planning, monitoring, reporting and accounting is mainly concentrated on few hands in Lusaka.

Table 2: NLACW staff and volunteers⁶⁸

Departments	Lusaka		Ndola		Livingstone		Total (M/F)		TOTAL staff
	M	F	M	F	M	F	M	F	
Programmes (DED's office)	1	0	0	0	0	0	1	0	1
Finance Department	2	1	0	1	0	0	2	2	4
Administration	5	3	3	1	3	1	11	5	16
Lawyers (incl. ED)	0	6	1	4	2	1	3	11	14
Counselling	0	1	0	1	0	1	0	3	3
Paralegal (incl. LSUs)	1	0	3	3	1	0	5	3	8
Total employees							22	24	46
Students	4	3	2	0	1	2	7	5	12
Learner Legal Practitioners	2	2	0	0	0	0	2	2	4
Volunteer Advocates⁶⁹	0	2	0	0	0	0	0	2	2
Total volunteers							9	9	18
VSU Officers from ZPF	0	1	0	1	0	1	0	3	3
Total VSU Officers							0	3	3

ii. Human resource management

The flip-side of being an organization punching above its weight is the high level of **staff turn-over** and a risk of staff-burn. The high level of staff turnover was noted as a problem by the 2017 evaluation with particular focus on lawyers using the NLACW as a career step.⁷⁰ Based on information from Board minutes and interviews, the ET found that NLACW is closely monitoring the staff situation through the Human

⁶⁸ List of staff as per October 2023.

⁶⁹ Volunteer Advocates are lawyers who have volunteered a significant part of their time during the week for NLACW. They are stationed at the office, unlike the pro bono lawyers who occasionally pick up a case.

⁷⁰ pp. 48-49.

Resources Committee and the Risk Management and Strategic Planning Committee⁷¹ and management has in close collaboration with the Human Resources Committee put in place measures to retain staff, e.g. succession plan, employee motivation through staff retreats, subscription fees for professional staff, relevant training, meal allowances and Christmas benefits. The effect of these measures is yet to be seen and should be closely monitored. Of particular concern is the staff turnover verified in key administrative areas e.g. accounting and resource mobilization, which will need attention to ensure a stable and future-proof administration. To mitigate the risk of both staff turnover and burn-out, attention to **staff welfare** is of particular importance. In NLACW, staff members are personally committed to the work and strongly believe in the NLACW vision and mission. This, however, is a situation that demands attention, as NLACW staffs - in particular frontline staff of lawyers, counsellors, and paralegals - are exposed to hard life situations through the cases they handle. This may cause stress if not handled in time, and paying attention to staff mental health is necessary to avoid burn-out and to make sure resources are optimized and applied in the most efficient and effective way.

A particular aspect is the **employment security**, which is low in project funded organizations. With the core funding from Sida, NLACW has been able to offer relatively long-term contracts for key staff, albeit the final year (2023) of the current funding has only allowed for extending contracts up to 31.12.2023, e.g. for the newly employed Deputy Executive Director. The NLACW Board and management are aware that the break of momentum in funding when transiting from one agreement to the next easily creates an insecure environment, where staff may tend to seek other opportunities.⁷² Simultaneously, it is also prohibitive for the organization, as recruitment of new staff during the last year of the core funding agreement or towards the end of a project funding is less attractive for new candidates. UNDP has for example recommended strengthening the procurement capacity by employing an officer and acquiring dedicated software, something which is not possible within the current Strategic Plan period due to lack of budget.⁷³

NLACW's **human resource management** capacity has been strengthened in 2023 as a result of the case of alleged irregular recruitment practice mentioned above: The Human Resources Committee has been strengthened with external capacity, and a Human Resource Officers is employed at the Lusaka office from mid-2023 with responsibility of upgrading the area, e.g. by revision of staff files⁷⁴ and reviewing all employment related policies to ensure harmonisation with the laws. The existing 'human resource manual'⁷⁵ is a manual for performance management rather than a human resource management manual on employment conditions, staff rights and duties, salary scales etc. Furthermore, the manual is from January 2010 and although there have been revisions, e.g. in the form of an updated code for disciplinary and

⁷¹ Risk Management and Strategic Planning Committee, minutes, 14.12.2022, p.8, and 24.04.23 p.3 and p.7.

⁷² Board minutes 12.01.23 p. 5; HR Committee 29.8.23; Finance and Audit, 28.12.22, p.10.

⁷³ Risk Management and Strategic Planning Committee, minutes, 14.12.2022, p.9.

⁷⁴ Risk Management and Strategic Planning Committee, minutes, 24.04.23 p.7.

⁷⁵ NLACW Human Resources Manual, January 2010.

grievance procedures⁷⁶, the ET found that there is a dire need of filling the gap of a proper human resources management manual for NLACW.

iii. Pro bono lawyers

The arrangement made with LAZ on provision of pro bono services by lawyers is a way of strengthening the legal representation capacity of NLACW. The aim is to significantly boost the capacity of NLACW and ease the workload of the existing lawyers with use of pro bono services. The system has since 2022 been official LAZ policy, but is **yet to properly materialize** and demonstrate an impact on the workload of NLACW. The 2017 evaluation characterized the process of establishing a pro bono service system for LAZ members as stalled, and heavily emphasized the need for LAZ and NLACW to work on formulating a pro bono policy for LAZ members including e.g. a requirement for all lawyers in private practice to provide an agreed number of hours or days per annum pro bono assistance to the Clinic.⁷⁷

In the Strategic Plan 2019-2023, the lack of a formal regulation by LAZ to compel lawyers to provide pro bono services was identified as a weakness⁷⁸, and NLACW therefore included the development of a strategy to partner with pro bono lawyers as part of the sustainability efforts.⁷⁹ In spite of this, the ET noticed that pro bono services are not mentioned in the Sustainability Plan 2019-2023, whereas annual reports from the years 2019, 2020, 2021 and 2022 provide a record of the efforts by NLACW and LAZ to develop and approve such a policy. As a result of these efforts, the LAZ General Assembly in 2020 passed a resolution to compel lawyers to take up at least *two* cases annually on pro bono basis⁸⁰ with the dual intention of enhancing access to justice for clients and strengthening NLACW's capacity and sustainability. In 2021, guidelines for the provision of pro bono legal services following the resolution by LAZ were finalized in collaboration with the LAZ, Ministry of Justice, LAB and other CSOs.⁸¹ In the guidelines, the mandatory number of cases per year was reduced from two to one. In May 2022, LAZ launched the Pro Bono Framework which requires lawyers with a minimum of three years' experience to take at least *one* client each year on pro bono basis, and a total of three lawyers were registered with NLACW on pro bono basis in 2022.⁸² In principle, pro bono services can be offered by lawyers not only through NLACW, but also through the LAB or private law firms.

As the number of lawyers offering pro bono services to NLACW was still insignificant by 2023, LAZ recognized the need for making an effort to motivate members and to proactively disseminate the information on the pro bono system among LAZ members. The provision of pro bono services is in principle mandatory for LAZ members and tied to the renewal of their annual registration. It is, however, not legally binding, and

⁷⁶ Grievance and Disciplinary Procedures Code, NLACW, approved 05.10.2022.

⁷⁷ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, pp. 11-12.

⁷⁸ NLACW Strategic Plan 2019 - 2023, p. 4.

⁷⁹ Ibid. p.13.

⁸⁰ NLACW Annual Report 2020, p.20.

⁸¹ NLACW Annual Report 2021, p.16.

⁸² NLACW Annual Report 2022, p.5

as many lawyers are short of cases, offering free services is not a priority in spite of the ZMW 1,500 fine for not having taken up pro bono cases.⁸³

NLACW has experienced the need for **training pro bono lawyers** to ensure alignment with agreed work principles. They are currently shadowed by NLACW lawyers, who are responsible for official signatures etc. NLACW sees an opportunity in the pro bono services to enhance geographical outreach, and is aware of the need to carefully match the pro bono lawyers to the context in terms of age, appearance and language, a concern also valid for law practitioners (trainees) and students. However, the ET noted that it is so far a hypothetical concern, as the number of pro bono lawyers is insignificant and has not yet resulted in easing the workload of the NLACW lawyers. There are apparently structural barriers related to employment, market opportunities and motivation, which LAZ and NLACW have to address in order to effectively roll-out the pro bono system.

iv. Financial management, accounting and audit

As shown in *Table 2: NLACW staff and volunteers* above, NLACW's financial management and accounting is handled by a small team, i.e. the Programme Accountant, three Accounts Assistants (two in Lusaka and one in Ndola) and the Receptionist in Livingstone handling petty cash. The **accounting software** SAGE Evolution Accounting is installed in Lusaka only, where all accounting is compiled. The accounting software suffered a breakdown in 2022, which caused delays in the financial reporting to donor agencies.⁸⁴ In addition to the accounting software, also a module for fixed asset register was acquired allowing for proper registration of equipment, etc.

The **annual audit** has been carried out by K&M Associates for the last six years. At the Board meeting held in January 2023, it was decided in accordance with international best standards and practices to open a tender to change auditor for the year ending 2023.⁸⁵ The tender process was ongoing, when the data collection took place. In addition to the statutory audit, external audits are carried out of specific projects, e.g. the Diakonia project and UNDP funding. Audit reports and various comments are duly monitored and addressed by the Risk Management and Strategic Planning Committee.

The ET took notice of a certain delay in the **follow-up on some of the auditor's recommendations** from one year to the next, in particular the issue of late preparation of bank reconciliations, which figures as a problem all annual audits from 2019 to 2022. Other issues have been cleared from one year to the next, e.g. store management system and asset management, whereas the clearance of imprest retirement figured in 2020 and 2021.⁸⁶ The UNDP spot-check in 2022 also noticed the lack of bank reconciliations for several months.⁸⁷ Interviews with the EoS called attention to NLACW's frequent delays not only in reporting, but also in timely request for funds. The experience is that

⁸³ Interview with LAZ Board members, 14.09.2023.

⁸⁴ Risk Management and Strategic Planning Committee minutes, 14.12.2022, p.8.

⁸⁵ NLACW Board meeting minutes, 12.01.2023, p.9

⁸⁶ Management Report / Letters 2019, 2020, 2021 and 2022.

⁸⁷ Risk Management and Strategic Planning Committee minutes, 14.12.2022, p.9.

frequent communication on financial management is necessary to maintain momentum. Finally, the ET noted that the Finance Procedures Manual is from June 2011, and that no formal updated version accommodating the changes made in accounting procedures etc. is available. There are, however a number of stand-alone amendments on e.g. travel policy, transport, procurement policy etc. which have been prepared and approved.

The ET found that the **financial management and accounting capacity** needs to be calibrated with the demands posed by the complexity of managing multiple donor funding. This requires a focus on two aspects, i.e. the strengthening of the strategic financial management capacity at senior management level and strengthening the accounting and reporting capacity. There is a need for qualified accounting staff at the Livingstone office and for rolling-out the accounting software to the offices in Ndola and Livingstone to enhance efficiency by reducing double work, i.e. manual registration at provincial level to be processed in Lusaka.

Fundraising and sustainability efforts, i.e. fulfilment of the forth strategic goal are discussed below in *chapter 4.3.2 Sustainability - Goal 4*.

v. *Office space*

The **lack of office space** was identified as a major obstacle in the 2017 evaluation⁸⁸ and the challenge continues, as many staff share the limited space available. As a result, there is limited privacy for clients to share their grievances, and for staff the work situation is stressful and often inefficient due to frequent interruptions. NLACW is, however, in the fortunate position to own the premises from which the organization operates. In Lusaka, an annex building was constructed on the premises in 2021 with funds from clients' contributions whereby available space was enlarged by additional offices and a meeting room.⁸⁹ In Ndola, an additional office was constructed in 2022, and the veranda was partitioned to allow for additional work space, accommodating a total of six work places. The NLACW Board has decided to demolish the Livingstone office building and reconstruct a new office building similar to the Lusaka annex building. However, the implementation of this decision is postponed to 2024 to allow time to secure a budget for interim office rent, demolition and construction.⁹⁰ The evaluation team conducted a visit to the Livingstone office and aligns with the Board's proposal to reconstruct new offices, emphasising the urgent need for such an initiative. The existing building was deemed unsuitable for work, highlighting the imperative for reconstruction. The current location also presents challenges in terms of accessibility for clients, as it is not in a centrally located area, and difficult to reach with public transport.

⁸⁸ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.48.

⁸⁹ Annual Programme Report 2021, NLACW, pp. 20-21.

⁹⁰ Risk Management and Strategic Planning Committee minutes, 14.12.2023, p. 3 and 24.04.2023, p.2; Finance and Audit Committee, 28.12.2022, p.3; email correspondence with Executive Director, 26.10.2023.

4 NLACW - Analysis of Organizational Aspects

The discussion of findings in this chapter is structured according to the strategic goals of the NLACW Strategic Plan 2019-2023, as well as the cross-cutting issues. The intention to respond to the evaluation questions in a detailed and fulfilling way has guided the analysis, which is based on document review, qualitative data from interviews, discussions with NLACW staff and triangulation of information.

4.1 LEGAL SERVICES TO VULNERABLE PEOPLE - GOAL 1

The strategic objective for the legal representation, i.e. provision of legal services to vulnerable women and children, is *“to provide timely legal aid services to underprivileged and vulnerable women and children in Zambia.”*⁹¹ Strategic activities defined to achieve the objective include legal representation and legal advice, mediation and representation of women and children in court annexed mediation cases, as well as psychosocial counselling. In addition to the legal representation, the broad area of legal services include also activities related to internal mediation, i.e. cases solved with the intervention of NLACW and paralegal officers without involving the judiciary; court annexed mediations, where the judiciary is involved in the mediation as a third part authority; and psycho-social counselling, which is offered by NLACW and paralegal desks as a stand-alone or supplementary service to victims.

This chapter analyses the quantitative performance against targets and addresses the achieved qualitative outcomes in response to the specific evaluation questions related to legal services, i.e. on case and client profiles and client satisfaction. It is based on document review and information collected during interviews with clients and other key stakeholders on NLACW legal services.

4.1.1 Performance against targets

In general, NLACW's annual reports demonstrate a high level of accomplishment, and in several cases performance was already beyond the targets by end of 2022. Considering that 2023 activities are still on-going and not yet aggregated in the monitoring system, the over-performance is expected to be more significant by the end of the project. The details on performance for each of the output indicators are presented below in a summarized form based mainly on available information in annual reports.

New cases registered. The annual target was initially set at 1,500 new cases per year, but was increased from 2021 with some variations, and the number of new cases was

⁹¹ NLACW Strategic Plan 2019-2023, p. 13.

in general above targets and expectations. The increase is explained by the intensification of outreach activities through workshops and media, as well as referrals from NLACW's extended network among judiciary, CSOs and legal practitioners.⁹² The table below shows that the accumulated number of new cases registered in the period of 2019 to 2022 is well above the overall target of 7,500 set in the Results Framework for the Strategic Plan.

Table 3: Number of new cases per office and year⁹³

	2019	2020	2021	2022	TOTAL
Lusaka	1,058	950	1,255	1,354	4,617
Ndola	597	752	829	638	2,816
Livingstone	648	628	857	904	3,037
TOTAL	2,303	2,330	2,941	2,896	10,470
<i>Annual target</i>	<i>1,500</i>	<i>1,500</i>	<i>1,652</i>	<i>1,652</i>	<i>6,304</i>

Legal representation / litigation. The initial annual target was set at 500 cases for 2019 and 2020 and raised to 676 for 2021 and 2022 based on the valid assumption that increased outreach would result in a gradually increased uptake of cases. The targets were more than fulfilled by end of 2022. NLACW measures the success of the legal representation by the percentage (90 percent) of cases where judgement is in favour of their clients, and the percentage (50 percent) of client uptake from referrals.⁹⁴ For both these indicators, the targets are comfortably surpassed - a fact that NLACW sees as a result of the possibility to engage more lawyers with the Sida core funding⁹⁵, as well as the increase in number of volunteer advocates, students and learner legal practitioners.⁹⁶

Table 4: Number of legal representation⁹⁷

	2019	2020	2021	2022	TOTAL
Lusaka	352	361	370	356	1,439
Ndola	148	170	174	207	699
Livingstone	165	184	212	247	808
TOTAL	665	715	756	810	2,946
<i>Annual targets</i>	<i>500</i>	<i>500</i>	<i>676</i>	<i>676</i>	<i>2,352</i>

⁹² NLACW Annual Report 2021, p.5.

⁹³ Data from NLACW Annual Reports 2019, 2020, 2021 and 2022. The total indicated in Annex 1: Quantitative Achievement Matrix, NLACW Annual Report 2022 is 10,316, but the annual figures are the same.

⁹⁴ In the Results Framework 2019-2023, the target for this activity (1.2.2) is set at 50 percent, whereas the accumulated achievement matrix in the annual reports only operates with 30 percent.

⁹⁵ NLACW Annual Report 2021, pp.6-7.

⁹⁶ NLACW Annual Report 2022, p.9.

⁹⁷ Data from NLACW Annual Reports 2019, 2020, 2021 and 2022.

Mediation is “an alternative dispute resolution mechanism which allows parties to come together and resolve their conflict outside the jurisdiction of the court”⁹⁸; i.e. the mediation represents a non-binding settlement of disputes. Also for this activity were the initial annual targets of 500 cases raised from 2021 to 652 cases per year based on the assumption that case uptake would increase gradually due to increased confidence in the services offered by NLACW. Targets in the years 2020-2022 were met, but in 2019, the number of cases was below, i.e. 391 cases (78.5 percent of the target), which nevertheless represented an increase from the previous year. The increase is seen as a result of a prioritization of mediation as a first solution and represents a qualitative improvement in the interaction with and support to clients.⁹⁹ Mediation is carried out by a wide group of NLACW staff and volunteers, e.g. lawyers, paralegals, volunteer students and learner legal practitioners. Mediation is a way to solve e.g. marriage problems; a client interviewed by the ET emphasized that NLACW’s advice has been an eye-opener, as she initially intended to file for divorce, but guidance and counselling from the Clinic, ultimately leading to reconciliation within her marriage.¹⁰⁰

Court annexed mediation is “an alternative dispute resolution where parties sit with the mediator appointed by the court to resolve the dispute”. The settlement is “binding and can be enforced in the same way as a judgement of the court.”¹⁰¹ If cases are not successfully solved through internal mediation, they are taken to court annexed mediation, however with the exception of GBV cases which are taken to court at first instance due to their serious nature. The annual target was 24, which was not reached in 2019 (21 cases), but in 2020 (27 cases) and 2021 (26 cases) before the number raised significantly in 2022 (36 cases).

Psycho-social counselling often “helps clients to recover from abuse and helps them make informed decisions about their cases.”¹⁰² Targets were set to increase from 400 in 2019 to 500 in 2020 and 600 for the subsequent years based on assumption that case uptake would increase due to outreach activities. In 2019, all cases were registered for Lusaka, but during this year, a counsellor was recruited for the Livingstone office, and the counsellor in Ndola was employed on a full time basis, which had also been recommended by the 2017 evaluation.¹⁰³

Table 5: Number of counselling sessions per year and office

	2019	2020	2021	2022	TOTAL
Lusaka	512	265	343	336	1,456
Ndola	-	185	247	204	636
Livingstone	-	146	221	302	669
TOTAL	512	596	811	842	2,761

⁹⁸ NLACW Annual Report 2019, p.10.

⁹⁹ Ibid.

¹⁰⁰ Interview with clients, Livingstone, 18.09.2023.

¹⁰¹ NLACW Annual Report 2019, p.10-11.

¹⁰² NLACW Annual Report 2020, p.12.

¹⁰³ Evaluation of the National Legal Aid Clinic for Women’s Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017.p.64.

<i>Annual targets</i>	<i>400</i>	<i>500</i>	<i>600</i>	<i>600</i>	<i>2,100</i>
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4.1.2 Qualitative insights - achieved outcomes

A number of the evaluation questions addresses the qualitative results (outcomes) of the legal services provided by NLACW, i.e. case profiles' alignment with overall goal and whether victims of GBV have been helped; the client profile in relation to vulnerability, poverty and LNOB; and client satisfaction, i.e. whether the services meet the needs of clients.¹⁰⁴ The following is an assessment of these issues based on the document review and qualitative data collection.

The **case profiles** are within the overall objective of NLACW, i.e. providing access to justice for vulnerable women and children. Of the more than 10,000 cases registered with NLACW in the period of 2019 to 2022, the majority are civil cases, and only a minor part, i.e. less than 300 are criminal cases. The civil cases represent a plethora of different categories of which most are related to family law, i.e. child maintenance and custody, divorce and non-violent marital disputes, GBV, but also land and property, labour and contract issues, as well as debt are among the frequent subjects. Interviewed clients usually become aware of the NLACW services through word-of-mouth, i.e. recommendations from friends, sisters, daughters, neighbours and church members, who had themselves had positive experience with the services.¹⁰⁵

Cases of GBV are among the highest number (approx. 1,400 by end of 2022), which include physical, financial and emotional violence. NLACW offers a multi-pronged response to victims of GBV, including legal representation at the fast-track-courts, psycho-social counselling, and in case needed referral to shelters run by some of NLACW's strategic partners, e.g. YWCA and ULEMU.¹⁰⁶ The number of shelters is, however, limited and only an option in urban areas. Complementarity is a keyword in the support to GBV victims and collaboration is extensive with the VSU of the ZPF, One-Stop-Centres and Ministry of Community Development and Social Welfare (MCDSW). The good collaboration with traditional structures and community leaders, as well as the extended network of paralegal officers and desks provides access to justice for GBV victims and other women and children in vulnerable situations. Some of the partners with whom the ET met called attention to the lack of formal agreements, i.e. an MoU with NLACW on their collaboration. This was also the case in relation to e.g. host organizations for paralegal desks.

Case story: Misled into co-signing a loan¹⁰⁷

One of the interviewed clients in Lusaka shared a compelling story of how she was misled into co-signing for a loan by her son-in-law. The client initially believed she was merely signing as a witness but later discovered the true nature of the documents she had signed, when she was

¹⁰⁴ See Annex 1: Terms of Reference and Annex 2: Evaluation Matrix.

¹⁰⁵ Focus group interview with clients in Lusaka, 12.09.2023.

¹⁰⁶ ULEMU is a local CSO. The meaning of the name is 'respect' in Nyanja.
<https://www.ulemu.org/home>

¹⁰⁷ Focus group interview with clients, Lusaka, 12.09.2023

held responsible for the repayment. The case story underscores the vulnerability that individuals, particularly women, can face when confronted with complex legal matters. The client's trust had been exploited, leading her to unknowingly assume financial liability. It was only when the consequences became apparent that she sought assistance from the NLACW. The legal representation played a pivotal role in this case. Their expertise and commitment were instrumental in helping the client navigate the legal intricacies surrounding the loan and her co-signing role. This assistance prevented the client from shouldering an unjust financial burden and losing her home.

The **client profile** has been subject to discussion during the last years, and the criteria for determining a client's eligibility is still not entirely defined. The 2017 evaluation recommended preparing a manual or similar to *"determine exactly who should be provided with assistance at no charge, who should pay a reduced fee, and who should pay a higher fee."*¹⁰⁸ Although no such manual has been developed, the *Case Management Guidelines*¹⁰⁹ for lawyers explicitly state - with reference to the NLACW mandate - that the poorest women are prioritized, and that NLACW should *"provide legal aid and services to women and children from marginalized social sectors in Zambia whose means are inadequate to pay for legal fees normally charged by lawyers in private practice."* Also women and children in a socially, but not necessarily economically vulnerable position can be assisted, if exposed to GBV. The guidelines state that *"women who fall under this category will usually be requested to make a nominal financial contribution to NLACW."*¹¹⁰ The assessment of their economic status considers e.g. their employment situation, but is, however, still mainly based on the lawyer's subjective assessment and with limited objective criteria.

The Strategic Plan 2019-2023 analyses the poverty situation in Zambia and sees poverty, disability and marginalization as a reinforcing factor to gender inequality and unequal access to justice. Poverty reduction is mentioned among other cross-cutting issues as an important issue to deal with, but the ET found no explicit focus on how to address poverty and ensure that the poorest among the potential clients are helped, nor is there an explicit focus on people with disability or HIV/AIDS. According to NLACW, it is assumed that working in rural areas and deliberately targeting people with little or no income automatically guarantees a poverty focus.¹¹¹

The ET found that all clients are received on an equal basis by NLACW, and there was no evidence of anybody having experienced discrimination from the NLACW regarding their status or situation. NLACW has an unbiased and egalitarian approach to provide access to justice for all women and children within the target group described in the Strategic Plan.

¹⁰⁸ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.63.

¹⁰⁹ Case Management Guidelines, NLACW, n.d.

¹¹⁰ Ibid. p.3.

¹¹¹ Interview with NLACW Executive Director, 27.09.2023.

To assess and document the level of **client satisfaction**, NLACW has since 2023 introduced a new monitoring tool, i.e. the Client Satisfaction Survey¹¹² - see also *chapter 3.1.2 Results Framework* above - which allows for assessing the clients' satisfaction and adjust the services to better respond to their needs and expectations. Results from the first survey as well as interviews with clients during the evaluation data collection revealed a picture of general satisfaction with the services provided, i.e. mediation and civil settlements, court representation, and psycho-social counselling. The services were described as fast, cheap or for free, and the staff as friendly, and supportive - a characteristic for all categories of staff met, i.e. lawyers, paralegals and counsellors. Clients interviewed by the ET provided examples of cases that had been won after several years of legal battles and highlighted that without the advice and support from NLACW they might have given up on their legal pursuits and incurred significant financial expenses. It was also highlighted that the contact with NLACW had positively influenced their understanding of rights and legal processes.¹¹³

Specific issues raised in the survey dealt with the waiting time; satisfaction with case advice, professionalism of staff; update on case development; case progress; and the service environment. In general, 2/3 of the total of 50 respondents was 'very satisfied' or 'satisfied' with the services received, whereas approximately 1/3 was 'dissatisfied'. In order to explore further the reasons for dissatisfaction, an open-ended question to explore the reasons will be added in future surveys.

The survey report contains solid reflections and recommendations on how to improve the services, which will be followed up after the discussion of the report at the 2023 annual meeting. The ET found that the survey is a good tool to assess client satisfaction and a reminder to NLACW of keeping focus on how to continuously improve their services. The first survey indicated areas for improvement in terms of e.g. staff training, improved communication and feedback, and streamlining of processes. It also sustained the impression of an extraordinary work load carried by the NLACW staff.

In terms of feedback and communication, the ET noted that a number of partners raised the issue of feedback from NLACW on referrals, i.e. they felt that more information could be shared by NLACW on cases received for them to be able to follow up, learn from the case or at least register the outcome of the referral.

NLACW clients have no other place to turn to for advice and help, and NLACW therefore offers a unique service. Interviews with and testimonies from clients confirmed at a general level satisfaction with the services of NLACW and that expectations were met. This is also reflected in the 'success stories' included in the annual reports, helping to provide illustration of the problems faced by clients and how they were helped. The ET met with a number of clients for focus group discussions during the data collection, and all interviewed former and current clients expressed their satisfaction with the services received and respect with which they were met.

¹¹² Client Survey Analysis, NLACW, n.d.

¹¹³ Focus group interview with clients, Lusaka, 12.09.2023.

Case story: Client impact story - protection order¹¹⁴

One client shared a significant impact story related to her abusive husband and the assistance provided by NLACW. This client had faced a highly abusive marital situation, with her husband subjecting her to violence and intimidation. She had initially believed that the police would always side with her husband, a common misconception in cases of domestic abuse. The turning point came when the court issued a protection order against her husband, legally mandating that he stay away from her and their home. Despite the court's order, her husband disregarded it and attempted to return to their house, continuing his abusive behaviour. Recognizing the urgency of the situation and the danger she faced, the client turned to the lawyers at NLACW for help. The Clinic promptly reported the violation of the protection order to the authorities. As a result, the client's husband was apprehended and detained for his actions. This intervention marked a significant shift in the client's life. For the first time, she felt safe and protected by the law. She gained the assurance that the legal system could indeed provide her with the necessary protection. Importantly, her husband never disobeyed the protection order again, and the client experienced a newfound sense of safety and security in her own home. This impactful story highlights NLACW's critical role in not only securing legal protection for vulnerable individuals but also in empowering them to understand and assert their rights within the legal framework.

4.2 LEGAL LITERACY - GOAL 3

The strategic objective for the thematic area of Legal Literacy is “*to achieve legal literacy and empower targeted actors, including Traditional Leaders, Magistrates, women, men, girls, and boys, to influence positive social norms and practices that contribute to addressing patriarchy, ultimately protecting the human rights of underprivileged and vulnerable women, girls, and boys.*”¹¹⁵ To realise this objective, NLACW has outlined several strategies and activities in its Results Framework, which are designed to assess the impact of their efforts in the Legal Literacy thematic area. Strategic activities include printing and dissemination of information, education and communication (IEC) material on women’s and child rights; conducting radio and television programmes; conducting community and school workshops in targeted communities, training of customary adjudicators on GBV for improved case management; training of statutory adjudicators on GBV and Rules of Court for improved case management; training of community paralegal officers.

This chapter analyses the performance against targets in quantitative terms and responds to the specific evaluation questions related to legal literacy.¹¹⁶ In addition to addressing these evaluation questions, the Legal Literacy chapter also assesses the programme's efficiency and effectiveness, which aligns with the TOR interest in assessing value for money and management and implementation modalities.

¹¹⁴ Interview with clients, Livingstone, 18.09.2023.

¹¹⁵ NLACW Strategic Plan 2019 – 2023, p.11.

¹¹⁶ See Annex 1: Terms of reference, and Annex 2: Evaluation Matrix.

4.2.1 Performance against targets

Over the years, NLACW made notable progress in their legal literacy initiatives, as reflected in the quantitative data. The following aspects of their legal literacy activities have shown significant improvements:¹¹⁷

Legal literacy materials development: The production of culturally appropriate brochures and booklets significantly increased from zero brochures and 1,000 booklets in 2019 to 7,500 brochures and 9,000 booklets in 2022, greatly surpassing the strategic target of 2,500 and 3,000, respectively. While poster production experienced fluctuations, NLACW exceeded the 15,000-poster target in 2022, with an accumulated result of 35,000, indicating their consistent efforts to develop culturally appropriate posters.

Radio and television programmes: NLACW consistently exceeded their annual targets for radio programmes disseminating information on rights, with an accumulated result of 139 radio programmes compared to the strategic goal of 120. Their television programmes also met the strategic target of 30, with 10 programmes in 2022. The programmes were transmitted in English and local languages through various television companies, national and community radio stations.

Community and school workshops: NLACW's community and school workshops substantially exceeded their targets. By 2022, they had conducted 135 community workshops (strategic target: 120) and 137 school workshops, as well as 82 mobile clinics. This indicates a strong commitment to engaging with local communities and educational institutions.

Training of statutory adjudicators: According to the 2022 Annual Programme Report, two training sessions were conducted for key partners in the justice sector, including Subordinate Court Magistrates, prosecutors from the National Prosecution Authority, lawyers, clerks of court, and social welfare officers from Copperbelt and Central Provinces. A total of 82 adjudicators participated in these trainings, contributing to a cumulative count of 114 trained participants, with 32 trained in 2019 and an additional 82 in 2022. The primary objective of the training was to build and enhance the capacity of key service providers in the justice service delivery system regarding Gender-Based Violence (GBV) case management. The training covered various aspects, including gender sensitivity, international and national frameworks for addressing GBV, trends and experiences from the police perspective, civil and criminal proceedings related to GBV cases, prosecutorial techniques, and sensitive ways of interacting with survivors.¹¹⁸ Another similar training session was conducted in Chipata in the Eastern province in October 2023 during the evaluation period. The training also covered the new Children's Code Act.

Training of staff and paralegals: NLACW consistently exceeded their target for community paralegal officer training, with 150 paralegal officers trained by 2022 compared to the strategic goal of 120. The training of statutory adjudicators achieved

¹¹⁷ NLACW Annual Report 2022, Annex 1: Quantitative Achievements Matrix 2019 – 2022.

¹¹⁸ NLACW Annual Programme Report 2022 p.13-14.

an accumulated result of three, aligning with the strategic target. For customary adjudicators, NLACW reached an accumulated result of four training sessions, in line with the strategic target. As a result of previous training and the training in 2019, 2020 and 2022 (with a gap in 2021 due to COVID-19) a total of 182 paralegals (79 women; 103 men) are active, and 89 Paralegal Desks were established (37 women; 52 men).¹¹⁹

4.2.2 Qualitative insights - achieved outcomes

The evaluation questions related to legal literacy were many and detailed¹²⁰, including i.e. legal literacy and application of acquired skills among students in schools reached by NLACW as well as schools not reached; legal literacy and changes in way of ruling among traditional leaders covered and not covered by NLACW legal literacy activities; assessment of the various target groups (schools, community members and traditional leaders); the contribution to capacity building of community leaders and paralegal officers and the establishment of paralegal desks; and experience with different methods of teaching and teaching by different trainers.

Legal Literacy among students

Qualitative insights revealed that one-off **training sessions in schools and communities** have established a foundation for legal awareness but are insufficient for a comprehensive understanding of legal issues. This was particularly evident when comparing students who received legal education through NLACW's programme with those who did not. Schools offer other sources of information, such as Comprehensive Sexual Education (CSE) with focus on health aspects of rights, Civic Education and materials provided by the Ministry of Education. NLACW's outreach programme bridges this gap by providing more comprehensive legal education, especially in areas like GBV, child abuse and children's rights, inheritance, and land rights, thus extending the knowledge base beyond existing educational materials. During a school visit to Kazungula, where NLACW had not previously conducted any training, a conversation with grade 10 and 11 students and their teachers unveiled a basic understanding of GBV and children's rights. However, their knowledge about the legal frameworks safeguarding these rights and the appropriate channels for seeking assistance in case of rights violations was notably limited. In terms of inheritance and property rights, they struggled to identify the specific laws governing these rights.¹²¹

Booklets and posters play a pivotal role in legal literacy efforts. Interviewees expressed their appreciation for the straightforward, yet comprehensive explanations provided in the booklets published by NLACW.¹²² While initially available only in English, the ongoing translation of these booklets into local languages is extending their accessibility and possible impact. These booklets cover a wide array of topics, including child abuse, child custody, human trafficking, and GBV, among others, making essential legal information readily available. They offer clear and actionable

¹¹⁹ PLO Desk chart, NLACW, August 2023.

¹²⁰ See *chapter 1.3 Evaluation questions* above and *Annex 2: Evaluation matrix*.

¹²¹ River View Secondary School Kazungula – interview with grade 10 and grade 11 pupils and teachers, 20.09.2023.

¹²² The 13 booklets published by NLACW since 2019 are available for free at the NLACW website: <https://womens-legal-clinic.com/products>

messages, encompassing definitions, legal frameworks, common practices, preventive measures, suggested courses of action, and contact information. With an average length of 14 to 17 pages, they strike a balance between being informative and easy to digest. Additionally, the significance of posters cannot be overstated. They serve as visible reminders of critical legal information, with one community member emphasising their effectiveness in changing mindsets simply through their presence in public spaces. The combination of booklets and posters enhances the dissemination of legal knowledge, thereby empowering communities and promoting access to justice. As expressed by a headman in Kazungula during the data collection: *“We need more posters in public places, posters speak volumes – just seeing a poster can change mindset.”*

Legal Literacy among statutory adjudicators

Qualitative findings from interviews with members of the judiciary revealed several noteworthy aspects. The need for **more training at local courts** was emphasised. The judiciary expressed the possibility of approaching NLACW when specific needs arise. Concerns were raised about the mental well-being of court officials dealing with GBV cases, highlighting the need for counselling and therapy. Training initiatives were found to improve referral mechanisms, particularly ensuring that cases are directed to the appropriate court. Challenges in Lusaka were noted due to high caseloads, while smaller districts experienced a faster resolution of GBV cases. The interviews underscored transformative changes in approach, especially in dealing with traditional customs. The judiciary acknowledged the positive impact of NLACW's initiatives, citing improved understanding of GBV from a civil perspective and the adoption of new laws and practices, such as occupational orders. However, challenges persisted, particularly in handling large numbers of GBV cases in Lusaka. Interaction with NLACW initiatives was seen as beneficial, with training on human rights addressing traditional customs, influencing changes in divorce petitions, and enhancing the acceptability of women initiating divorce. Final observations emphasized the interconnectedness of GBV and child cases, despite training often treating them separately. The training department within the judiciary, along with the advisory committee, engages in discussions about training needs. However, there is uncertainty about the existence of a formal agreement between the NLACW and the judiciary in this regard. The lack of a clear formal agreement between the NLACW and the judiciary may contribute to challenges in coordinating and addressing the identified training needs effectively.

Legal Literacy among traditional leaders

The ET verified **engagement and knowledge application** by traditional leaders who engaged with the NLACW programme. They demonstrated a notable improvement in their legal practice and knowledge, as seen e.g. in the case of the headman in Kazungula, who now approaches dispute resolution more impartially and lawfully. Previously, traditional leaders often favoured friends and relatives in their decisions but have since shifted to assess cases objectively, differentiating between criminal and civil matters. This change has led to a more balanced and fair approach to resolving disputes and reduced land and boundary conflicts within the community. The training has also encouraged traditional leaders to guide community members toward paralegals for free legal advice, contributing to greater access to justice and fairness in their

communities. The headman went further, stating that they are sharing their legal literacy knowledge beyond the boundaries of his village: *“We now even advice other headmen who haven’t been through the (legal literacy) training, that a leader has to be fair and not take sides.”*¹²³ They acquired the skills necessary to identify, differentiate, and handle various legal cases. Another example was the traditional leaders under Chief Chamuka in Chisamba District actively participated in NLACW's legal literacy sessions, and displaying a deep understanding of legal issues, including the distinction between civil and criminal cases. This heightened legal literacy empowered them to address cases more effectively within their communities.

The ET further noticed that the improved legal literacy of traditional leaders has significantly influenced their roles and responsibilities and thereby **impacted on ruling and decision-making**. Traditional leaders have started to integrate this knowledge into their rule. They are better equipped to resolve disputes and conflicts within their communities. For example, Chief Mumpansha now makes more informed decisions based on the legal aspects of cases that come before him. In addition, Chief Chamuka played a pivotal role in advancing child protection and women's empowerment within the chieftdom's strategic plan. His by-laws not only extended beyond the Child Code Act by stipulating that no child under the age of 21 could marry even with parental consent but also encompassed measures to empower women by ensuring their access to secure land rights. These initiatives, including provisions to facilitate women's access to funding from sources like the Constituency Development Fund (CDF), have contributed significantly to poverty reduction and the overall well-being of the community.¹²⁴

Capacity building of community leaders and paralegal officers

NLACW's programme has been highly effective in enhancing the capacity of community leaders and paralegal officers. Interviews demonstrated that these individuals exhibited a profound dedication and commitment to promote access to justice. They actively engage in various activities, embracing opportunities to enhance their legal knowledge and skills. Interviews with the Prime Minister and the chief's courtier at Mukuni village in Southern Province, underscore the impact of NLACW's capacity-building efforts within the community. The Prime Minister and the courtier emphasised the value of the training sessions between traditional leaders and the judiciary, illustrating how these sessions have significantly enhanced the understanding of the need to align customary law with formal legal systems. Their ability to discern between cases suitable for traditional courts and those requiring local court intervention reflects their strengthened capacity to promote access to justice. Additionally, the involvement of traditional chiefs and the integration of the referral system to the paralegal desk for critical issues like human rights, child abuse, and gender-based violence further showcases the active role of these community leaders in fostering legal literacy and ensuring that appropriate legal channels are pursued.¹²⁵

¹²³ Interview with community in Kazungula, Southern Province, 20.09.2023

¹²⁴ Interview with Chief Chamuka at his palace in Chisamba, 15.09.2023.

¹²⁵ Interview with Prime minister and Chief's Courtier, Mukuni Village, Southern Province, 20.09.2023

Additionally, the programme enjoys strong support and active involvement from paralegal desk host institutions like churches, schools, One-Stop-Centres, and traditional chiefs. The ET found that these institutions go beyond passive support and actively participate in programme activities by providing venues for legal workshops and hosting paralegal desks thereby creating a conducive environment for knowledge dissemination.

The following case illustrates the transformative potential of legal literacy initiatives conducted in partnership with faith-based organizations, fostering informed and self-reliant communities.

Empowering Legal Literacy through Church Collaboration¹²⁶

In December 2022, St. Xavier Parish's Catholic women's association in Thornpark, Lusaka, sought assistance from the National Legal Aid Clinic for Women (NLACW) to address gender-based violence (GBV) and property rights issues. NLACW organized an event that educated over 150 participants, including those from a neighbouring parish, on these crucial legal matters. The impact extended beyond the event, as participants shared their knowledge with their communities. This legal literacy initiative empowered attendees with courage, unity, and the knowledge of where to seek support. It emphasized self-reliance, financial empowerment, and the significance of knowing and standing up for one's rights. The event's success led to suggestions for future collaborations between NLACW and the church to provide training on various relevant subjects.

Application of legal skills by paralegal officers

The paralegal officers and desks are the NLACW extended network and represents a specific organizational strength. This structure is crucial for securing access to justice for as broad a group of vulnerable women and children as possible. The network extends from the three offices through other justice sector stakeholders, i.e. local government institutions, schools, police etc. and involves voluntary paralegal officers. Voluntarism plays an important role in the paralegal service structure, and also at this level is there a need for taking care not to overstretch the capacity of the paralegal officers. To maintain the motivational drive, it is necessary to ensure a strong back-up and support, official status and identification, means of work, as well some remuneration to avoid loss of motivation and thereby weakening the system. Para legal officers interviewed by the ET informed that they often work all week days and for long hours with no remuneration except for the ZMW 300 allowance per month to cover expenses. They have no means of transport, phones or formal identification papers / credentials. The supply of pamphlets, posters, case files etc. is not always sufficiently frequent, and supervision and back-up may be irregular due to distances and lack of communication. All interviewed para legal officers stressed the need for refresher training.¹²⁷ An overview of common issues affecting paralegals is included in Annex 8.

¹²⁶ Interview with Chairperson of St Xavier Catholic Women's League & Women's League members, 14.09.2023.

¹²⁷ Interviews with paralegal officers, Copperbelt, 19.09.2023.

Paralegal officers are actively engaged in addressing the legal needs of a substantial number of clients. They are the first entry point to legal advice and service and provide mediation services, counselling, advice, referrals, and occasionally extend their roles beyond the prescribed boundaries, such as administering child maintenance payments. As the first entry point for clients, they deal with a broad variety of issues, e.g. early marriages, GBV, defilement, land disputes etc. and their knowledge on how to deal with these issues is crucial, as is the knowledge of what to refer to NLACW or the police. This practical application of skills enhances access to justice and legal support in communities. However, it also raises the consideration of establishing clearer boundaries.

*Empowering legal literacy through school collaboration*¹²⁸

In a notable case from September 2022, a paralegal shared a significant intervention involving a 14-year-old girl in grade 7 who had become pregnant. Upon receiving the school's report, the paralegal swiftly engaged with the girl's parents, coordinating her transfer to the Victim Support Unit (VSU), the hospital, and the police. Subsequently, a warrant of arrest was issued for the perpetrator. This successful intervention not only encouraged greater community reporting of teenage pregnancies but also fostered increased awareness and deterrence against engaging in relationships with underage girls. Most importantly, the girl was successfully re-enrolled in school, now progressing to grade 8.

Experience with different teaching approaches and target groups

The NLACW programme employs diverse teaching approaches that target different groups within communities, e.g. schools, community members and traditional leaders. These approaches yield varying but equally valuable results:

Community workshops, often held in marketplaces, churches or village centres, have proven highly effective. The open and accessible nature of these workshops allows for easy message sharing. For example, a community workshop in a busy marketplace in Chandamali, Choma Southern Province ensured critical legal information reached even the remotest villages through word of mouth. This method has facilitated knowledge dissemination and reinforced legal literacy of community members.

School workshops involve groups of teachers and offer a better anchor for the legal knowledge imparted. The introduction of Law Clubs in schools is something the NLACW Livingstone is considering as part of their school legal literacy programme next year. This would provide students with continuous engagement with legal issues, creating a structured environment for developing a deeper understanding of their legal rights. Incorporating this approach into Study Circles, in conjunction with Adult Literacy Centres as recommended by the Mpongwe District Education Board Secretary (DEBS), is promising. Furthermore, engaging school guidance teachers can serve as a method to uphold institutional knowledge of the training within the schools. A recurring issue lies in the lack of information transfer, where teachers who have not

¹²⁸ Interview with paralegal in Kalomo, Southern Province, 21.09.2023.

directly participated in NLACW workshops remain uninformed about the events, key messages, and their significance. To ensure effective dissemination and knowledge sharing beyond these workshops, it is imperative to prevent them from being isolated, standalone events. This challenge became evident during school visits in both the Copperbelt and Southern Province.

Challenges with training manuals and variability in training approaches. One of the recommendations of the 2017 evaluation was to *“increase the effectiveness of workshops, standard workshop guides and materials should be developed and translated to increase accuracy of information and training, and staff should be trained on workshop skills and using participatory adult education methodologies.”* This recommendation was acknowledged and acted upon by updating and distributing the Workshop Manual¹²⁹ and NLACW staff was consulted during the development of the manuals.¹³⁰

Different outreach persons may employ distinct teaching methods, resulting in variations in programme outcomes. While the legal content remains consistent, the effectiveness of delivery can differ based on the facilitator. The experience with the Trainer's Manuals on Women's and Child Rights revealed various practical challenges. These manuals require trainers and facilitators to select relevant topics for their sessions. In certain rural communities, there is a need for sensitivity regarding cultural norms, gender and age dynamics. For instance, younger women teaching older women or women instructing men might face resistance due to perceptions of inexperience. Therefore, the available facilitator might sometimes not be the ideal choice due to limited options. The manuals were criticised for not directly relating to the communities' specific concerns and for their overly theoretical nature. In addition, the resources that the manual outlines are needed to deliver the training, like projectors, markers, and phones for downloading, are not realistic or practical in rural areas where there is no electricity, for example. Consequently, the manuals were considered more suitable for corporate, urban, and school settings but less effective for grassroots communities. Some elements, such as addressing GBV, were suggested for inclusion. While the idea of standardization was appreciated, there was a call for simplification and interactivity to prevent overwhelming participants. The lesson guides developed by NLACW for the counsellors were seen as more effective, and there was a need for a simplified version of the manuals, akin to the simplified lesson plans used by counsellors. Moreover, it was observed that while employees underwent training on teaching methodologies and manual usage, there may be a gap in training for those who joined the initiative later. The training was designed as a trainer-of-trainers manual, aiming for trained employees to transfer skills to their colleagues within their respective workstations. This highlights the need for improvement in resources to ensure they effectively address the training requirements of all employees, including those who may have joined the initiative at a later stage. There are also instances where a topic may not be covered in the manuals meaning that outreach personnel who have a

¹²⁹ NLACW Annual Report 2019, p.21.

¹³⁰ Informed by interviews with NLACW programme staff, 12.09.2023.

stronger grasp on topical issues are able to communicate key legal concepts more effectively than others.

4.2.3 Paralegal training

As discussed above in *chapter 2.3.1*, the Zambian government took a significant step towards expanding access to legal aid services by developing the National Legal Aid Policy in 2018.¹³¹ The policy marked a departure from the conventional practice of restricting legal aid service provision to lawyers. Instead, it embraced a more inclusive approach that recognises the contributions of various legal aid service providers, including paralegals, legal assistants (i.e. individuals with law degrees) and CSOs. The National Legal Aid Policy lays the groundwork for non-legal practitioners to administer legal aid services in Zambia. These professionals are mandated to register with the Legal Aid Board to offer legal aid. Paralegals were later formally recognised in the Legal Aid Act No. 1 of 2021 and operate at three distinct levels, each demanding qualifications aligned with their respective areas of specialization.

Policy highlights

Legal Information and education: The National Legal Aid Policy extended the scope of legal aid services to include legal information and education. This broader focus aims to empower individuals with a better understanding of legal matters, enabling them to make informed decisions and exercise their rights effectively.

Standardised paralegal training curriculum: The policy laid the foundation for the creation of standardized training curricula for paralegals. This curriculum encompasses Levels I, II, and III, with Level III training designed to equip community members who hold a minimum qualification of a Grade 9 certificate with essential legal knowledge and skills.

30-day training: NLACW benefitted from support on paralegal training through the EU funded and GIZ implemented PLEED-programme. Under the current Strategic Plan, the paralegal trainings at Level III have been continued with support from Sida. These 30-day training programmes enable participants to acquire the necessary skills to provide basic legal information and guide individuals in need of legal assistance.¹³²

Supervision and accreditation: Trained paralegals work under the close supervision of CSOs or higher learning institution. Section 20 (2) of the Legal Aid Act of 2021 states that “*A registered paralegal shall be supervised by a practitioner, a legal assistant or any other person that the Board may determine.*” The Act also requires the paralegal to seek accreditation under the Legal Aid Board. This accreditation process will further professionalise their roles and enhance their ability to provide effective legal aid services to the community.

¹³¹ National Legal Aid Policy, Republic of Zambia, Ministry of Justice, October 2018; Legal Aid Act, No.1 of 2021.

¹³² See *section 4.2.1 Performance targets* for number of trained paralegals.

The NLACW Strategic Plan outlines a comprehensive approach to enhance access to justice, particularly in underserved and remote communities, by establishing and strengthening **community paralegal desks**. This strategic initiative builds upon past successes and emphasises the importance of providing essential legal assistance to those in need. The paralegal officers are pivotal in this effort, receiving training aligned with the standardised curriculum prescribed by the *Technical Education, Vocational and Entrepreneurship Training Authority* (TEVETA)¹³³, ensuring they stay up to date with evolving legal trends and legislation. These officers serve as change agents within their respective communities, promoting the rule of law, human rights, and gender equality. Furthermore, NLACW's strategic focus on community paralegals complements its efforts to reduce the budget allocated for community workshops while simultaneously enhancing their effectiveness.

NLACW was at the forefront, being among the initial and few CSOs to receive **accreditation from TEVETA** as a training institution for the Paralegal Level III Course. This accreditation followed the formulation of a paralegal curriculum by TEVETA. The creation of this curriculum was guided by the newly adopted National Legal Aid Policy, which underscores the need for standardized paralegal training, formally acknowledging the pivotal role played by paralegals in ensuring access to justice.¹³⁴ The training curriculum across all three levels places a strong emphasis on developing the practical skills necessary for paralegals to deliver legal aid efficiently.

TEVETA Paralegal certification - an overview¹³⁶

The three paralegal levels are structured as follows:

- Level 3, with a skills award level, requiring a 130-hour training course.
- Level 2, at the trade test level, entailing an extensive 780-hour training course.
- Level 1, at the certificate level, involving a comprehensive 1,620-hour training course, coupled with a mandatory 780-hour attachment.

NLACW's paralegal training programme has undergone significant transformations, especially after achieving TEVETA certification in 2019, where several institutions, including universities, higher educational bodies, and CSOs were accredited as training providers by TEVETA.¹³⁷ The policy shift, **embracing paralegals as key contributors to legal literacy and access to justice**, represented a significant step towards reaching and empowering a wider segment of the population in Zambia. Paralegals, equipped with standardised training and accreditation, play a vital role in

¹³³ <https://www.teveta.org.zm/>

¹³⁴ NLACW Annual Report 2019, p.6.

¹³⁵ Training manuals tailored to each level were created by organisations, including Caritas Zambia for level 3, Cavendish University for level 2, and the Zambia Institute of Advanced Legal Education (ZIALE) for level 1.

¹³⁶ <https://globalaccesstojustice.com/global-overview-zambia/>

¹³⁷ ZIALE, Cavendish University, Caritas Zambia, PAN, NLACW, Prisoners Future Foundation-PFF in collaboration with Mulungushi University, Young Women Christian Association Kitwe-YWCA Kitwe, and Women and Law in Southern Africa-WLSA).

bridging the gap in legal knowledge and support for individuals who may not have easy access to legal professionals. Paralegal training is relevant to communities by directly addressing knowledge gaps and legal challenges faced by individuals in their daily lives. Paralegal training, often engaging local community members, efficiently spreads legal knowledge. These paralegals act as intermediaries who educate people in their communities, making the training highly effective. Paralegal training has effectively improved the legal literacy of community members, empowering them to address legal issues, offer advice, referrals, and mediation services, thus extending the programme's reach.

Paralegal training has **positively impacted the knowledge, attitude, and practice (KAP)** of individuals in these communities, i.e. community members now possess a better understanding of their legal rights and responsibilities, thanks to the efforts of trained paralegals; the positive attitudes of paralegals influence community members positively, making them more inclined to seek assistance when facing legal issues; and paralegals actively practice their knowledge through assisting community members in legal matters, mediation, advice, and referrals. Additionally, community members are more inclined to approach paralegal desks to address legal concerns. The ET sees vast potential in extending this successful paralegal training programme to other organisations, such as the National Prosecution Authority (NPA). Collaborative efforts can help disseminate legal literacy more widely and serve an even broader demographic.

Case story: Protecting a minor's rights

In Chandamali village in Choma, a minor accidentally broke a car window while playing near a neighbour's vehicle. The car owner reported the incident to the police and insisted on legal action against the child. Faced with potential legal consequences, the child's parents sought the assistance of a local paralegal trained by NLACW. The paralegal, well-versed in legal matters through NLACW's training, intervened. They argued that due to the child's young age and inability to understand the consequences of his actions, he could not be held criminally liable. The police accepted this argument, and the child was spared legal repercussions. The impact of the paralegal's intervention was significant. Without the paralegal's knowledge and advocacy, the boy might have faced punishment by the police, leading to potential legal and financial burdens for his parents. This case exemplifies how NLACW's legal literacy training equips paralegals to protect the rights of minors and prevent unnecessary legal actions in their communities.

The evaluation revealed a noticeable **gender disparity among paralegals** within the NLACW programme, with fewer female paralegals compared to males. This disparity is primarily attributed to the requirement for paralegals to have passed at least grade 9 at the secondary school level, which inadvertently excludes many potential female candidates. To address the challenge of the limited number of female paralegals, NLACW may intensify initiatives aimed at identifying well-suited female candidates within the community. One potential approach could involve delivering tailored information during school engagements, specifically targeting female students in Grade 9 or 10. This strategy aims to encourage and nurture the participation of young women in the paralegal profession.

4.2.4 Media outreach

NLACW's engagement with various media outlets has been highly relevant. The ET met with a number of these in Lusaka, Livingstone and Ndola, i.e. Zambia National Broadcast Company (ZNBC), Daily Mail, Zambezi FM, Komboni Radio, Radio Maria, Radio Chimwemwe, Radio Sun and Radio Mpongwe. This serves as a critical channel for reaching diverse audiences, particularly in remote areas. Media engagement has effectively disseminated legal knowledge and information through television and radio programmes and newspaper features and thereby contributed to enhancement of legal literacy. Notably, community radio stations like Radio Mano in Kasama have allowed content tailored to specific local contexts, expanding the programme's reach. Furthermore, community (and commercial) radios serve as a valuable introductory platform, effectively raising awareness and priming communities for the topics to be discussed during subsequent workshops. This collaborative relationship with the media functions in a dual capacity: NLACW leverages community radios both as an information channel, where they cover associated costs, and as a platform for knowledge sharing, with NLACW participating as an invited expert, facilitating a seamless flow of expertise and information.

Interviews with media partners in Lusaka, Ndola and Livingstone demonstrated interest in further developing the collaboration with NLACW. Extending the collaboration would be of mutual benefit, as the media will have access to information and a possibility of sharpening their professional content, and for NLACW a more strategic use of media would provide a platform not only for legal literacy, but also for advocacy purposes. The possibility of training journalists in access to justice, human rights and legislation was discussed and found interesting by both parties. See also *chapter 4.3.1 Advocacy* below.

4.3 LIGHT-TOUCH ISSUES - GOALS 2 AND 4

In addition to the two main focus areas of the evaluation, i.e. the strategic goals of legal representation (#1) and legal literacy (#3), it was decided during the inception period of the evaluation that the strategic goals of advocacy (#2) and sustainability (#4) should be subject to a 'light-touch' evaluation. Based on the interconnectedness of the four strategic goals as spelled out in the NLACW theory of change, this makes sense, and data collection has verified the importance of addressing the entire set of strategic activities to get the full picture of NLACW's capacity, performance and lessons learned. This chapter therefore contains a brief analysis of the approach, initiatives and results related to these two strategic goals.

4.3.1 Advocacy

In the NLACW TOC, advocacy is an important part of the interconnected initiatives and activities, which sum is expected to contribute significantly to realise the vision of *"a Zambian society where under-privileged and vulnerable women and children have fair and equal access to justice"*.¹³⁸ The strategic goal of *"advocating for laws and policies that strengthen the rights of women and children"*¹³⁹ reflects the formal

¹³⁸ NLACW Strategic Plan 2019-2023, p.2.

¹³⁹ Ibid., p.13.

verbalization of an in-built and well-founded practice of NLACW to engage successfully in policy reform and law making processes through an extended network of contacts among policy makers, government institutions, academia, CSOs and media. The 2017 evaluation, however, pointed out that the advocacy engagement had been ad hoc and not based on an explicit advocacy strategy and recommended that a formal advocacy and networking strategy be included as part of the next strategic plan.¹⁴⁰

In response to this recommendation, NLACW opted for an operational approach and developed an **advocacy toolkit**, which provides the user with an overview of where advocacy fits in the NLACW work, a theoretical understanding of advocacy, and 15 tools to be used in different interventions.¹⁴¹ The toolkit was developed in collaboration with the Zambian Governance Foundation (ZGF) and has been introduced to NLACW staff through training in 2020. The toolkit is comprehensive, practical and easily understood, but training was conducted only in 2020, and the impact is therefore difficult to trace in 2023. Considering that advocacy is still undertaken on an ad hoc basis and that staff turn-over is relatively high, it would be worth the effort to repeat and/or refresh the training and explore how advocacy initiatives can be strategically integrated in the new strategic plan. Further on advocacy training, NLACW was responsible for advocacy training under the Diakonia implemented Strengthen Accountability Programme II in the period of 2021-2022.

The implementation of the planned advocacy activities followed the objectives outlined in the Results Framework and included in addition to the preparation of the advocacy toolkit other on-going activities, i.e. network and parliamentary meetings and parliamentary submissions. All targets were reached by end of 2022, except for a few network meetings not held in 2019 and 2020 due to the late start of activities, as well as the COVID-19 pandemic.¹⁴² The implementation is closely followed by the Risk Management and Strategic Planning Committee under the NLACW Board.¹⁴³

Network meetings with government and non-government justice sector stakeholders were held 2-4 times a year to exchange and discuss current legal issues, e.g. challenges faced in investigating, prosecuting and adjudicating gender based violence cases. A lesson learned in terms of enhancing efficiency in advocacy is that strategic alliances with like-minded institutions provide leverage and yield positive results.¹⁴⁴ In the 2019-2023 period, NLACW has - as stated in the strategic approach of the TOC - actively engaged with other stakeholders to reinforce their advocacy initiatives. This has involved joining hands with government and non-government partners to reinforce voice. Among the partners were e.g. Non-governmental Gender Organisations' Coordinating Council (NGOCC), WLSA, Zambia Land Alliance (ZLA), Child Justice Forum (CJF), PAN, YWCA, LAB and Zambian Law Development Committee (ZLDC). Collaboration with other stakeholders has included development of specific

¹⁴⁰ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.7 and p.12.

¹⁴¹ Advocacy Toolkit, NLACW, March 2020, p.2.

¹⁴² NLACE Annual Report 2022, Annex 1: Quantitative Achievement Matrix.

¹⁴³ Minutes from RMSP meetings, 14.12.2023, p.7 and 24.04.23, pp.6-7.

¹⁴⁴ NLACW Annual Report 2019, p.24.

background studies, policy briefs, inputs to legislative processes, dialogue with parliamentarians¹⁴⁵, as well as meetings with Judiciary to develop the National Juvenile Justice Strategy and Action Plan (2022-2026).

Meetings with parliamentary committees is another deliberate advocacy strategy, which has included focus on a long list of national legislative processes, policies and laws and the implication of these on women and children's access to justice and defence of women's and children's rights. The ET participated in one such meeting, i.e. the presentation of a study on widow destitution and dispossession¹⁴⁶ and noted that there is a particular constraint to meetings with members of parliament, as NLACW has to support the disproportionately high cost of sitting allowances in the order of ZMW 2,000 per member for each session.

A continuous activity has been to submit **comments on bills and policies** - an activity which often has to continue over several years, as adoption of a law does not automatically lead to immediate implementation, e.g. the Gender Equality Act from 2015, which in 2023 is still not implemented.¹⁴⁷ Some of the bills and policies which have been commented and followed by NLACW over the 2019-2023 period are: National Resettlement Policy (2019), the Penal Code (Amendment) Bill and the Criminal Procedure Code Bill (2019-2020); the National Gender Policy (2020), National Land Policy and Operations of the Land Tribunal (2020), Anti-Gender Based Violence Act (2020), Legal Aid Bill (2020-2021), Child Code Bill (2020-2021), Sexual Harassment in the Work Place Policy (2020), the harmonization of Zambian laws to conform to the United Nations Convention on the Rights of Persons with Disabilities as well as the ILO Convention concerning discrimination in in Respect of Employment and Occupation (2021), Electoral Process Bill to advocate for inmates' right to vote (2021).¹⁴⁸ This work was followed up through continuous monitoring of the progress with on-going law reforms, e.g. Marriage Bill and the Intestate Succession Bill (2021).

Interviews held during the data collection confirmed that NLACW is well-positioned, respected and recognized for professional integrity, which provides the organization with legitimacy to participate in discussions and contribute, as well as disseminate information on legal issues and national policy processes. As expressed by one partner organization: *"With NLACW in the forefront, much can be achieved, as NLACW is leverage for other organizations."*¹⁴⁹ NLACW is recognized for their work on dissemination of information on legal issues and rights through publications, research and studies, which provide a solid basis for evidence-based advocacy.

¹⁴⁵ Interview with NGOCC and WLSA, 26.09.2023.

¹⁴⁶ Widow Destitution and Dispossession: How Zambian Inheritance Law infringes on a Woman's Right to own and use Property, Human Rights Report, Georgetown University, NLACW and WLSA, 2022. Presented to the Parliamentary Committees on National Guidance and Gender Matters, and Legal Affairs, Human Rights and Governance, 27.09.2023.

¹⁴⁷ Interview with NGOCC and WLSA, 26.09.2023.

¹⁴⁸ Based on information from NLACW Annual Reports 2019, 2020, 2021 and 2022. The year in bracket refers to the Annual Reports.

¹⁴⁹ Interview with DIAKONIA, 26.09.2023.

Communication is a particular and important aspect of effective advocacy work. As discussed above in *chapter 4.2.3 Media outreach*, NLACW has an extensive collaboration with media (radio, television and printed media), as well as an active presence on social media (Facebook) with 6,400 followers¹⁵⁰ and a website.¹⁵¹ The website has been re-established on recommendation from the 2017 evaluation¹⁵² and offers access to the 13 booklets on rights issues, published in an easy-to-access language and format, as well as basic information of the services offered by the NLACW: legal services, legal and human rights education, and advocacy. There is, however, no information on the organizational structure and set-up of NLACW, and no library with access to other publications - policy briefs and similar documents from NLACW could be of public interest. NLACW is also present at *Bizbwana* with the same information as the website.¹⁵³

The 2017 evaluation also recommended that *“an advocacy and networking strategy should be developed that includes low-cost and no cost means of providing outreach....”*¹⁵⁴ NLACW has, however not prepared a written communication strategy, but adopted various approaches to reduce costs, e.g. call-in radio programmes with community radios. These efforts have had a focus on outreach rather than strategic communication and advocacy in the media partnerships, and the media collaboration is still driven by ad hoc needs rather than a strategic focus on linking short- and long-term advocacy agendas with media activities.

4.3.2 Sustainability

The fourth strategic goal in the 2019-2023 Strategic Plan is the financial stability and sustainability, and it is ambitiously stated that *“the strategy will be to ensure that the benefits currently accruing to the NLACW clients continue well after donors have pulled out.”*¹⁵⁵ The urgent need for increasing and diversifying the income base was recognized, and alternatives to donor funding or supplementary sources of income were identified. The financial sustainability is implicitly considered as a basis for organizational / institutional sustainability and should therefore be considered a core priority. The NLACW Sustainability Plan 2019-2023¹⁵⁶ is a follow-up of a previous Sustainability Plan 2013-2017, which was evaluated in 2017.

The very first recommendation in the 2017 evaluation report reads: *“The Clinic needs to continue to find ways of increasing its funding base, both from Cooperating Partners, and by implementing its sustainability plan. In that regard, the additional programme officer specialised in resource mobilisation identified by Management and the Board should be employed as a matter of priority.”*¹⁵⁷ The urgency of the

¹⁵⁰ <https://www.facebook.com/NationalLegalAidClinicforWomen>

¹⁵¹ <https://womens-legal-clinic.com/>

¹⁵² Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, pp.63-64.

¹⁵³ <https://bizbwana.com/orgs/national-legal-aid-clinic-for-women>

¹⁵⁴ Ibid.

¹⁵⁵ NLACW Strategic Plan 2019-2023, pp.11.

¹⁵⁶ NLACW Sustainability Plan, 2019-2023.

¹⁵⁷ Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralized Evaluations 2018:1, December 2017, p.62.

recommendation is based on the fact that Sida had urged NLACW to develop the 2013-2017 Sustainability Plan aimed at i.e. diversifying and expanding funding, establishing partnerships and sponsorships, and strengthening organizational capacity for fundraising. However, the evaluation concluded that *“very little has been done yet to comply with it.”*

The 2019 - 2023 Sustainability Plan is ambitious in terms of goals and objectives with a focus on diversification and expansion of sources, e.g. from multiple donors and private sector engagement (corporate social responsibility). Specific targets in terms of number of concept papers and proposals to be elaborated are set, albeit no budgetary targets are included. As discussed in chapter 3.1.3 *Budget* above, NLACW successfully raised the available amount above the planned budget with ZMW 23.7 million - corresponding to almost 30 percent above the initial budget.

Sustainability goals and objectives¹⁵⁸

Goal

- Increase NLACW income through diversified resource portfolio

Objectives

- Improve funding through increased submission of proposals and concept-notes to potential donors
- Increase self-financed resources through construction and refurbishment of infrastructure
- Increase donor-interest and donor-retention through active publicity and improved accountability efforts

Efforts to raise additional funds in the 2019 -2023 period were concentrated in various activities, i.e. proposal and concept note development with specific annual output targets (8 per year); Corporate Social Responsibility to raise cash and in-kind contributions from private sector (12 concept notes per year); and self-finance through e.g. client’s voluntary contributions with the aim of funding construction of additional office space and acquisition of land for the construction. In addition, a number of cost reduction or optimizing strategies were developed, e.g. training of staff in resource mobilization, increased publicity through special events, and leverage of community resources. Unfortunately, the COVID-epidemic hampered efforts by reducing the availability of donor funds in 2020-2021 and by undermining the perspectives of engaging private sector in resource mobilization, e.g. for construction of office buildings in Livingstone.

Finally, NLACW has also invested own funds in Treasury Bills at the amount of ZMW 610,772 for a three months period at an interest rate of 8 percent, leaving NLACW with a net income of ZMW 12,791.¹⁵⁹ It is of importance to observe that Swedish funds cannot be used for such investments and that accounts are strictly separated.

¹⁵⁸ NLACW Sustainability Plan, 2019-2023, p. 5.

¹⁵⁹ NLACW Board Meeting minutes, 12.01.2023, p.10.

Internal fund raising capacity was strengthened, and a Resource Mobilization Officer was contracted, but resigned in 2022 and was replaced by a new person in early 2023. Unfortunately, this person resigned in September 2023 after only six months employment, leaving NLACW in a vacuum in terms of fundraising capacity until a new Strategic Plan and corresponding funding is in place. Although several senior staff members have been trained and are actively engaged in fundraising, there is still a need for boosting this area of capacity.

NLACW has engaged actively in developing concept notes and proposals for additional donor funding has made a commendable effort in partnering with both government and non-government partners in their efforts to fundraise. However, in spite of successful fundraising and ambitious targets in terms of number of applications, contextual constraints as well as lack of internal resources and capacity have resulted in a situation by end of 2023, where the funding pipeline for the coming years is weak. In 2019, the target of eight proposals submitted was met, but in the following years only few were submitted, and by end of 2022, the total number of proposals submitted for donor funding was seven. Information provided in annual reports is uneven and do not contain details on the type of concept notes and proposals developed, funding achieved, or whether the proposals/concept notes were developed jointly with other organizations.

Fundraising is an area which requires strategic and long-term planning to be successful in securing future funding to maintain momentum. This will require a joint effort in the areas of programme planning, financial management and strategic leadership, combined with competences and resources. Based on the results from 2019-2023, fundraising and sustainability efforts remains an area in need of increased attention, innovative thinking and realistic planning.

4.4 CROSS-CUTTING ISSUES

Based on the ToR, the evaluation was expected to address a number of cross-cutting issues. Some of these are part of the DNA of NLACW and the access to justice programme, i.e. gender equality, the poverty perspective, and the human rights based approach (HRBA). These issues have therefore been discussed as an integral part of the analysis above. There is, however, reason to provide some additional comments to these issues, as well as to the other cross-cutting issues of transparency and accountability, and environmental responsibility.

Accountability and transparency. The ET found that NLACW has implemented the access to justice programme in an accountable and transparent way. This is reflected in the high degree of engagement with legal sector stakeholders, e.g. government institutions and CSOs, which have all confirmed NLACW's integrity and professionalism. Funding partners interviewed expressed their satisfaction with the narrative and financial reports, including audit reports and had no other concerns than occasional delays in reporting in terms of accountability. The governance structure of NLACW provides a solid organizational framework for internal accountability, which is systematically documented in minutes from Board and Board committee meetings. The Board has demonstrated capacity to react and act in situations, which required

intervention and has e.g. strengthened the human resource management capacity, as well as initiated the development of a whistle-blower mechanism. This said, the ET also noticed a certain slowness in updating and formalizing e.g. the Governance Charter, operational manuals and partnership agreements / MoUs. Related to transparency, the only issue may be the fact that only limited information on the organizations set-up, i.e. governance structure, organizational set-up, Board members, organization of the secretariat, strategies, key publications (policy briefs, submissions on legislative issues etc.) and annual reports is available on the website.

HRBA and poverty. The entire NLACW and its Strategy Plan is human rights based - with access to justice and gender equality at the core of the organization's vision and mission, there is no further comments to this. Strategic goals and related activities all center around enhancing access to justice and promoting gender equality for vulnerable women and children with focus on rights. As discussed above, in *chapter 4.1.2*, NLACW sees poverty, disability and marginalization as intersectional reinforcing factors to gender inequality and unequal access to justice. There is, however, no explicit focus on how to address poverty - except for assuming that working in rural areas will automatically address poverty - or how to ensure that the poorest among the potential clients are helped, nor is there an explicit focus on people with disability or HIV/AIDS. This said, the ET also noticed that NLACW has an unbiased and egalitarian approach to provide access to justice for all women and children within the target group described in the Strategic Plan.

Gender equality is genuinely mainstreamed in the NLACW access to justice programme. The ET only took notice of an imbalance in terms of more male paralegals than females - a situation rooted in the structural barriers to girls' education, as the paralegal training required a Grade 9 certificate.

Environmental concerns. The environmental aspect was not mentioned in the ToR, and is given limited attention in the NLACW Strategic Plan with no indications on how to reduce environmental footprints: "The NLACW will continue to ensure that its environmental footprint remains as low as possible to mitigate the effects of global warming."¹⁶⁰ The Sida Appraisal Report from 2019 stated that "no direct or indirect environmental risks is expected for humans, plants, animals, land, water, air, etc."¹⁶¹ The acquisition of two new vehicles at the start of the programme was considered an environmental gain in terms of lower CO2-emissions. The ET is, however, of the opinion that NLACW would benefit from addressing environmental considerations in regard to how office operations, communication and travels could be made more sustainable. This would be an asset, not only for the environmental footprint, but also in relation to fundraising and demonstration of organizational responsibility.

¹⁶⁰ NLACW Strategic Plan 2019-2023, p.12.

¹⁶¹ Support to LAZ National Legal Aid Clinic for Women, Appraisal of Intervention, Embassy of Sweden, 21.02, 2019, p.6

5 Conclusions and recommendations

The evaluation of NLACW's access to justice programme was guided by the set of evaluation questions presented in the TOR.¹⁶² The evaluation questions were closely linked to the two strategic goals of legal representation and legal literacy with a higher degree of details for the latter, as well as issues of value-for-money, efficiency and effectiveness of implementation modalities, and cross-cutting issues. The questions have guided the above analysis and been responded to the extent possible. In the following, conclusions from this analysis are summarized under the headings of the OECD/DAC evaluation criteria which have also guided the evaluation. The conclusions draw on data collection and seek to provide a transparent chain of arguments based on lessons learned, which can sustain the recommendations.

5.1 CONCLUSIONS AND LESSONS LEARNED

The **overall conclusion** from the evaluation of NLACW is that the organization per se and its specific services and activities are highly relevant in the Zambian context and in relation to the target groups' needs. NLACW contributes significantly to promoting access to justice, rule of law, gender equality and democratic development. Results are impressive and for (almost) all indicators above the targets one year before the end of the programme. However, the ET also concludes that there are areas which require immediate attention, i.e. the internal operations of strategic financial management linked to programme development, accounting capacity and human resources management. Most urgent is to secure a diverse and sufficient future funding that will allow NLACW to maintain momentum.

5.1.1 Relevance

Relevance is assessed within the **context** in which NLACW operates, as well as in relation **to the target group**, i.e. vulnerable women and children. The NLACW mission and overall goal align with national and international policy frameworks for access to justice and gender equality. Cultural barriers, poverty and marginalization remain the backdrop for access to justice, and the mission and work of NLACW continues to be relevant in the Zambian context given the problems of marginalization, poverty and inequality faced by vulnerable women and children. The legal representation to women, children and vulnerable groups who do not otherwise have access to legal advice and support due to lack of financial capacity or social barriers is therefore highly relevant and of high quality by clients; case profiles encountered and documented are relevant; and the client satisfaction is high - all indication of continued relevance. Given the low level of legal literacy and knowledge about rights and legal processes, strengthening legal literacy among women and children, and disseminating information on access to justice, rights and legislation to decision and law makers,

¹⁶² See Annex 1: Terms of reference and Annex 2: Evaluation Matrix.

government officials in key institutions (judiciary, police, social welfare, education) and law practitioners continues to be relevant; as is the further dissemination of information and knowledge about access to justice, human rights and gender equality to the broader public. Considering the limited number of specialized organizations with the professional background of NLACW, the efforts vested in advocacy for further integration of access to justice and gender equality in legislation, as well as alignment between different laws likewise remains relevant and indispensable. The ET found no evidence of the pertinence of NLACW's mission and approach having changed - **relevance is still a hallmark** of the organization.

5.1.2 Effectiveness

Effectiveness is assessed in relation to the **results**, i.e. outcomes that NLACW has achieved through its various activities. NLACW is well-connected, has an extraordinary reputation and legitimacy, and operates with multiple strategic partners at district, provincial and national level. The **solid above target performance** in legal services, legal literacy and paralegal training is a strong indicator for effectiveness sustained by the success rates in court cases, mediations and counselling, as well as the high level of client satisfaction on legal advice from paralegal officers and desks. The extensive network and collaboration represent **added value** to the efforts and enhances the value-for-money aspect. The multi-pronged approach involving various stakeholders in the same area reinforces the message and thereby the 'impact'; e.g. by training more people from the same organizations or institutions, the probability of anchoring knowledge increases proportionally. NLACW is under pressure - from the unlimited demand from potential clients and from the expectations of further geographical roll-out expressed by government authorities, civil society and judiciary, as well as by LAZ. The deliberate approach of operating in close collaboration with a diverse group of stakeholders reinforces the effect of NLACW's work, creates added value, ensures sustainability and helps increasing the outreach and coverage.

An area, where NLACW has demonstrated a high level of **effectiveness is in advocacy**. Results are especially good in spite of limited dedicated resources, and NLACW is widely acknowledged for its professionalism and holds a high degree of legitimacy gained through decades of merit in engagement in legal processes, formulation and revision of laws and policies. The ET found, however, that the advocacy work would benefit not only from additional staff training, but also from having a strategic approach, whereby resources are prioritized in relation to specific advocacy processes and partnerships with other actors are formalized. Advocacy effectiveness could also be further strengthened by dissemination of information on new legislation to relevant stakeholders for future engagement.

Media collaboration has proven effective in reaching out to communities and the broader public. Media is used for specific purposes, i.e. information on upcoming events like community workshops, or on demand from the media providers, when NLACW is invited to provide expert inputs. However, based on the analysis of media partnerships, the ET concludes that media collaboration with benefit **could be used more strategically**. Discussions concluded that this could include training of journalists in women and child rights and in producing thematic features on access to

justice and gender equality; legal literacy initiatives and dissemination of information on access to justice, gender equality and rights, e.g. through series of programmes, feature articles etc.; and by making a distinction between focus on legal literacy and advertising for NLACW's legal representation services

While 'punching above its weight', NLACW may run the **risk of diluting the effect** of already implemented activities if consolidation is not prioritized though e.g. refresher courses for paralegal officers, revisits to schools and communities, local government and community institutions etc. to capitalize on the investments made and consolidate knowledge of access to justice. Putting quantity over quality may have an adverse effect on e.g. trained paralegal officers, especially lack of continued back-up and support may cause demotivation and resistance. Legal literacy efforts have proven effective in terms of providing increased knowledge on rights and legal processes to targets groups and communities otherwise unaware of these, and teaching material in the form of booklets and posters are considered effective by trainees. However, also in this context is repetition and refreshing knowledge a necessity to maintain the level of awareness created. Schools are an excellent example of target groups, where the students change over time, and the need for legal literacy and awareness raising on rights remain constant, even if institutional sustainability is supported through teachers. Consolidating rather than focusing on increased outreach and quantitative results is therefore a must.

5.1.3 Efficiency

While the effectiveness is about results, the efficiency is about how these results are produced. Much of the conclusions related to efficiency have to do with NLACW's **organizational capacity and internal systems**. The ET noted that the organizational set-up for managing operations is lean. In NLACW, even senior management is actively and personally engaged in implementation of key activities. This is an important part of the organizational culture and provides legitimacy and a high level of credibility among stakeholders. However, there is a need for a strategic approach to avoid being overtaken by events and **ensure that fundamental organizational systems** are in place, e.g. secured future funding, formalization of agreements, partnerships and procedures, personnel care etc. Examples of issues and processes which have not been paid adequate attention during the current strategic plan period are the revision of the Governance Charter, revision of key procedures manuals, formulation of clear eligibility criteria for client support and contributions, systematic implementation of the sustainability plan, and establishing an explicit and systematic focus on poverty and vulnerable groups. Other processes - e.g. the introduction of the pro bono services - have taken very long to implement; a situation not entirely in the hands of NLACW, but still an example of the need to focus on the organizational processes that will secure the operation beyond the immediate everyday work pressure. The ET also noted that partnerships at various levels are not formalized, e.g. MoUs with government institutions, media partners, hosts of paralegal desks etc. are not established. The lack of formalization is also reflected in the absence of formal identification documents or artefacts (T-shirts, etc.) for paralegal officers.

In the area of **programming and financial management**, the ET noted that the leanness of the organizational set-up may have implications in terms of efficiency. This is the case in relation to key functions like fundraising and accounting, as well as strategic financial management linked to programme development. With the organizational and financial growth experienced over the recent years, operations in three provinces and a staff of 46 plus 18 volunteers, there is a need for ensuring the organizational sustainability by allocating adequate human resources and technologies. This is specifically the case for the accounting, which should match the complexity of operations. **Monitoring** is an area, which has received much attention during the recent strategic plan period, and systems are in place, efficiently yielding information for annual reports and internal organizational learning. But even a recently introduced system will require continuous attention from management to ensure continued efficiency, including training and adjustments. Related to the efficiency is also the question of **human resources management**. NLACW has strengthened this area considerably during the last year, but it is still a fact that NLACW staff is working at the edge of its capacity, driven by dedication to the course and a high level of engagement, but there is a need to take care of staff's mental health; an issue especially pertinent considering the character of the cases handled by NLACW. The **lack of formal procedures and strategies** - e.g. on advocacy and communication - is a balance between an unconventional approach not tied by formal strategies and a less formal, intuitive and unstructured approach which - if not carefully managed - may tip in favour of the lack of structure.

5.1.4 Sustainability

Assessing the sustainability focuses on the ability to maintain or develop the organization. There are various dimensions to sustainability; in the context of NLACW, the most important are **financial and organizational sustainability**, as well as sustainability of results, i.e. indications of impact. Based on the analysis of available information, the ET concludes that financial sustainability is an area which needs systematic and forward-looking attention if a funding pipeline sufficiently solid to maintain the current level of operations is to be secured. In the period of 2019-2023, documentation on fundraising efforts and results demonstrate that the Sustainability Plan was not sufficiently and systematically followed-up, except for the initial year. COVID resulted in fewer available funding sources, e.g. from private sector partners (construction), but also donor funds have been scarcer. The Sida core funding has provided a cushion in terms of stability and funding of operations and may do so under a future cooperation agreement, but if a sufficient pipeline of additional funding is not maintained, activities may suffer a drastic break of momentum.

Reinforcing **sustainability of results** in implementation must be built from below to ensure that the delivery chain is sufficiently strong, i.e. in the paralegal system from the selection of paralegals through active engagement of communities to establish ownership, legitimacy, future back-up structures and outreach; training of host institutions (churches, schools, headmen, LAB/LSU), as well as through proper introduction of paralegals with district authorities. NLACW already works on all these levels and with multiple stakeholders. But if quantity in the form of further outreach is

put before quality in the form of consolidation, then the sustainability of results is at risk.

5.2 RECOMMENDATIONS

NLACW is at the doorstep of formulating a new strategic plan for the next five years. This is an opportunity to build on the lessons learned from the previous years, as well as for adjusting the strategic approach and calibrating the organization to future challenges. With this in mind, the ET recommends addressing the following issues in the new strategic plan and in the current operations:

5.2.1 Strategic approach

1. **In the future, NLACW should prioritize consolidation by enhancing complementarity within already covered areas and with already established partners:**
 - a. Outreach beyond these areas should be strategically planned from a complementarity perspective, i.e. identify where NLACW can add value by sustaining already existing initiatives with its specific expertise rather than necessarily being the primus motor in the expansion;
 - b. To establish an evidence-based foundation for enhancing complementarity and coordination, a mapping of legal aid initiatives including organizations/institutions, geographical coverage, and number of paralegals should be undertaken for gap identification, i.e. areas where NLACW can support and provide added value to existing initiatives in its key areas of expertise.
2. **The new strategic plan needs an innovative vision and a realistic long-term perspective beyond the strategic plan period while integrating programme development and resource mobilization, i.e.**
 - a. The strategic plan should be costed and include budgetary targets as an integral part of the programme approach;
 - b. Goals, objectives, and timelines for diversification of income sources should be proactively described and linked to programme development.
3. **The new strategic plan should integrate relevant sub-strategies to support the overall cohesion of the organization by addressing the following subjects as part of the overall strategic plan:**
 - a. A deliberate and explicit focus on how to address poverty and inclusion of vulnerable groups, e.g. persons with disability, HIV/AIDS preferably in collaboration with Zambia Federation of Disability Organizations (ZAFOD) and National Aids Council (NAC);
 - b. A strategic approach to advocacy, media and communication to ensure that media partnerships are strategically aligned with short- and long-term advocacy agendas and that advocacy messages are effectively communicated to target audiences;

- c. Specific actions for environmental footprint reductions to proactively demonstrate consciousness.

4. Specifically for media collaboration, it is recommended that NLACW to:

- a. Train media personnel in collaboration with media outlets in effective interviewing techniques, asking engaging questions, and ensuring clear and accessible legal content;
- b. Focus on topical issues to ensure discussions remain current and relevant by addressing topics like the Child Code, GBV, land rights, and recent legal developments to attract a broader audience;
- c. Ensure expertise in panel discussions and talk shows by maintaining the role as experts aimed at strengthening NLACW's reputation as a trusted source of legal information;
- d. Establish a regular schedule for media programmes to ensure consistency and reliability as a source of legal information over time;
- e. Use interactive formats, e.g. live call-ins, Q&A sessions, or social media engagement to actively engage the audience, allowing them to participate in discussions, ask questions, and seek clarifications, suggest topics for discussion, and share their experiences, and provide tailored content to the audience's needs;
- f. Explore the potential of digital media, including podcasts, webinars, and social media platforms, to reach younger and more digitally connected audiences.

5.2.2 Operational level

5. At the operational level, NLACW should:

- a. Establish MoUs with key strategic partners and create a feedback mechanism to keep partners who refer clients to NLACW informed about case progress. This would strengthen the network of support and maintain the trust of these partners in NLACW's services;
- b. Formalize partnerships with e.g. paralegal desk hosts, government institutions and local CSOs to ensure efficiency, long-term commitment, mutual feedback, and institutional learning;
- c. Establish a formal agreement between the NLACW and the judiciary to provide a structured framework for collaboration, ensuring a more streamlined and targeted approach to training initiatives. This could include delineating responsibilities, specifying training objectives, and fostering a more cohesive partnership to enhance the capacity and efficiency of the judicial system.
- d. Formalize a systematic and transparent system for determining client eligibility and vulnerability, i.e. with a 'Lack of Means Test' and detailed guidelines for lawyers;
- e. Revise the training manuals with the aim of tailoring the approach to rural contexts, including recent changes on GBV and child legislation,

produce easy-read-versions and train trainers. Input from key stakeholders in the revisions is recommended;

- f. Hold regular refresher training of paralegal officers, counsellors and other stakeholders engaged in legal advice and legal literacy activities to ensure that these actors are well-equipped to understand and apply new legal regulations and requirements. A proactive approach will ensure that their acquired knowledge is maintained, and empowers them to assist communities effectively, and keeps up continued motivation;
- g. Establish a system for providing paralegals with regular updates on new developments in legislation in between scheduled refresher trainings. This can be achieved through a structured communication and information-sharing mechanism, ensuring that paralegals stay well-informed about evolving legal regulations and requirements. This proactive approach will empower paralegals to effectively assist their communities, even as laws and regulations change;
- h. Strengthen enrolment of more female paralegal officers by mobilising young women to enrol for paralegal training by delivering tailored information during school engagements with female students Grade 9 or 10 as main targets; and In collaboration with TEVETA, revise the admission requirements for paralegal training to ensure that persons with previous uncertified training are enrolled. This would further ensure that mature women with the demanded life experience are enrolled.

5.2.3 Organizational strengthening

6. NLACW should secure internal capacity by:

- a. Undertaking refresher training in advocacy to make sure new staff is included and capacitated to operate as trainers of trainers. It should be considered to engage also external stakeholders to ensure the broadest possible outreach.
- b. Reinforcing the back-up and support to paralegal officers to enhance motivation and ensure retention. This should be combined with response to the needs for equipment, credentials and visible recognition.

7. NLACW should strengthen the financial management and programme development capacity by

- c. Securing dedicated and qualified staff for systematic, strategic, and long-term fundraising and resource mobilization efforts, as well as timely reporting to donors;
- d. Establishing a closer link between programme development and implementation to integrate fundraising and financial forecasting in overall management and programme implementation;

8. **NLACW should prioritize strengthening internal administrative processes** to ensure systematic, timely and adequate administration calibrated to future demands by
 - a. Scaling up the accounting capacity with qualified staff in Livingstone Office;
 - b. Roll-out the use of accounting software to provincial offices to enhance the efficiency of accounting.
9. **NLACW needs to engage in key organizational processes:**
 - a. Update/revise the Financial Management Manual;
 - b. Update/revise the Human Resource Management Manual;
 - c. Update the Governance Charter to reflect the current organizational set-up;
 - d. Update the website with the aim of enhancing transparency and visibility to include information on governance and organisational structure, as well as key documents (annual reports, policy briefs, publications, etc.).
10. **NLACW needs safe, suitable office space in Livingstone:**
 - a. Demolish the existing office building.
 - b. Rent temporary office accommodation in a more central location
 - c. Secure funding for the reconstruction.
 - d. Consider the sale of premises
 - e. Relocate to a more central area for the reconstructed office to enhance accessibility for clients.

5.2.4 To Sida and other donor agencies / funding partners

The recommendations to Sida and other donor agencies / funding partners are few and focused on future funding:

11. **Funding for the next NLACW Strategic Plan** should be provided and linked to key performance on organizational capacity strengthening, specifically in diversification and increase of additional funding.
12. Sida should actively **engage with other like-minded donors** e.g., through the Gender Partner Committee to contribute to a basket-fund for core support to NLACW.¹⁶³

¹⁶³ This was also recommended in 2017, and efforts were made. Considering the constant changes in the donor landscape, the recommendation is still valid.

Annex 1 – Terms of Reference

Terms of Reference for the Evaluation of The National Legal Aid Clinic for Women's (NLACW) Access to Justice Programme in Zambia

Date: June 2023

1. General information

1.1 Introduction

Zambia has made significant strides in addressing gender inequalities through legislative, judicial and administrative measures. Recent legislative reforms include the Constitution (Amendment) Act No. 2 of 2016, the Gender Equity and Equality Act No.22 of 2015, the Anti-Gender Based Violence Act No.1 of 2011 and the Children's Code Act No. 12 of 2022. Judicial Reforms recently undertaken include the establishment of the Anti-Gender Based Violence Fast Track Courts in six Provinces and the Anti-Gender Based Violence (Court) Rules of 2016. Despite the progressive measures undertaken, gender inequalities continue to persist driven by social norms and cultural practices which place women in a subordinate position to men. Cases of Gender-Based Violence (GBV) perpetrated by men against women and girls have also continued on an upward swing as shown by reports from the Zambia Police Service with 21,504 cases reported in 2017; 22,073 cases in 2018; 25,121 cases in 2019; 26,370 cases in 2020; and 20,540 cases reported in 2021.¹⁶⁴ The root causes of GBV can be largely attributed to gender inequality and masculinity associated violence and controlling aspects from patriarchal power imbalances embedded in traditional and cultural beliefs which put survivors in vulnerable situations.¹⁶⁵ The situation is further exacerbated by the dual legal system which allows the application of customary law alongside statutory law. Customary law is applied in cases of personal law particularly relating to marriage, divorce and inheritance. The Constitution of Zambia which also sets the normative laws for the country under Articles 23 (4) (c) and (d) carves out personal law and customary laws from the right to non-discrimination thus reinforcing gender inequality.

The National Legal Aid Clinic for Women (NLACW) Strategic Plan (2019-2023) seeks to promote gender equality and the empowerment of women through the provision of legal aid services, legal literacy and advocacy for a strengthened policy and legal framework.

¹⁶⁴ Zambia Police Service 2021 Annual Gender Based Violence Data Analysis

¹⁶⁵ Africa Renewal Zambia: Fighting gender-based violence as fresh cases continue to emerge

The NLACW was established in 1990 as a project under the Women's Rights Committee (WRC) of the Law Association of Zambia (LAZ). The NLACW was established to provide affordable legal aid to women and children from marginalized social sectors. These would usually not afford the normal legal costs to hire a private lawyer to represent them in their pursuit of justice.

The overall objective of the NLACW is to empower women and children by facilitating their access to legal rights by way of legal representation, counselling and legal and human rights education as a distinct but integral part of the women's movement. The vision of the NLACW is: A Zambian Society where underprivileged and vulnerable women and children have fair and equal access to legal rights through legal representation. The mission is to empower underprivileged women and children, to know, realize and protect their human rights through the provision of appropriate and timely legal services, legal education and advocacy for policy and legal reforms. The NLACW has offices in three provinces; Lusaka (Lusaka); Ndola (Copperbelt); and Livingstone (Southern) but has a national reach. Lusaka covers Lusaka, Eastern, Muchinga and Central provinces while Livingstone office covers Southern and Western provinces; and Ndola covers Copperbelt, Luapula, Northern and North-Western provinces.

The NLACW Strategic Plan (2019-2023) is well aligned to the priorities under the Strategy for Sweden's Development Cooperation with Zambia (2018-2022). Particularly to strategy area one (SA1) which has the goal to improve Human rights, democracy, the rule of law and gender equality. This is because NLACW's overall focus is on equal and fair access to justice and accessing human rights and their specific focus on women and children - especially the poor and vulnerable. Moreover, as described in the operational plan and SA1 Theory of Change, very few NGOs provide legal representation, legal advice and legal assistance. Legal aid services are crucial elements in guaranteeing access to justice for victims of abuse and disadvantaged groups, especially women and girls and promote human rights and the rule of law.

NLACW is one of the Embassy's old cooperation partners, and cooperation between the Embassy and the NLACW has been characterized by shared objectives, mutual trust and reliance, honesty and dialogue, and accountability from both parts. This will continue into the next phase. However, due to the large increase in support, close dialogue will still be needed to manage potential challenges that could come up. Some of these, as identified in the Appraisal, may include Results Management and funding all activities.

1.2 Evaluation object: Intervention to be evaluated

The objective of the evaluation is to assess the performance of the NLACW Strategic Plan 2019-2023. NLACW has been implementing the Strategic Plan 2019-2023 whose focus is on Legal Representation, Legal Literacy, Advocacy for policy and law reform and Sustainability to reaffirm its commitment to ensuring a Zambian society where women and children have fair and equal access to legal rights.

The NLACW Strategic Plan 2019-2023 Budget is SEK 62,000,000 and is being implemented with core-support from the Government of Sweden which is providing SEK 50,000,000. Other partners include the Open Society Initiative for Southern Africa (OSISA) now Open Society Foundation (OSF); the United Nations Development Programme (UNDP), the European union through GIZ, Diakonia, LAZ and client contributions.

The NLACW Strategic Plan was developed to promote access to justice for under-privileged and vulnerable women and children through the provision of legal aid services, legal literacy and advocacy for policy and law reform for a strengthened policy and legal framework. The NLACW Strategic Plan was aligned to the Seventh National Development in relation to promoting gender equality as well as the Sustainable Development Goals, particularly Goal No. 5 on Gender Equality.

The NLACW Strategy was designed to ensure that its measures address the needs of the elderly, disabled and persons with disabilities. Other vulnerable groups included people living with HIV. NLACW intended to collaborate with strategic partners in responding to human crises resulting from man-made and natural disasters in supporting disaster risk reduction interventions and continues to ensure that its environmental footprint remains as low as possible to mitigate the effects of global warming.

The NLACW Strategic Plan was premised on four objectives namely: -

- Goal number one: To provide timely legal aid services to under privileged and vulnerable women; and both boys and girls (children) in Zambia.
- Goal number two: To advocate for laws and policies that strengthen the rights of women and children.
- Goal number three: To contribute to improved legal literacy among targeted communities on women and children's rights.
- Goal number four: To strengthen the NLACW's sustainability strategies to ensure successful implementation of the 2019-2023 strategic plan.

The NLACW Strategic Plan is scheduled to end in December 2023. In this regard, SIDA has commissioned an end of programme Evaluation. The scope of the evaluation is the performance of NLACW from 2019 to date focusing on objective one and 3 of the strategic plan. The evaluation will look at the program, management, governance, and other relevant aspects relating to the attainment of the results.

In terms of Cross Cutting Issues NLACW endeavoured to ensure that its measures address the needs of the elderly, disabled and persons with disabilities. Other vulnerable groups include people living with HIV. The evaluation could thus assess the extent to which these groups were covered.

In addition, NLACW would like the evaluators to assess the quality of their Monitoring and Evaluation tools and how they can be improved.

The scope of the evaluation and the theory of change of the project/programme shall be further elaborated by the evaluator in the inception report.

For further information, the intervention proposal is attached as Annex D, and an evaluation commissioned by Sida in 2017.

The intervention logic or theory of change of the intervention may be further elaborated by the evaluator in the inception report, if deemed necessary.

1.3 Evaluation rationale

The evaluation is meant for learning and the results are meant to serve as key input into future program for NLACW and to inform decision-making regarding future Swedish support to NLACW. **The evaluation will focus on efficiency, effectiveness, and relevance of the intervention to improving gender equality in Zambia with a major focus on objectives one and three.** The Embassy carried out an evaluation of the previous support in 2017 which informed the current NLACW strategic plan. Due to high demand for legal representation and other interventions implemented by NLACW, the scope of the support to NLACW increased and the ways of working were modified. Hence the need for a follow-up evaluation.

2. The assignment

2.1 Evaluation purpose: Intended use and intended users

The intended use of the evaluation is to help the National Legal Aid Clinic for Women (NLACW) to assess progress made under its current Strategic Plan; what works and what works less well and inform discussions on how implementation may be adjusted; and to provide the Embassy and NLACW with an input to discussions concerning a new phase of the programme. The evaluation will assess the performance of the NLACW during the strategic period (2019-2023).

The primary intended users of the evaluation are:

- The NLACW team from all three offices and Women's Rights Committee
- The Law Association of Zambia (LAZ)
- The Swedish Embassy in Zambia

The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate on how this will be ensured during the evaluation process. Other stakeholders that should be kept informed by NLACW about the evaluation include:

- Cooperating Partners
- Relevant Government Ministries and Departments
- Civil Society Organisations
- Beneficiaries

During the inception phase, the evaluator and the users will agree on who will be responsible for keeping the various stakeholders informed about the evaluation.

2.2 Evaluation scope

The evaluation scope is limited to:

The assessing the extent to which the NLACW Strategic Plan 2019-2023 as elaborated in attachment D has contributed to gender equality in its operational areas specifically and in Zambia. The evaluation should be centred around the criteria of relevance, effectiveness and efficiency.

The Proposed timelines are as follows:

- Start up /inception phase – 22nd August ,2023
- Field work – 21st September, 2023
- End Date – on or before 8th December 2023

The Consultant is free to suggest alternative dates in consultation with end users different times.

The selection of a certain number of representative districts should be made by the evaluation team in the inception phase. Target groups to be included in the evaluation shall be Rights Holders (Women, men, youths, boys and girls), Duty bearers from targeted institutions/organizations, Traditional leaders, and other civil society organizations/groups engaged on the program. If needed, the scope of the evaluation may be further elaborated by the evaluator in the inception report.

2.3 Evaluation objective: Criteria and questions

The objective of this evaluation is to formulate recommendations as an input to NLACW's new strategic plan and to the upcoming discussions concerning a new phrase of the programme.

The overall concern with this evaluation is the impact the project has on gender equality. More specifically: To what extent has the programme contributed to the improvement of women's and children's rights in particular access to justice in Zambia? However, to make this more doable , the evaluation will focus on two of the four goals of the program:

- Goal number 1: To provide timely legal aid services to under privileged and vulnerable women and children in Zambia.
- Goal number 3: To contribute to improved legal literacy among targeted communities on women and children's rights.

The specific evaluation questions will include:

As a background:

- Review briefly the wider potentials and challenges of access to justice by the poor in Zambia

Questions related to goal number one (legal services to vulnerable groups)

- Client satisfaction: To which extent has the legal services conformed to the needs and priorities of the beneficiaries? Are women and children who have

accessed and are currently accessing services from the NLACW satisfied with the programme? What could have been better?

- Client profiles: To what extent was the programme inclusive of marginalised groups (e.g. women and children, poor and vulnerable, people who are differently abled, HIV?) How many clients could have afforded a similar service on the private market? Has anyone been discriminated by the programme through its implementation (e.g. are there vulnerable groups that are clearly underrepresented among the clients)?
- Consultants are encouraged to explore getting views of potential clients that did not get help.
- Case profiles: Has the types of cases been in line with the overall goal. E.g. to what extent has the programme helped victims of gender based violence?

Questions related to goal number three (To what extent have the programme contributed to legal literacy?)

1. What is the legal literacy among students that were reached by outreach? Compared to schools that was not reached?
2. Has any of these skills been applied?
3. How is legal literacy amongst traditional leaders that were reached? Compared to control?
4. Has this affected the way they rule?
5. Comparisons between different ways of teaching legal literacy (if such differences exists)?
6. Do different outreach persons teach in a different way, and does that affect the results?
7. How does the results compare between teaching in school, community members and teaching traditional leaders (or some other group)?
8. To what extent has the programme contributed to the capacity building of community leaders and paralegal officers and establishment of paralegal desks in selected areas?

Additional specific areas of interest include:

Efficiency

- Undertake a simple analysis of value for money; i.e an anlysis of the value of funds budgeted and spent against the benefit of the attained outcomes.
- How efficient and effective are the management and implementation modalities employed by the NLACW.

Cross Cutting Issues:

- Has the project been implemented in a transparent fashion?
- Are there accountability mechanisms in the programme?

Further, bidders should consider including evaluation questions that address the perspective of the poor and the rights perspective in the project or programme as well as to what extent gender equality considerations have been mainstreamed in the project or programme.

Questions are expected to be developed in the tender by the tenderer and further refined during the inception phase of the evaluation.

2.4 Evaluation approach and methods

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully developed and presented in the inception report. Given the situation with Covid-19, innovative and flexible approaches/methodologies and methods for remote data collection should be suggested when appropriate and the risk of doing harm managed. The evaluator is to suggest an approach/methodology that provides credible answers (evidence) to the evaluation questions. Limitations to the chosen approach/methodology and methods shall be made explicit by the evaluator and the consequences of these limitations discussed in the tender. The evaluator shall to the extent possible, present mitigation measures to address them. A clear distinction is to be made between evaluation approach/methodology and methods.

A *gender-responsive* approach/methodology, methods, tools and data analysis techniques should be used¹⁶⁶.

Sida's approach to evaluation is *utilization-focused*, which means the evaluator should facilitate the *entire evaluation process* with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

In cases where sensitive or confidential issues are to be addressed in the evaluation, evaluators should ensure an evaluation design that do not put informants and stakeholders at risk during the data collection phase or the dissemination phase.

2.5 Organisation of evaluation management

This evaluation is commissioned by Embassy of Sweden in Lusaka. The intended user(s) are the NLACW and Law Association of Zambia (LAZ). The intended users of the evaluation form a steering group, which has contributed to and agreed on the ToR for this evaluation. The steering group is a decision-making body. It will approve the inception report and the final report of the evaluation. The steering group will participate in the start-up meeting of the evaluation, as well as in the debriefing/validation workshop where preliminary findings and conclusions are discussed.

The Embassy of Sweden shall be responsible for the management of the Contract including all administration issues related to the evaluation. The Embassy of Sweden's

¹⁶⁶ See for example UNEG United Nations Evaluation Group (2014) Integrating Human Rights and Gender Equality in Evaluations <http://uneval.org/document/detail/1616>

primary point of contact will be the National Programme Officer for Governance and Human Rights, Ms. Pezo Mateo-Phiri (pezo.mateo-phiri@gov.se).

To safeguard independence, the steering committee will play an ongoing advisory role and at a minimum reviewing the choice of the stakeholders to interview. The Embassy will reserve the right to contact the evaluation team independently for a progress update at any point during the evaluation period.

In line with the Embassy's standard approach, this evaluation will be carried out in a spirit of partnership and participation. The NLACW and Embassy of Sweden will be given the opportunity to comment on the inception and draft reports before final reports are submitted; ensuring reports are as accurate, relevant and useful as possible. The Embassy will provide a management response for the evaluation, per Sida's standard evaluation protocol.

2.6 Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation¹⁶⁷. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation¹⁶⁸ and the OECD/DAC Better Criteria for Better Evaluation¹⁶⁹. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

2.7 Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out between 1st August to end of September 2023. Given that the propose start date is during the European Summer holiday, the Embassy is open to negotiating the starting date. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The table below lists key deliverables for the evaluation process. Alternative deadlines for deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
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¹⁶⁷ OECD/DAC (2010) Quality Standards for Development Evaluation.

¹⁶⁸ Sida OECD/DAC (2014) Glossary of Key Terms in Evaluation and Results Based Management.

¹⁶⁹ OECD/DAC (2019) Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use.

1. Start-up meeting/s Lusaka (Could be a hybrid of physical & virtual meeting)	Embassy of Sweden, NLACW, Evaluators	Tentative: 22 nd August, 2023 ¹⁷⁰
2. Draft inception report	Evaluators	Tentative: 12 th September, 2023
3. Inception meeting	Evaluators, Swedish Embassy and NLACW	Tentative: 18 th September, 2023
4. Comments from intended users to evaluators (To be sent to evaluators ahead of the inception meeting)	LAZ, WRC, NLACW, SIDA	Tentative: 14 th September, 2023
5. Data collection, analysis, report writing and quality assurance	Evaluators	Tentative: 21 st September to 3 rd November, 2023
6. Debriefing/initial feedback meeting	NLACW, LAZ, WRC, SIDA	30 th October, 2023
7. Draft evaluation report	Evaluators	Tentative: 16 th November, 2023
8. Comments from intended users to evaluators	NLACW, LAZ, WRC, SIDA	Tentative: 21 st November, 2023
9. Seminar Lusaka	CSOs, Government line ministries and departments, community leaders, Cooperating partners.	1 st December, 2023
10. Final evaluation report	Evaluators	8 th December, 2023

The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology *including how a utilization-focused and gender-responsive approach will be ensured*, methods for data collection and analysis as well as the full evaluation design, including an *evaluation matrix* and a *stakeholder mapping/analysis*. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed.

¹⁷⁰ The Embassy team & NLACW are available throughout the European summer period, so they can be reached for questions.

A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the layout format of Sida's template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages.

The report shall clearly and in detail describe the evaluation approach/methodology and methods for data collection and analysis and make a clear distinction between the two. The report shall describe how the utilization-focused approach has been implemented i.e. how intended users have participated in and contributed to the evaluation process and how methodology and methods for data collection have created space for reflection, discussion and learning between the intended users. Furthermore, the gender-responsive approach shall be described and reflected in the findings, conclusions and recommendations along with other identified and relevant cross-cutting issues. Limitations to the methodology and methods and the consequences of these limitations for findings and conclusions shall be described.

Evaluation findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Evaluation questions shall be clearly stated and answered in the executive summary and in the conclusions. Recommendations and lessons learned should flow logically from conclusions and be specific, directed to relevant intended users and categorised as a short-term, medium-term and long-term.

The report should be no more than 35 pages excluding annexes. If the methods section is extensive, it could be placed in an annex to the report. Annexes shall always include the Terms of Reference, the Inception Report, the stakeholder mapping/analysis and the Evaluation Matrix. Lists of key informants/interviewees shall only include personal data if deemed relevant (i.e. when it is contributing to the credibility of the evaluation) based on a case based assessment by the evaluator and the commissioning unit/embassy. The inclusion of personal data in the report must always be based on a written consent.

The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation¹⁷¹.

The evaluator shall, upon approval by the Embassy of the final report, insert the report into Sida's template for decentralised evaluations (see Annex C) and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication database. The order is placed by sending the approved report to Nordic Morning (sida@atta45.se), with a copy to the responsible Sida Programme Officer as well as Sida's Evaluation Unit (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field. The following information must always be included in the order to Nordic Morning:

1. The name of the consulting company.

¹⁷¹ Sida OECD/DAC (2014) Glossary of Key Terms in Evaluation and Results Based Management.

2. The full evaluation title.
3. The invoice reference “ZZ980601”.
4. Type of allocation: "sakanslag".
5. Type of order: "digital publicering/publikationsdatabas.

2.8 Evaluation team qualification

The team should comply to Sida’s framework mandatory qualifications. The team should comprise more than one consultant. An International development expert with proven record of undertaking similar works in the region and a local consultant with similar experience more specifically in the area of women’s rights, institutional, organizational development, systems and procedures and M& E, access to justice in Zambia. All Evaluators must be proficient in spoken and written English and should not have any interest in NLACW’s activities.

In particular the team leader should have the following profile or similar in addition to what is stipulated in the framework agreements with Sida:

Expert 1

a) Qualification and skills

Master's degree in Organizational Development, Business Administration, Women’s Rights, Law, or related Social Science field.

b) General professional experience

A minimum of 12 years relevant professional experience in development programmes in developing countries (minimum 3 years in Africa), notably in monitoring and evaluating donor funded programmes in developing countries, and with the following expertise:

- Demonstrated experience in working on projects in access to justice and/or women’s rights.
- Experience in conducting evaluations in access to justice and human rights;
- Strong understanding of Zambian civil society dynamics.
- Strong interpersonal skills, diplomacy, and tact to effectively communicate with all concerned stakeholders and professionals from diverse cultural and professional backgrounds; and
- Strong professional oral communication and writing skills, including the development of reports, oral presentations, and technical/persuasive documents.

/and Other Team members (Expert 2 and/or 3)

In addition to what is stipulated in the framework agreements the other team members shall have the following:

a) Qualification and skills

Master’s degree in law, Development studies, Project Management, Organisational Development, Business Administration or any related social science field.

b) Professional experience:

- Experience with development and design of large scale civil society programmes.

- Excellent writing skills and the ability to document clearly and succinctly for internal and external audience.
- Extensive knowledge of the Zambian justice sector

c) Language competencies

- Must have good written and spoken English.

A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experience.

It is important that the competencies of the individual team members are complimentary. It is highly recommended that local evaluation consultants are included in the team, as they often have contextual knowledge that is of great value to the evaluation. In addition, and in a situation with Covid-19, the inclusion of local evaluators may also enhance the understanding of feasible ways to conduct the evaluation

The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.

Please note that in the tender, the tenderers must propose a team leader that takes part in the evaluation by at least 30% of the total evaluation team time including core team members, specialists, and all support functions, but excluding time for the quality assurance expert.

2.9 Financial and human resources

The maximum budget amount available for the evaluation is SEK 800 000

Invoicing and payment shall be managed according to the following: The Consultant may invoice a maximum of 30 % of the total amount after approval by the Embassy of the Inception Report and a maximum of 70% % after approval by the Embassy and NLACW of the Final Report and when the assignment is completed.

The contact person at the Swedish Embassy is the Program Manager, Governance and Human Rights. The contact person should be consulted if any problems arise during the evaluation process. Relevant Sida documentation will be provided by The Program Manager – Governance and Human Rights.

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by The Program Manager – Governance and Human Rights. The evaluator will be required to arrange the logistics such as booking interviews, preparing visits, inception meeting and final dissemination seminar among others including any necessary security arrangements.

3. Annexes

Annex A: List of key documentation

- NLACW Strategic plan & results matrix

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. intervention)

Title of the evaluation object	Support to the NLACW 2018 to 2023 Strategic plan
ID no. in PLANIt	11684
Dox no./Archive case no.	UM2018/41791
Activity period (if applicable)	2018 to 2023
Agreed budget (if applicable)	SEK 50 000 000
Main sector ¹⁷²	Access to justice and gender equality
Name and type of implementing organisation ¹⁷³	NGO
Aid type ¹⁷⁴	Grant
Swedish strategy	Strategy for Sweden's development cooperation with Zambia 2018–2022

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Embassy of Swedish in Lusaka
Contact person at unit/Swedish Embassy	Pezo Phiri
Timing of evaluation (mid-term, end-of-programme, ex-post, or other)	End of Program
ID no. in PLANIt (if other than above).	

Annex C: Decentralised evaluation report template

Abbreviations and Acronyms

Preface

Executive Summary

1. Introduction
2. The Evaluated Intervention
3. Findings
4. Evaluative Conclusions
5. Lessons Learned
6. Recommendations

Annex D: Project/Programme document

¹⁷² Choose from Sida's twelve main sectors: education; research; democracy, human rights and gender equality; health; conflict, peace and security; humanitarian aid; sustainable infrastructure and services; market development; environment; agriculture and forestry; budget support; or other (e.g. multi-sector).

¹⁷³ Choose from the five OECD/DAC-categories: public sector institutions; NGO or civil society; public-private partnerships and networks; multilateral organisations; and other (e.g. universities, consultancy firms).

¹⁷⁴ Choose from the eight OECD/DAC-categories: budget/sector support; core contributions/pooled funds; project type; experts/technical assistance; scholarships/student costs in donor countries; debt relief; admin costs not included elsewhere; and other in-donor expenditures.]

NLACW Strategic Plan 2019-2023

Annex 2 – Evaluation Metrix

OECD/DAC evaluation criteria	Evaluation questions in ToR	Sources of information and means of data collection
Background		
Relevance	Review briefly the wider potentials and challenges of access to justice by the poor in Zambia	Document review Interviews with NLACW, key policy and law makers, CSOs and other relevant human rights actors
Legal services to vulnerable groups (goal #1)		
Relevance	<u>Client satisfaction:</u> To which extent has the legal services conformed to the needs and priorities of the beneficiaries? Are women and children who have accessed and are currently accessing services from the NLACW satisfied with the programme? What could have been better?	Document review Client satisfaction analysis report Interviews with NLACW clients SWOT-questions
Effectiveness	<u>Client profiles:</u> To what extent was the programme inclusive of marginalised groups (e.g. women and children, poor and vulnerable, people who are differently abled, HIV?) How many clients could have afforded a similar service on the private market? Has anyone been discriminated by the programme through its implementation (e.g. are there vulnerable groups that are	Document review Interviews with NLACW clients, traditional leaders, human rights actors, local courts and other relevant stakeholders Interviews with potential clients that did not get help. Systematic interviews with NLACW clients on their specific experience in terms of support, alternatives, inclusion, etc.

	clearly underrepresented among the clients)?	
Relevance	<p><u>Case profiles:</u></p> <p>Has the types of cases been in line with the overall goal?</p> <p>E.g. to what extent has the programme helped victims of gender based violence?</p>	<p>Document review</p> <p>Systematic screening of case files for classification and identification of possible complaints</p> <p>Interviews with NLACW staff</p> <p>Interviews with NLACW clients in GBV cases</p> <p>Interviews with potential clients that did not get help.</p>
Contribution to legal literacy (goal #3)		
Effectiveness	<p>What is the legal literacy among students that were reached by outreach?</p> <p>Compared to schools that were not reached?</p> <p>To what extent has the programme contributed to the capacity building of community leaders and paralegal officers and establishment of paralegal desks in selected areas?</p> <p>Has any of these skills been applied?</p> <p>How is legal literacy amongst traditional leaders that were reached? Compared to control?</p> <p>Has this affected the way they rule?</p> <p>Comparisons between different ways of teaching legal literacy (if such differences exists)?</p> <p>Do different outreach persons teach in a different way, and does that affect the results?</p> <p>How does the results compare between teaching in school, community members and teaching traditional leaders (or some other group)?</p>	<p>Document review of progress report and records of training results</p> <p>Systematic interviews with trainees and trainers with focus on the key questions related to acquired knowledge, changed attitude and applied practice (KAP)</p> <p>Main group of informants are: students, trainers, traditional leaders, NLACW clients, local courts and other human rights actors</p>

Additional specific areas		
Efficiency	<u>Value-for-money analysis:</u> Did the funds budgeted and spent correspond to the attained outcomes?	Document review of progress reports Cost calculations per case Comparison with similar programs
Efficiency and effectiveness	Efficiency and effectiveness of NLACW implementation modalities?	Document review Interview with NLACW management with focus on procedures and resources
Cross-cutting issues		
Efficiency	Has the project been implemented in a transparent fashion?	Interviews with key external stakeholders: government, NLACW clients, traditional leaders, school management, human rights actors etc.
	Are there accountability mechanisms in the program?	Assessment of MEAL system, accountability structures, anti-corruption policies, whistle-blower arrangements etc.
Perspectives - rights, poverty and gender	Is a clear HRBA applied in the NLACW program activities? Do the program activities sufficiently address poverty issues, e.g. by including poor and marginalized groups as beneficiaries? Are gender equality considerations mainstreamed in the programme?	Document review Interviews with various categories of stakeholders Triangulation of information

Annex 3 – Approach and Methodology

The following presentation of the applied approach and methodology is based on what was presented in the Inception Report. The text has been updated and qualified to reflect where adjustments to the intended methods were necessary during implementation of the evaluation. As explained in *chapter 1.5 Constraints and limitations* in the main text, observing strict rules for e.g. sampling turned out to be a challenge due to the limited time available for setting up firm appointments.

Overall approach and methodology

The evaluation was utilization focused, backward and forward-looking with a distinct learning focus. The evaluation was participatory and involved a wide range of government and non-government stakeholders, including clients and right holders, implementing partners, CSOs and cooperating partners. It has reflected principles of gender responsiveness and adhered to HRBA.¹⁷⁵ It has applied a mixed methods approach with mainly qualitative data collection methods combined with a context analysis focussed on the potentials and challenges of access to justice by poor people (women/men, girls/boys, youth/elderly, people with disabilities, people living with HIV/AIDS and other vulnerable groups). The TOC was assessed with the aim of identifying what worked and what not and identification no specific of areas in need of an update. Cases of Most Significant Changes were collected to illustrate change over time in terms of achieved results. In addition, the assessment of information from clients and other beneficiaries (e.g. participants in legal literacy training) made use of a simple SWOT analysis.

Methods and tools for data collection

The following, well-tested data collection and analysis methods were applied:

Document review included background documents provided by NLACW, LAZ and Embassy of Sweden and others sources independently. In addition to program related documents (e.g. progress reports, reviews, studies, client satisfaction surveys, case records, training material, statistics, policies and strategies), the document review included e.g. relevant websites, legal frameworks and other national government strategies and plans. The document review guided the preparation of interview checklists and planning of field data collection; it provided an important source of information for triangulation of information. A particular reference document was the

¹⁷⁵ UNEG United Nations Evaluation Group (2014) Integrating Human Rights and Gender Equality in Evaluations <http://uneval.org/document/detail/1616>

2017 evaluation, which presented a set of recommendations for NLACW, LAZ and the EoS. See *Annex 5 Documents consulted*.

The analysis of findings on performance in relation to the Strategic Plan 2019-2023 was framed by a **gender and human rights situation analysis of the political and cultural context** for promoting access to justice with a particular focus on poor and marginalized, women and children. Changes in legislation, policies and strategies, as well as government institutions over the evaluation time span impacted on context. The context analysis provided the background against which the program theory of change was assessed.

The **identification of key informants** was guided by information available in the Strategic Plan¹⁷⁶, annual progress reports, and the comprehensive contact list provided by NLACW, a classification of rights holders (RH) and duty bearers (DB). To ensure a broad scope in data collection, the sample of informants represents rights holders (RH) and duty bearers (DB).¹⁷⁷ The final selection comprised women/men, girls/boys (students at secondary schools), youth/elderly, vulnerable groups, as well as official / traditional power holders, CSOs and other relevant stakeholders. It was, however, difficult to fully control the final selection of informants, as the work programs, especially in the Copperbelt and Southern Province suffered ad hoc changes and were therefore guided by practical opportunities rather than strategic choices. However, the data collection covered all identified stakeholder categories.

Table 1: Identified informant categories

#	Informant category	Duty bearers / rights holders
1	NLACW head office staff	DB with direct responsibility for the intervention
2	NLACW Provincial offices staff	
3	NLACW Governance structure	DB with decision-making authority over the intervention
4	LAZ	Secondary duty bearers
5	Ministries and government institutions Other CSOs / NGO	Secondary duty bearers
6	Media organizations	Secondary duty bearers
7	Persons trained by the Clinic	Rights holders -intended and unintended beneficiaries
8	Traditional and statutory adjudicators	Secondary duty bearers
9	Clients	Rights holders -intended and unintended beneficiaries
10	Other donors / partners	Secondary duty bearers
11	Communities / schools not engaged in legal literacy	Focus on Rights holders who should be represented in the intervention but are not

¹⁷⁶ NLACW Strategic Plan 2019-2023, pp. 8-9.

¹⁷⁷ UNEG United Nations Evaluation Group (2014) Integrating Human Rights and Gender Equality in Evaluations <http://uneval.org/document/detail/1616>

Interviews were carried out as semi-structured interviews based on **interview guides /checklists** to ensure that all relevant topics were covered and information necessary to respond to the evaluation questions was gathered. The interview checklists were adapted to the respondent's expected area of experience and knowledge. When appropriate - and in due consideration of needed discretion - some interviews were conducted as moderated group discussion. Written records were systematically kept to ensure sharing of information within the ET. Virtual interviews were used with certain stakeholders and sometimes as a time saving measure. With approval of the interviewee(s), the majority of the online interviews were recorded. All informants were interviewed on the basis of voluntary participation and confidentiality, and no comments in the report are directly or indirectly ascribed to any individual without their full informed consent. See *Annex 4: Interview checklists*.

Sampling of interviewees was based on the identified categories of informants to ensure coverage of various interests among the respondents. Given the nature and scope of the program, women and to a limited extent children were represented among the respondents as rights holders, and the ET made sure to hear also the voice of men; an intention made easy by the fact that most paralegal officers are men, as are most official duty bearers. Due to the time constraint and ad hoc planning of field level interviews, securing of gender balanced samples was not always possible, just as the evaluation did not pay a particular attention to people living with HIV and otherwise vulnerable and marginalized persons. The latter a reflection of the limited deliberate focus on these groups in the NLACW activities. Particular attention was paid to the issues of confidentiality and discretion with NLACW clients.

Gender-disaggregation of data, as well as disaggregation along the lines of other variables (e.g. age (youth/elderly), disability, people living with HIV/AIDS etc.) posed a particular challenge, mainly due to the difficulties in determining a fixed sample of interviewees.

A particular focus in the evaluation was the outcome of legal literacy training. The qualitative **knowledge, attitude and practice (KAP)** analysis was used as an underlying rationale, whereby interview questions with students, trainers, traditional leaders and NLACW clients focused on knowledge acquired, changed attitudes and application of the acquired knowledge with the aim of measuring outcome and change.

Field work methodology

The ET recognized the significance of socio-cultural nuances and variations in access to justice and the differences in these from province to province. It was therefore imperative to obtain a comprehensive understanding of program effectiveness within diverse contextual settings. The fieldwork was strategically planned to encompass four provinces in which the NLACW program operates. To ensure methodological coherence, the ET initially collaborated in Lusaka and Central Provinces to pilot the interview methodology and tools; the subsequent fieldwork was undertaken individually across the remaining two provinces.

Consultations with NLACW informed the identification and prioritization of specific districts. NLACW provided a comprehensive overview of activities and stakeholders in all districts.¹⁷⁸ The ET duly weighed and endorsed the districts recommended by NLACW. However, it was observed that some locations recommended by NLACW in Eastern, Northern, Western, North-Western and Luapula provinces posed logistical challenges in terms of travel duration, road conditions, and cost-efficiency. To counterbalance this challenge, the ET undertook telephone interviews with a limited number of stakeholders from Northern and North-Western Provinces.

For the geographical sampling, a gross list of specific geographical areas (districts) was identified mainly based on concentration of different activities and rural/urban areas, whereas the criterion of old/recent implementation history was not applied, as activities were apparently initiated in 2019 in all listed districts. However, the selection of districts was also driven by practical and logistical factors, i.e. travel distance and it is pertinent to highlight that this list will undergo further refinement in consultation with NLACW, e.g. to consider viability within the time available. The gross list was discussed at the Inception Meeting on 1st September and resulted in the following list, which was considered realistic, yet ambitious within the limited time available.

Table 2: Selected districts for field work

Provinces selected	Districts selected
Lusaka Province	Lusaka
Central Province	Chisamba
Copperbelt	Ndola Mpongwe Masaiti Lufwanyama
Southern Province	Livingstone Kalomo Choma Kazungula

Moreover, within these identified districts, concerted efforts were made to identify areas untouched by NLACW interventions (e.g. trainings, paralegal desks or mobile clinics). This deliberate approach was intended to facilitate the collection of counterfactual data, enabling a robust comparison to gauge the authentic impact of NLACW's legal literacy initiatives and school outreach interventions. In reality, it did, however turn out to be difficult to access government institutions which had not previously been in contact with NLACW, and the number of these ended up being limited, as the selection was in several cases overtaken by logistic and practical constraints, e.g. availability of informants identified.

¹⁷⁸ Final NLACW Activity Location Matrix 2023.

Ethical concerns

In terms of **ethical responsibility**, the ET ensured a participatory, transparent and gender-sensitive approach in dealing with all stakeholders, and data providers (interviewees, partner participants, etc.). Particular attention was paid to power relations within groups, which might influence the composition of group participants, to ensure a secure space that enables each participant to speak freely. Due to the situation for many of the stakeholders, extreme care was taken to ensure safety, and where necessary anonymity, and written/informed consent. All stakeholders were informed of the purpose of the consultations and how their information would be used and shared. Safeguarding principles have guided the ET in all encounters with stakeholders, and were particularly important in dealings with children and adolescent girls and boys, survivors of SGBV and other groups that are exposed to stigma and/or discrimination. Sensitivity for do-no-harm was emphasised as it is crucial when working with CSOs engaged in democratic governance and rule of law.

In particular, the approach to engaging with school children, i.e. secondary school students prioritised ethical practices and the well-being of minors. Collaboration with NLACW allowed us to apply best practices, ensuring the children's comfort and safety. The ET emphasized privacy and confidentiality, which fostered open and meaningful conversations, allowing children and adults to share their perspectives comfortably while safeguarding their well-being. The questions asked to children / students did not involve personal information, but dealt with civic education (legal literacy), no child clients were interviewed.

Process of analysis and developing conclusions

Assessing outcome is a challenge - especially with expectations on counterfactual evidence to assess possible impact within the limited time scope of the present evaluation. By combining analysis of interventions / activities to specific outcomes / results / changes causal contribution was established through:

- An analysis of the underlying **Theory of Change** (intervention logic) combined with the context analysis to allow for an assessment of the causality between the intervention and the achieved result, as well as the continued relevance of the intervention.
- A **quantitative analysis of accomplishment** against plans as reflected in results frameworks, monitoring and reporting, and
- A **qualitative analysis of change** by use of examples of most significant change (MSC). MSC cases were also used as illustrations of change over time in terms of achieved results.
- The **counterfactual analysis** was limited, contacts to non-involved stakeholders was only to a limited degree successful.

The participatory approach was reflected in the **validation process** to ensure a broad buy-in to findings and later to recommendations. Discussions at inception meeting, interim debriefings and inclusion of evaluation users from clients and different stakeholders to NLACW, LAZ and the EoS in discussion of preliminary findings has

strengthened the validity as well as the credibility of the evaluation; and in the end allowed for broad acceptance of the results.

Triangulation was key to ensuring the reliability and validity of the findings and to mitigate any biases or problems that derived from one single method or a single observer. Triangulation was applied among: different methods of gathering data, multiple sources and stakeholder perspectives, and across the evaluation team members. In addition, collected data will be analysed from different entry points: the program results framework and underlying theory of change, the OECD/DAC evaluation criteria and specific evaluation questions.

Annex 4 – Interview Checklists

The interview checklists were used as guidance for semi-structured interviews with a range of different informants. The sum of the answers has contributed to answer the overall Evaluation Questions and complement other sources of information from document review, in-depth interviews and observations. The information was treated as confidential and any examples or quotes used in the evaluation report has been anonymized and direct quotes only used with the consent of the interviewee.

#	Informant category	Issues to explore
1	NLACW head office	<ol style="list-style-type: none"> Follow-up on 2017 recommendations - identification of pending issues Current status - discussed through a general SWOT analysis for the Strategic Plan implementation with specific focus on the four strategic goals and follow-up on information provided at Explorative Interview 18.08.23: <ol style="list-style-type: none"> Legal representation - Scale of fees? Mediation? Paralegals - recruitment and training? Gender? Stipend? Legal literacy - Experience with Trainer's Manuals on Women's and Child Rights? Advocacy - which results and on-going processes? Experience so far with Advocacy Toolkit? Sustainability - additional and diverse funding? What is the status on the Sustainability Plan results framework? In terms of outputs / activities? And in terms of outcome / results? MEAL and transparency <ol style="list-style-type: none"> Describe systems established, experience, strengths and weaknesses, plans for adjustment, anti-corruption policies, whistleblower arrangements etc. How is data handling, formats, client satisfaction surveys, follow-up phone calls handled? Disaggregation of data by sex and age? Marital status? Employment status? Website and communication / information? Why not a Communication Strategy? Financial execution: cost calculations per case / value-for-money calculations Organizational structure and human resources: Were the goals realistic within the given context and in relation to available human resources? Is the current structure operational? Any shortcomings/gaps? Staff retention? Liaison with government institutions: Complementarity, collaboration and coordination? Legislative context:

		<ol style="list-style-type: none"> a. How is the current legal framework? Any recent changes or gaps? Or need for new legislation / amendments? b. How does the legal aid clinic navigate the coexistence and potential conflicts between customary laws and statutory laws when helping and guiding individuals in legal matters? c. Could you provide an example of a situation where these two types of laws intersect, and how the clinic addresses such complexities? <ol style="list-style-type: none"> 8. Financial management (2011) and human resource management (2010) manuals - time for revisions? 9. Could you share specific instances or stories that highlight a significant positive change resulting from NLACW's interventions? These could be personal experiences of beneficiaries, staff members, or partners that underscore the tangible impact of your programs on individuals and communities. 10. In the context of Most Significant Change, how has NLACW's work contributed to altering perceptions, attitudes, or practices regarding gender equality, access to justice, and women's and children's rights? Can you provide illustrative examples that demonstrate shifts in mind-set or behaviour within your target groups or wider society?
2	NLACW Provincial offices (Ndola and Livingstone)	<ol style="list-style-type: none"> 1. Current status - discussed through a general SWOT for the Strategic Plan implementation with specific focus on the implementation of strategic goals: <ol style="list-style-type: none"> a. Legal representation - activities, success stories and constraints, collaboration with other government and non-government entities, including traditional authorities and CBOs b. Legal literacy - activities, success stories and constraints, collaboration with other government and non-government entities, including traditional authorities and CBOs 2. MEAL - experience with systems established, strengths and weaknesses, plans for adjustment 3. Collaboration with government and non-government stakeholders: Media, judiciary, CBOs etc. 4. Could you share a specific example or story of a significant positive change that has resulted from your legal representation efforts? This could be a case where legal intervention led to transformative outcomes for women or children, highlighting the impact on their lives and well-being. 5. In the context of Most Significant Change, can you provide an instance where your legal literacy initiatives led to a noteworthy shift in understanding or awareness within the community? How did this change manifest, and what were the implications for individuals, families, or the community at large? 6. Considering your collaboration with various stakeholders, including traditional authorities and community-based organizations (CBOs), can you share a situation where partnerships have led to a particularly meaningful change in addressing access to justice for vulnerable groups?

3	Governance structure (Board)	<ol style="list-style-type: none"> 1. The Governance structure: How does it work in terms of Board elections, competences, strengths and weaknesses? How are members appointed to the board? 2. Can you elaborate on the role of the Board in guiding NLACW's policies and strategic directions? How do you ensure alignment between the organization's mission, activities, and its governance structure? 3. From your perspective, how well has NLACW engaged with stakeholders, partners, and the community to achieve its mission? Are there any specific instances where you have observed notable successes or challenges in fostering collaboration and building relationships? 4. Status of the Strategic Plan 2019-2023 implementation - what have been the challenges? Need for adjustments? 5. Can you share insights on the sustainability of NLACW's programs and initiatives beyond funding cycles? How does the board envision the organization's long-term impact and its ability to continue addressing evolving challenges in the realm of legal access and justice for women and children? 6. Formulation process for next Strategic Plan? Lessons learned and new priorities? 7. Could you provide a specific example or anecdote that showcases a significant positive change attributed to NLACW's governance structure and decision-making processes? How has the board's oversight and guidance contributed to transformative outcomes for the organization and its beneficiaries? 8. In the context of Most Significant Change, can you share an instance where NLACW's strategic directions, policies, or activities led to a remarkable shift in addressing access to justice and legal rights for women and children? What were the specific impacts and implications of this change? 9. Considering your oversight of NLACW's engagement with stakeholders, partners, and the community, can you share a story that highlights a particularly meaningful collaboration or relationship-building effort that brought about substantial positive change?
4	LAZ	<ol style="list-style-type: none"> 1. Experience with NLACW: What are the success criteria and which are the main challenges? 2. Status on the pro bono work of LAZ members 3. Can you provide insights into the engagement of LAZ members with NLACW's activities beyond pro bono work? Have there been instances of knowledge exchange, collaboration, or joint initiatives that have broadened the scope of impact and engagement? 4. Annual contribution 5. Has the LAZ taken initiatives to enhance the ownership? 6. Has LAZ supported the possibility of employing legal assistants? 7. Liaison with government? 8. Can you share a specific instance or story where the collaboration between LAZ and NLACW led to a significant positive change within the legal community or broader society? This could be a

		<p>situation that underscores the transformative impact of joint efforts on access to justice, women's and children's rights, or legal empowerment.</p> <p>9. In the context of Most Significant Change, could you provide an example where the engagement of LAZ members with NLACW's activities resulted in a meaningful shift in attitudes, behaviour, or practices within the legal profession? How has this contributed to a more inclusive and equitable legal landscape?</p> <p>10. Perspectives for the future</p>
5	Ministries and Government institutions (national level) Other donors / partners Other CSOs / NGOs	<p>1. In general, what are the wider potentials and challenges of access to justice by the poor in Zambia? How is the current legal framework? Any recent changes or gaps? Or need for new legislation / amendments?</p> <p>2. What is the contact you have had with the Clinic? Complementarity, collaboration and coordination? Do they complement the government priorities? Do they fill a gap? Provide examples!</p> <p>3. Have you seen any results and what are some of these? What are the main changes as a result of the Clinic's activities?</p> <p>4. Strengths and weaknesses?</p> <p>5. Any suggestions for adjustments in future?</p> <p>A. Ministries and Government Institutions (national level):</p> <p>6. In the context of Most Significant Change, can you provide an instance where NLACW's initiatives have led to a significant shift in addressing access to justice for women and children within the broader legal landscape? How has this impacted government priorities, policies, or practices in ensuring equitable legal rights for vulnerable groups?</p> <p>7. Considering your engagement with NLACW, could you share a specific story that underscores a remarkable change or improvement resulting from collaborative efforts? How has the partnership influenced the way government institutions approach legal empowerment, women's rights, and children's well-being?</p> <p>B.</p> <p>C. Other Donors / Partners:</p> <p>8. From your perspective, what significant change or positive outcomes have you observed as a result of NLACW's work in collaboration with its partners? Can you provide an illustrative example that demonstrates the collective impact of these joint initiatives on access to justice and gender equality?</p> <p>9. In the context of Most Significant Change, could you share a story that showcases a noteworthy shift or innovation that emerged from your partnership with NLACW? How has this change influenced your own organizational strategies, priorities, or approaches in the realm of legal empowerment and women's and children's rights?</p> <p>D.</p> <p>E. Other CSOs / NGOs:</p> <p>10. Can you provide an example of a collaborative project or initiative where your organization partnered with</p>

		<p>NLACW to create a significant positive change within the communities you serve? How did this joint effort impact the effectiveness of your interventions and enhance access to justice for marginalized populations?</p> <p>11. In the context of Most Significant Change, could you highlight a specific instance where the collaboration between your organization and NLACW led to a notable shift in attitudes, behaviours, or practices within the civil society sector, contributing to a more empowered and just society for women and children?</p>
6	Media organizations	<p>1. In general, what are the wider potentials and challenges of access to justice by the poor in Zambia?</p> <p>2. Have you participated in training / awareness raising organized by the Clinic?</p> <ol style="list-style-type: none"> What was the experience? What worked well? And not so well? <p>3. Which activities have you implemented in collaboration with the Clinic? Examples?</p> <ol style="list-style-type: none"> What worked well? And not so well? Lessons Learned Future plans? Suggestions for adjustments? <p>4. How has your relationship with NLACW influenced the way your media institution covers legal and social justice issues, especially those concerning the rights of marginalized groups? Can you provide examples of any shifts in coverage or approaches that have occurred as a result of this collaboration?</p> <p>5. In what ways has the collaboration with NLACW contributed to raising awareness and promoting public discourse around access to justice and legal rights? Are there any instances where you have observed increased engagement or impact due to your joint initiatives?</p> <p>6. In the context of Most Significant Change, could you share a specific example or story where your collaboration with NLACW led to a significant shift in public perception, understanding, or attitudes regarding access to justice for marginalized groups? How has this change manifested in the discourse or narratives covered by your media institution?</p> <p>7. Can you provide an instance where your media organization's partnership with NLACW resulted in a noteworthy positive change within the community you serve? How did this collaboration contribute to a more informed, empowered, or engaged audience, particularly in relation to legal rights and social justice issues?</p> <p>8. Any final observation?</p>
7	<p>Persons trained by the Clinic (Legal literacy)</p> <p>Students at schools Traditional leaders Community members and leaders Paralegals</p>	<p>9. How did you become aware of the legal literacy training? Were you contacted? Or did you take the initiative to know more?</p> <p>10. Did you have any prior knowledge about legal literacy?</p> <p>11. Have any of the acquired skills been applied? Has the acquired knowledge changed your practice / way of ruling?</p> <p>12. Can you describe the way the legal literacy training was conducted? What worked well? And not so well?</p>

		<ol style="list-style-type: none"> 13. Describe the trainer’s pedagogical techniques. What worked well? And not so well? 14. Was the training material easy to understand? Any suggestions for improvement? 15. Could you provide examples of situations where the legal literacy training from NLACW has influenced your interactions with community members or individuals seeking guidance? How has this impacted your ability to effectively convey legal information? 16. In what ways has the legal literacy training contributed to enhancing your confidence and proficiency in addressing legal issues within your community? Can you share any instances where you've seen a positive change in the understanding of legal rights among those you've interacted with? 17. In the context of Most Significant Change, can you provide a specific example or story where your participation in NLACW's legal literacy training led to a remarkable shift in the way you approach legal matters within your community or organization? How has this change influenced the way you advocate for access to justice and legal rights for women and children? 18. Could you share a situation where your engagement with NLACW's training has resulted in a significant change in the way you collaborate or engage with other stakeholders, such as government institutions, civil society organizations, or community members? How has this influenced your ability to promote awareness and empowerment related to legal issues? 19. Can you share a specific instance or story that demonstrates the tangible impact of your legal literacy training on an individual or community member? How did your intervention lead to a meaningful change in their understanding of their legal rights, and how did this empowerment contribute to their overall well-being?
8	Traditional and statutory adjudicators	<ol style="list-style-type: none"> 1. In general, what are the wider potentials and challenges of access to justice by the poor in Zambia? 2. What contact did you have with the Clinic? Training? Workshops? Information? 3. How did you get in contact? 4. Has the acquired knowledge been useful in you work? Have you changed any practices? Or changed your view upon women and children’s rights? Examples? 5. Are marginalized groups covered by the services of the Clinic? Or by the legal literacy initiatives? 6. Have you taken any initiatives to support women in leadership positions? 7. Would you suggest any new issues or adjustments? 8. Can you describe any specific cases or instances where the knowledge and skills acquired through NLACW training have led to more equitable outcomes in legal proceedings for marginalized individuals, particularly women and children? 9. In the context of Most Significant Change, could you share a specific example or story where your engagement with NLACW's training led to a significant positive change in the outcome of a legal case involving women or children's rights? How did your application of the acquired knowledge contribute to a fairer and more just resolution?

		<p>10. Can you provide an instance where your interaction with NLACW or its initiatives brought about a transformative change in your understanding or approach towards addressing gender-based violence or gender-related legal issues? How did this change influence your perspective and actions as an adjudicator?</p> <p>11. Any final observations?</p>
9	Clients (Legal representation)	<p>1. How did you become aware of the Clinic's services?</p> <p>2. For which problem did you seek the services?</p> <p>3. Do the legal services provided by the Clinic respond to the needs and priorities of the beneficiaries?</p> <p>4. How about the costs related to services? Are they reasonable / value for money? Did you face difficulties in paying the fees?</p> <p>5. Have you been satisfied with the services of the Clinic? Give examples? If not, please also provide examples!</p> <p>6. Could you share any insights on how the legal representation you received from NLACW has positively influenced your understanding of your rights and legal processes? Are there specific aspects that stand out in this regard?</p> <p>7. In what ways, if any, has the legal assistance provided by NLACW contributed to changes in your personal circumstances, well-being, or overall empowerment?</p> <p>8. Can you suggest any improvements?</p> <p>9. In the context of Most Significant Change, could you provide an example or story that highlights a significant positive change resulting from the legal representation you received from NLACW? How did the legal intervention lead to a transformative outcome in your situation or circumstances?</p> <p>10. Can you share an instance where the legal representation provided by NLACW led to a notable shift in your personal perception of justice, your rights, or your ability to advocate for yourself? How has this change influenced your interactions with legal matters in your community or personal life?</p> <p>11. Any final observations?</p>
10	Other donors	<p>1. What is your collaboration with the Clinic? Project? Budget? Time span?</p> <p>2. Strengths and weaknesses?</p> <p>3. Lessons learned?</p> <p>4. In the context of Most Significant Change, could you provide an example or story that illustrates a significant positive change resulting from your collaboration with NLACW? How has your partnership led to a transformative outcome, either in terms of access to justice for marginalized groups or in the empowerment of women and children?</p> <p>5. Considering your engagement with NLACW, can you share an instance where your support contributed to a meaningful shift in addressing gaps or challenges in the legal empowerment landscape? How has your involvement led to a change that positively affected NLACW's efforts and their impact on the community?</p> <p>6. In terms of sustainability and long-term impact, how do you envision the continued partnership with NLACW or similar initiatives? Are there any potential areas of expansion or collaboration that you would recommend exploring in the future?</p>

		7. Suggestions for the future / final observations?
11	Communities / schools not engaged in legal literacy training <ul style="list-style-type: none"> • Teachers / Students • Community leaders • Traditional and statutory adjudicators 	<ol style="list-style-type: none"> 1. Women's Rights: <ol style="list-style-type: none"> a. Can you briefly explain what women's rights encompass? b. Are women entitled to equal rights as men in your opinion? If yes, can you provide examples of these rights? c. How familiar are you with laws or regulations that protect women's rights in your country? 2. Child Rights: <ol style="list-style-type: none"> a. Can you list some fundamental rights that children should have? b. Are children entitled to protection from violence, abuse, and exploitation? If so, can you describe how these rights are upheld? c. How much do you know about the legal mechanisms in place to safeguard child rights? 3. Access to Legal Advice/Support: <ol style="list-style-type: none"> a. If someone in your community faced a legal issue, where would you suggest they go to seek legal advice or support? b. Are you aware of any local organizations or government agencies that offer legal assistance to individuals in need? c. How confident are you in your knowledge of the steps someone should take when seeking legal help? 4. Gender-Based Violence (GBV): <ol style="list-style-type: none"> a. What is your understanding of gender-based violence? b. Do you believe there are legal measures in place to address GBV? If so, can you provide examples? c. How knowledgeable are you about the resources available for victims of GBV in your community? 5. Divorce and Family Law: <ol style="list-style-type: none"> a. What are your thoughts on divorce? Do you think there are legal processes that govern it? b. Can you describe any rights or responsibilities individuals have when going through a divorce? c. How informed are you about where individuals can seek legal guidance if they are considering divorce or facing family-related legal issues? 6. Property and Inheritance Rights: <ol style="list-style-type: none"> a. In cases of inheritance, do you believe all family members are entitled to a fair share of property/assets? b. How much do you know about the laws governing property distribution and inheritance rights? c. Can you suggest any avenues where someone could learn more about property and inheritance laws? 7. Criminal Justice: <ol style="list-style-type: none"> a. What happens when someone is accused of committing a crime in your community? b. Are you aware of the rights that an accused person has during the legal process? c. How familiar are you with organizations that provide legal aid to individuals involved in criminal cases? 8. Legal Documentation: <ol style="list-style-type: none"> a. How important do you think legal documentation (contracts, agreements, etc.) is in various aspects of life? b. Do you know where people can get assistance with creating and understanding legal documents?

		c. Have you encountered situations where lack of proper legal documentation led to problems?
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Annex 5 – Documents Consulted

1 Sida documents

1. Strategy for Sweden's development cooperation with Zambia 2018–2022 (extended until 2023)
2. Strategy report 2017 för Development Cooperation with Zambia 2013-2017, Sida, 28.03.2018
3. Strategirapport för strategi för Sveriges utvecklingssamarbete med Zambia 2018-2023, Sida, 15.03.2023
4. Evaluation of the National Legal Aid Clinic for Women's Access to Justice Programme in Zambia, Final Report, Sida Decentralised Evaluations 2018:1, December 2017.
5. Poverty Analysis Zambia 2018, Embassy of Sweden, January 2018.
6. Support to LAZ National Legal Aid Clinic for Women, Appraisal of Intervention, Embassy of Sweden Lusaka, 21.02.2019
7. Support to LAZ - National legal Aid Clinic for Women, Decision on Contribution, signed 22.02.2019 (in Swedish and English)
8. Grant Agreement between Sida and NLACW on Core Support, Sida Contribution 11684, signed 28.02.2019 by the Embassy and NLACW
9. Statement on Report 2022 (approved 2022 budget), Support to LAZ NLACW, Embassy of Sweden, 08.03.2022
10. Statement on Report 2022 (narrative), Support to LAZ NLACW, Embassy of Sweden, 24.07.2023

2 NLACW documents

2.1 Strategic Plan, Results Framework and narrative reports

1. NLACW Strategic Plan 2019-2023, approved by the Board of WRC (LAZ) November 2018
2. NLACW RESULTS FRAMEWORK FOR STRATEGIC PLAN 2019-2023, August 2019 and February 2020
3. 2019 Annual Programme Report, NLACW - LAZ, April 2020
4. Annual Report 2020, NLACW, n.d.
5. Annual Programme Report 2021, NLACW - LAZ, May 2022
6. 2022 Annual Programme Report, NLACW - LAZ, April 2023
7. Client Survey Analysis, NLACW, July 2023
8. NLACW Presentation, PP-slides, August 2023

2.2 Financial management and administration

1. Budget NLACW-Strategic Plan 2019-2023 2 (rev.sida)
2. Audited Financial Statements Dec. 2019

3. Financial statements for the year end 31st December 2021
4. Audit report 31st December 2022
5. 2019 Management Letter
6. 2020 Management Letter
7. 2021 Management Report
8. 2022 Management Letter
9. NLACW Fundraising overview 2019-2023, October 2023
10. NLACW Organogram 2021
11. NLACW staff list, October 2023
12. Paralegal desk chart, August 2023
13. FINAL NLACW ACTIVITY LOCATION MATRIX 2023, August 2023

2.3 Governance

1. GOVERNANCE CHARTER, signed 12.09.2012
2. NLACW Risk Management and Strategic Planning Committee meeting, minutes, 14.12.2022
3. NLACW Finance and Audit Committee meeting, minutes, 28.12.2022
4. NLACW Board meeting, minutes, 12.01.2023
5. NLACW Risk Management and Strategic Planning Committee meeting, minutes, 24.04.2023
6. NLACW Human resources and Administration Committee meeting, minutes, 29.08.2023

2.4 Strategies, policies, guidelines and manuals

1. NLACW Human Resources Manual, January 2010
2. Finance Procedures Manual, June 2011
3. Monitoring and Evaluation Guidelines, Final 2019 NLACW
4. Children's Rights - Trainer's Manual, WRC/NLACW, 2020
5. Women's Rights - Trainer's Manual, WRC/NLACW, 2020
6. SUSTAINABILITY PLAN 2019-2023, NATIONAL LEGAL AID CLINIC FOR WOMEN, LAZ
7. Child rights, Defilement and Early marriage, Lesson plans for legal literacy training, Chamuka Community, September 2021
8. Gender Based Violence , the Role of Parents and Guardians in ending early child marriage and addressing Child Defilement , Lesson plans for legal literacy training, Luzangani School, May 2021
9. Grievance and Disciplinary Procedures Code, NLACW, approved 05.10.2022
10. ANTI FRAUD AND CORRUPTION STATEMENT, NLACW, n.d.
11. Case Management Guidelines, NLACW, n.d.
12. Framework for the Provision of Pro Bono Legal Services, Law Association of Zambia, n.d.

3 NLACW booklets and publications

1. Stop Child Abuse, NLACW, with support from Sida ,n.d.
2. Child Custody, NLACW with support from Sida,, n.d.

3. Child Marriage, NLACW, with support from Sida , n.d.
4. Human Trafficking, NLACW with support from Sida, n.d.
5. Women’s Property Rights, NLACW with support from Sida, n.d.
6. Maintenance, NLACW with support from Sida, n.d.
7. Testate Succession, NLACW with support from Sida, n.d.
8. Divorce, NLACW with support from Sida, n.d.
9. Gender Based Violence, NLACW with support from Sida, n.d.
10. Intestate Succession, NLACW with support from Sida, n.d.
11. Defilement & Incest, NLACW with support from Sida, n.d.
12. Rights of the Child, NLACW with support from Sida, n.d.
13. Advocacy Toolkit, NLACW, March 2020
14. Widow Destitution and Dispossession: How Zambian Inheritance Law Infringes on a Woman’s Right to Own and Use Property, Human Rights Report, by INTERNATIONAL WOMEN’S HUMAN RIGHTS CLINIC, GEORGETOWN UNIVERSITY LAW CENTER, NLACW AND WLSA, Spring 2022

4 Context analysis

1. The State of Human Rights in Zambia 2021.2022, Human Rights Commission
2. Country Road Map for Engaging Civil Society in Zambia, European Union, 2021
3. Eight National Development Plan 2022-2026, Republic of Zambia, 2022
4. Review of the Anti-Gender Based Violence Act No. 1 of 2011, Summarized Project Report, Zambia Law development Commission, 2023
5. Enabling Access to Justice, Civil Society Participation and Transparency (EnACT), GIZ, January 2023
6. Strategic Plan 2019-2021, Legal Aid Board, March 2019
7. Conducting Legal Needs Surveys in Zambia: Taking a Contextual Approach, Occasional Papers Series, Southern African Institute for Policy and Research, July 2022
8. Unstacking global poverty: data for high impact action Briefing note for countries on the 2023 Multidimensional Poverty Index, Zambia, UNDP Multidimensional Poverty Index 2023
9. Performance Audit on the Management and Disposal of Gender Based Violence Cases in Zambia 2017-2020, OFFICE OF THE AUDITOR GENERAL, Republic of Zambia, December 2021

5 National laws and policies

1. Constitution of Zambia (*Amendment*) Act No. 2 of 2016, Article 258
2. National Legal Aid Policy, Ministry of Justice Government of Zambia, 2018
3. The Legal Aid Act, No. 1 of 2021
4. Children’s Code Act, No 12 of 2022, Part VII

6 Websites

- Global Access to Justice Programme Zambia:
<https://globalaccesstojustice.com/global-overview-zambia/>
- LAZ <https://www.laz.org.zm/>

- NLACW <https://womens-legal-clinic.com/> and <https://www.facebook.com/NationalLegalAidClinicforWomen> and <https://bizbwana.com/orgs/national-legal-aid-clinic-for-women>
- Open Aid <https://openaid.se/en/activities/SE-0-SE-6-11684A0101-ZMB-15130>
- TEVETA: <https://www.teveta.org.zm/>
- ULEMU: <https://www.ulemu.org/home>
- UNDP: Human Development Insights <https://hdr.undp.org/data-center/country-insights#/ranks>
- United Nation Evaluation Group <http://uneval.org/document/detail/1616>
- World Bank: <https://www.worldbank.org/en/country/zambia/overview>
- Zambia Statistic Agency: <https://www.zamstats.gov.zm/population-size-by-sex-and-rural-urban-zambia-2022/>

Annex 6 – List of Interviewees

NUMBER OF INTERVIEWEES PER CATEGORY

The ET met with a total 160 informants (76 men; 84 women) from the following categories of informants, some of which were met several times as demonstrated in the list below.

Institutions	M	F	Total
NLACW - Lusaka, Ndola and Livingstone	10	9	19
LAZ and NLACW Board members	1	4	5
National Government representatives	1	1	2
Provincial government representatives	13	10	23
Judiciary	5	5	10
Zambia Police Force and CCPUs	7	3	10
Media partner representatives	6	5	11
Traditional adjudicators and leaders	8	0	8
Paralegal officers	20	15	35
NLACW clients	2	20	22
CSO partners	2	3	5
Cooperating partners incl. Embassy of Sweden	1	9	10
TOTAL	76	84	160
School classes	3 classes of 60-90 students each		

LIST OF PERSONS MET

The list of persons met is structured according to institutions / category or informants and locations, and under each sub-group in chronological order.

Name	Position	Organisation / Location	Date of interview(s)
NLACW			
NLACW Head Office			
Mandy Manda	Executive Director	NLACW Head Office	09.08.2023 18.08.2023 01.09.2023 12.09.2023 27.09.2023 29.09.2023 03.10.2023

Martin Chileshe Sampa	Deputy Executive Director	NLACW Head Office	18.08.2023 24.08.2023 01.09.2023 12.09.2023 03.10.2023 Accompanied ET in Southern Province
Catherine Jere	Senior Legal Officer	NLACW Head Office	12.09.2023
Raymond Kankomba	Senior Paralegal Officer	NLACW Head Office	18.08.2023 24.08.2023 01.09.2023 12.09.2023 Accompanied ET in Copperbelt
Chileshe Ndhlovu	Counsellor	NLACW Head Office	12.09.2023
Bwila Mulenga	Legal Officer	NLACW Head Office	12.09.2023
Precious Chibwe	Legal Officer	NLACW Head Office	12.09.2023
Evans Musonda Mupila	Resource Mobilization Officer	NLACW Head Office	09.08.2023 18.08.2023 24.08.2023 01.09.2023 12.09.2023
Steven Kaleya	Program Accountant	NLACW Head Office	12.09.2023 25.09.2023 03.10.2023
Batra Kafula	IT Assistant	NLACW Head Office	12.09.2023
NLACW Livingstone Office			
Mulenga Michael Muntamfya	Senior Legal Officer	NLACW Livingstone Office	18/09/2023
Felistus Mapunga	Counsellor	NLACW Livingstone Office	18/09/2023
Robert Kampinda	Paralegal	NLACW Livingstone Office	18/09/2023
NLACW Ndola Office			
Mary Mwansa	Senior Legal Officer	NLACW Ndola Office	18.09.2023 22.09.2023
Memory Zulu	Legal Officer	NLACW Ndola Office	18.09.2023
Godfrey Kapanse	Paralegal Officer	NLACW Ndola Office	18.09.2023 22.09.2023
Collins Nyambe Sitali	Paralegal Officer	NLACW Ndola Office	18.09.2023 22.09.2023
Lweendo Maundu	Counsellor	NLACW Ndola Office	18.09.2023 22.09.2023
Dorcas Mwila	Accountant	NLACW Ndola Office	18.09.2023 22.09.2023
LAZ / NLACW governance structure			
Pamela C.Pio	NLACW Chair	WRC / LAZ	13.09.2023

Kondwa Sakala Chibiya	NLACW Board Member	WRC / LAZ	13.09.2023
Lugisani Zulu	President	LAZ	14.09.2023
Ngosa Simachela	Vice-President	LAZ	14.09.2023
Matilda Chilesh Kaoma	Honorary Secretary	LAZ	14.09.2023
National Government and Parliament			
Gift Bwembya	Acting Principal Gender Officer	Gender Division - Office of the President	25.09.2023
Ms. Patience	Principle Chiefs Affairs Officer	Chiefs Division - Cabinet Office	26/09/2023
Participation in NLACW and WLSA's presentation of study report to the Parliament Committees of National Guidance & Gender Matters, and Legal Affairs, Human Rights & Governance			27.09.2023
Judiciary - national and provincial			
Hon. Idah Phiri Mupemo	Principal Resident Magistrate	Lusaka Judiciary	14.09.2023
Hon. Agatha M. Chipende	Chief Local Court Officer	Lusaka Judiciary	14.09.2023
Hon. Malata	Chief Resident Magistrate	Livingstone	18/09/2023
D. Makalicha	Chief Resident Magistrate	Ndola	18.09.2023
Mercy Sinkanba	Senior Clerk of Court	Ndola	18.09.2023
Kasenga Chisala Bwalya	Legal Aid Board	Ndola	18.09.2023
Hon Matfwali	Senior Local Court Magistrate	Kazungula Magistrates Court	20/09/2023
Hon Frank Ndimba	Local Court Magistrate	Kazungula Magistrates Court	20/09/2023
Hon. F. Mchenge	Deputy Judge President	Court of Appeal	26.09.2023
Chali Hambagi	Deputy Public Prosecutor	NPA, Lusaka	25.09.2023
Zambia Police Force and CCPU			
Inspector Ngoma	VSU Provincial Coordinator	Zambia Police - Livingstone HQ	18/09/2023
Robin Kanyika	CCPU Chairperson	Kaloko Community, Ndola	19.09.2023
Zambia Police Force		Mpongwe District, Copperbelt	20.09.2023
Christopher Mwalango	Inspector	Zambia Police Force, Lufanyama District	21.09.2023
Lidia Chilatema	VSU Coordinator	Zambia Police - Kalomo	21/09/2023
Chilombo Luchembe	VSU Officer	Zambia Police - Kalomo	21/09/2023
Angela Kadochi	District Coordinator	VSU, Ndola	22.09.2023

Jackson Kamuhuza	Child Protection Officer	VSU, Ndola	22.09.2023
Gloria Mui Mui Mubita	National Coordinator / Assistant Director of Police	Victim Support Unit	26.09.2023
Media Partners			
Emelda Mwitwa	Features Editor	Zambia Daily Mail	13.09.2023
Mutinta Mulenga	Station Manager	Komboni Radio	13.09.2023
Bibiana Lambert	Station Manager	Radio Christian Voice	13.09.2023
Irene Chewe	Research Manager	ZNBC - Lusaka	13.09.2023
Bizeck Phiri	Relationship Manager	ZNBC - Lusaka	13.09.2023
Ms Temitope	Station Manager	ZNBC - Livingstone	18/09/2023
Fr. Imasiku Ngalama	Station Manager	Radio Maria / Radio Mosi-o-Tunya	18/09/2023
Mr Anakene	Former Station Manager	Zambezi FM	18/09/2023
Isaac Kikanda	Radio Chimwemwe	Copperbelt	18.09.2023
Allan Mwale	Radio Sun	Copperbelt	18.09.2023
Maanusange	Radio Mpongwe	Copperbelt	18.09.2023
Provincial Government, Social Welfare & Schools (education)			
Copperbelt			
Prisca Nkoma	Deputy Teacher/Acting Head Teacher	Twalubuka Secondary School	19.09.2023
Angela Mulemena	Deputy Head teacher	Twalubuka Basic School	19.09.2023
Manu Kasande	School Counsellor	Twalubuka Schools	19.09.2023
Grade 10 students - 90 students		Twalubuka Secondary School	19.09.2023
Mwewa Mtachafe	Head Teacher	Masala Secondary School, Kaloko	19.09.2023
John Kandumin	Head Teacher	Kafubu School	19.09.2023
Mrs. Munda	Senior Teacher	Kafubu School	19.09.2023
Grade 10 students - 90 students			
Ms. Chumbe	Acting District Education Standards Officer	DEBS Mpongwe	20.09.2023
Flyer Godfrey		DEBS Mopngwe	20.09.2023
Masenga Losangels	District Guidance Coordinator	DEBS Mopngwe	20.09.2023
Button Mukomba	District Commissioner	Mpongwe District	20.09.2023
Moses Banda	District Administrative Officer	Mpongwe District	20.09.2023
Stephen Kanyawinyawi	Community Development Officer	Mpongwe District	20.09.2023
Ms. Musonda		Mpongwe District	20.09.2023

Patrick Musonda	Community Ward Coordinator	Mikota Area	20.09.2023
Lillian Mwape	Guidance Teacher	Mibenge Secondary School, Lufwanyama	21.09.2023
Grade 11 - approx. 57 students		Mibenge Secondary School, Lufwanyama	21.09.2023
Mukanda Sylvestre	DEBS	Lufwanyama District	21.09.2023
Benjamin Sakala	Traditional Affairs	Community Development, Ndola	22.09.2023
Southern Province			
Mr Simabenga	District Social Welfare Officer	Ministry of Community Development - Livingstone	19/09/2023
Florence Mudendah	District Education Board Secretary	DEBS - Kazungula	20/09/2023
Charles Simaambo	District Education Board Secretary	DEBS - Kalomo	21/09/2023
Joshua Munsaka Sinjadoli	District Commissioner	DC - Kalomo	21/09/2023
Hope Chikusa	DAO	DC's Office - Choma	22/09/2023
Esther Kalonga	District Community Development Officer	Ministry of Community Development - Choma	22/09/2023
Traditional Judiciaries and Community Leaders			
Joel Shangala	Pastor	Brentwood SDA Church, Lusaka	14.09.2023
Dr. Morgan Kumwenda	His Royal Highness Chief Chamuka VI	Chisamba District	15.09.2023
Prime Minister		Mukuni Palace	19/09/2023
Chief Courtier		Mukuni Palace	19/09/2023
Paralegal Officers & Desk Hosts			
Lusaka , Central and other provinces			
Steven Banda	Paralegal Officer	ULEMU, Kanyama Hospital	14.09.2023
Harriet Phiri	Paralegal Officer	ULEMU, Kanyama Hospital	14.09.2023
Francis Chitifi	Paralegal Officer	Chawama Council Offices	14.09.2023
Focus group meeting with 5 Paralegal Officers, 2 Psycho-Social Counsellors, 4 Headmen and 1 Community Crime Prevention Officer, (6 women / 6 men)		VLOSC, Chisamba	15.09.2023
Bishop Geoffrey	Integrated Health and Community Project	Lundazi, Eastern Province	29/09/2023
Nicholas Mutale	Paralegal Officer	Kasama - Muchinga Province	29/09/2023
Misheck Nyirongo	Paralegal Officer	Lundazi - Eastern Province	29/09/2023
Copperbelt			

ANNEX 6 – LIST OF INTERVIEWEES

Mercy Kabungo	Paralegal Officer	LSU, Ndola	18.09.2023
Madewell Nyimbili	Paralegal Officer	Chipangano Church, Kaloko Community, Copperbelt	19.09.2023
Christabel Mushili	Paralegal Officer	Uganda Martyrs Parish, Roan Community, Copperbelt	19.09.2023
Benson Luwisha	Paralegal Officer	Uganda Martyrs Parish, Roan Community, Copperbelt	19.09.2023
Father Denis	Assistant Priest / Paralegal Desk Host	Uganda Martyrs Parish, Roan Community, Copperbelt	19.09.2023
Christabel Makaba	Paralegal Officer	Mikomfwa-Mwaiseni Home Care Center / Apostles Church, Copperbelt	19.09.2023
Gabriel Banda	Paralegal Officer	Mikomfwa-Mwaiseni Home Care Center / Apostles Church, Copperbelt	19.09.2023
Sikase Mweze	Paralegal Desk Host	Mikomfwa-Mwaiseni Home Care Center / Apostles Church, Copperbelt	19.09.2023
Michael Chileshe	Head Teacher / Paralegal Desk Host / Chair of GBV Committee	Kampilamikwa Combined School, Lufanyama District	21.09.2023
Blackson Mukumbwe	Paralegal Officer	Kampilamikwa Combined School, Lufanyama District	21.09.2023
Emma	Paralegal Officer	LSU, Kitwe	21.09.2023
Myriam	Paralegal Officer	LSU, Kitwe	21.09.2023
Southern Province			
Gawan Jere	Paralegal Officer	PRISCA - Livingstone	19/09/2023
Obed Shabingi	Paralegal Officer	Mukuni	19/09/2023
Juliet Mutanti	Paralegal Officer	Livingstone	19/09/2023
Theresa Ndonga	Paralegal Officer	Livingstone	19/09/2023
Dr Derrick Sialundwe	One Stop Centre Coordinator	Livingstone General Hospital	18/09/2023
Dr Mathews Yombwe	One Stop Centre Coordinator	Kazungula District Hospital	20/09/2023
Richard Ngandu	Paralegal Officer	Kazungula District Hospital	20/09/2023
Mathias Wachata	Paralegal Officer	Kazungula	20/09/2023
Oliver Siya	Paralegal Officer	Kalomo - rural	21/09/2023
Namakau Mulenga	Paralegal Officer	Chandamali - Choma rural	22/09/2023

NLACW Clients			
7 former clients (all women) from Catholic Women's Association from St Francis Xavier Parish, Thornpark (6) and Dutch Reformed Church Kabulonga (1)			13-14.09.2023
7 former clients (5 women, 2 men) from Kaloko Community, Copperbelt			19.09.2023
8 former clients (all women) from Ndola			22.09.2023
Embassy of Sweden			
Pezo Mateo-Phiri	Program Manager Governance & Human Rights	Embassy of Sweden	09.08.2023 08.09.2023 25.09.2023 28.09.2023 03.10.2023
Chimfwembe Sichinga	Financial Controller	Embassy of Sweden	08.09.2023
Malala Mwondela	Program Manager	Embassy of Sweden	25.09.2023 28.09.2023
Hillevi Ekberg	Counsellor - Social Protection & Good Governance	Embassy of Sweden	28.09.2023
Cooperating partners and CSO partners			
Barbara Walker	PLEED GIZ		25.09.2023
Shupe C. Makashinyi	UNEP		25.09.2023
Patricia Kapolyo	EU		25.09.2023
Karol Limontin	Chief Adviser	EnAct / DIHR	25.09.2023 26.09.2023
Maimbi Kalenge	Program Officer	Diakonia	26.09.2023
Miriam Mwiinga	Executive Director	YWCA	26.09.2023
Philip Sabuni	Paralegal Alliance Network		26.09.2023
Whitney Molukela	NGOCC		26.09.2023
Sharon Williams	WLSA		26.09.2023
Lucia Makamure	Program Manager	Open Society Foundation	04.10.2023
Milimo Mwiba	Program Manager - Gender & Governance	Irish Aid	05.10.2023
Miyanda Kwambwa	Program Manager - Social Protection, Youth & Skills Training	Irish Aid	05.10.2023

Annex 7 – NLACW - Strengths and Challenges

The 2019-2023 Strategic Plan and 2019-2023 Sustainability Plan¹⁷⁹ contains analyses of strengths, weaknesses, opportunities and threats (SWOT). Both documents highlight as *strengths* the leading role at national level played by NLACW to provide free legal services and to litigate in courts of law; the organizational affiliation with LAZ, the governance system and strong inter-institutional network; and skilled staff and effective management systems, including accounting software, to ensure financial controls, compliance, transparency and accountability. The *challenges* (i.e. weaknesses) were identified as lack of standardized systems and manuals for training, M&E, research and documentation, fundraising, collaboration with pro bono lawyers; imbalance between available staff and the work load; staff turnover and lack of policy for voluntarism; inadequate office space and limited outreach; and the dependency on few funding partners and limited diversified sources of income.

When assessing the strengths and challenges with NLACW staff in September 2023, some *strengths* were still the same, i.e. the unique niche which NLACW fills in terms of a targeted support to women and children's access to justice through legal representation and legal literacy, but there were also improvements in terms of an increased focus on the advocacy role played by NLACW, where the geographical outreach allows for evidence based argumentation rooted in a deep understanding of the Zambian context; the multi-pronged approach whereby primary and secondary support is provided under the same roof and vertical referrals from community level to supreme court level take place; the standardization of paralegal training through TEVETA and introduction of monitoring tools; increased number of volunteers, reduced staff turnover and formalization of the pro bono lawyer support. Current *challenges* were identified by NLACW staff as the overwhelming work load of complex and often heart-striking cases; the limited geographical outreach and high costs related to outreach; the insecure financial situation with project funding and consequent lack of job security; and the need for implementing the pro bono lawyer system, which is still only to a very limited extent applied.

¹⁷⁹ NLACW Strategic Plan 2019-2023, p. 4; NLACW Sustainability Plan 2019-2023, p.5.

Annex 8 – Key Issues Affecting Paralegal Officers

The following key issues affecting the work of paralegal officers is based on interviews in Choma, Kalomo, Livingstone and Kazungula, but are general for the situation of paralegal officers also in the Copperbelt.

Common Issues

- **Awareness and Initiation:** Paralegals in all four regions became aware of legal literacy training through various means, including client referrals, organizational associations, and personal initiative. This indicates that NLACW's outreach and word-of-mouth referrals play a significant role in recruiting paralegals. Prior to their involvement with NLACW, none of the paralegals had prior knowledge about legal literacy.
- **Application of Skills:** Paralegals in all regions confirmed that they have applied the skills acquired during the legal literacy training in their roles. These skills are particularly useful in mediation and providing legal information to community members seeking assistance. They have become valuable intermediaries between the legal system and the community.
- **Training Methodology and Materials:** While the training was generally well-received, there was variation in the quality of sessions across years. Some sessions were considered satisfactory or excellent, while others were perceived as just okay. It would be beneficial to maintain consistent quality in training sessions to ensure that all paralegals receive comprehensive and effective instruction. Additionally, the training materials were generally easy to understand, but paralegals suggested including more information on laws related to human rights and legal rights to further enhance their knowledge base.
- **Impact on Confidence and Proficiency:** Legal literacy training has had a positive impact on the paralegals' confidence and proficiency in addressing legal issues within their communities. They noted that clients have become more aware of their legal rights, and paralegals are better equipped to guide them through legal processes. This empowerment has translated into tangible results, such as individuals not staying in abusive marriages.
- **Significant Change and Advocacy:** Paralegals emphasized personal transformations resulting from their training, allowing them to advocate more effectively for women's rights and access to justice. They highlighted changes such as individuals not staying in abusive marriages and the importance of using their skills to create financial stability within the community.
- **Challenges and Recommendations:** Challenges raised by paralegals included the lack of laptops, transportation logistics, communication and record-keeping, case withdrawals, and limited funding. Paralegals emphasized the need for refresher training to stay updated on legal developments and improve their skills. Workshops

for the community were suggested to raise awareness about legal rights and available services. Better understanding of community structures and the importance of reporting issues to NLACW rather than handling them directly were also highlighted. Paralegals expressed the need for further training on human rights and legal rights laws to better serve their communities.

Unique or Specific Challenges by Region:

- **Kalomo** - Transportation Challenges: Paralegal in Kalomo faced challenges related to distance and transportation. The vast geographical area made it difficult for the paralegal to reach clients and provide services. To address this issue, it was recommended that NLACW consider providing transport or bicycles to facilitate paralegals' mobility and accessibility to remote areas.
- **Livingstone** - Collaboration and Transportation: Paralegals in Livingstone mentioned the need for better collaboration with stakeholders, especially regarding transportation for witnesses. They emphasized that their role in providing legal information and education to the community has increased awareness and empowered individuals to report cases. To improve collaboration, more streamlined transportation options for witnesses could be explored.
- **Kazungula** - Border Town Dynamics: Paralegals in Kazungula highlighted the specific challenges related to being a border town. The proximity to the border post and frequent movement of people across the border posed unique challenges for legal cases. To address these challenges, it was recommended that NLACW intensify information dissemination and sensitization efforts, especially for women who may think they can't afford legal services. Paralegals in Kazungula also stressed the importance of enhancing collaboration with the courts and the community to effectively address the unique challenges they face as a border town.
- **Chandamali, Choma** - Limited Resources: The paralegal in Chandamali - Choma faces challenges related to the lack of resources for maintaining their office space. They mentioned the need for stationery, cleaning materials, and other day-to-day essentials. Additionally, they expressed the need for laptops and printers to facilitate their work efficiently. These resource-related challenges need to be addressed to ensure that paralegals can effectively serve their communities.



Evaluation of the National Legal Aid Clinic for Women (NLACW) Access to Justice Programme in Zambia

The evaluation assessed the “National Legal Aid Clinic for Women’s (NLACW) Access to Justice Programme in Zambia”. The evaluation’s objective was to assess the performance of the NALCW Strategic Plan 2019-2023, and to provide input for the formulation of the next strategic plan. Through the access to justice programme, NLACW is committed to empowering women by facilitating their access to legal rights by way of legal representation, counselling and legal and human rights education as a distinct but integral part of the women’s movement. The evaluation team found both the organization and its specific services and activities to be highly relevant in the Zambian context, with impressive results as almost all indicators were above the targets one year before the end of the programme. Financial and organisational sustainability must be built as it currently depends heavily on a few key donors. The team recommended to Sida to keep funding the next NLACW strategic plan and engage actively with other like-minded donors. To NLACW, the team provided several recommendations on strategic approach, operational level and organisational strengthening.

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