



Factsheet

# What Impacts? What Matters?

## Civil Society for Good Governance

### Measuring Impact

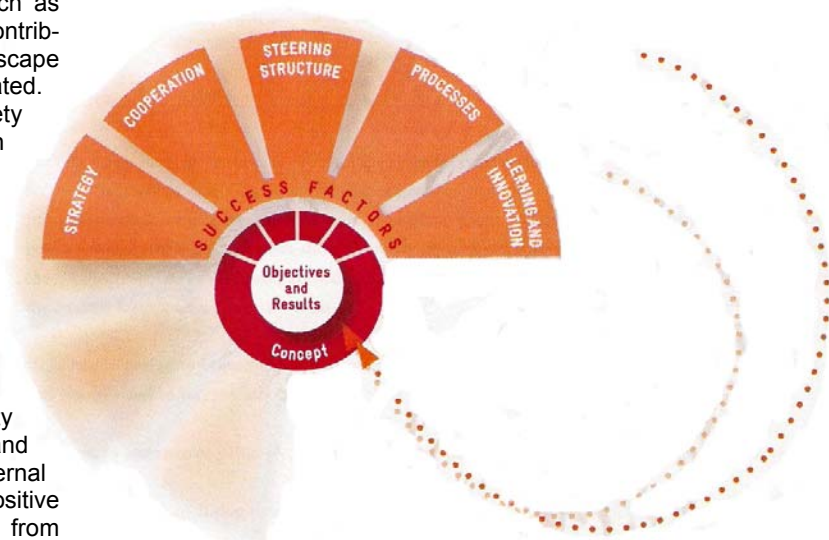
Development cooperation or interventions can only be meaningful if it impacts on the day to day lives of people. Moreover, the sustainability of such impact or interventions is critical, in order to claim success. Yet, basic ideas to measure impact or sustainability, if ever quantifiable seem to illustrate that success may be reliant on people, who are the *drivers of change* and who in fact are the owners of development interventions. Impact requires the creation of favourable conditions such as the recipient's capacities to adjust, embrace and contribute to proposed change and the political landscape pertaining in the area where interventions are situated. The relations between government and civil society in Zambia will be shaped by the NGO Act which was passed by Parliament in August 2008.

### Five Success Factors

The Programme Democratization, State and Civil Society (Good Governance) has entered its second phase in October 2009. The evaluation of February 2008 came out with strong impacts vis-à-vis the strengthening of Zambian civil society organisations (CSO) to capacity and networking and their contribution to governance reform. The internal review of March 2009 has confirmed the overall positive outcome of the programme. The implementation from February 2008 to September 2009 is assessed by means of applying GTZ's Management Model for Sustainable Development, Capacity WORKS<sup>1</sup>. Capacity WORKS follows a holistic approach. It is process oriented and value based. It addresses the complexity of objectives and outcome through the use of the five success factors which are *Strategy, Cooperation, Steering Structure, Processes, and Learning and Innovation*.

The application of the five success factors for assessing impacts poses questions to provoke contemplation about

where the Good Governance Programme would see itself in the second phase October 2009 to March 2012. The assessment reflects discussions with the programme team, some key partner organisations and GTZ colleagues who participated in the Capacity WORKS training in March 2009. It also refers to literature on the work of civil society organisations and the perceived or felt impact on the target audiences.



The Capacity WORKS Model<sup>1</sup>

### Framework Conditions

Zambia is a relatively stable and peaceful country. One of the most significant achievements of the Government up to 2007 is the country's impressive macroeconomic performance. Yet, the Zambian society faces some serious challenges, notably stuttering national policy reforms and continuing high levels of poverty. State-civil society relations are dynamic, with several points of convergence, as well as critical areas of disagreements,

<sup>1</sup> GTZ, Capacity WORKS, © The Management Model for Sustainable Development



particularly regarding the currently enacted NGO Act. In the aid framework the scaling up of direct budget support to government has implications on the service delivery as well as advocacy work of CSOs. The support to CSOs in governance experiences a pooled funding mechanism in the name of the Zambia Governance Foundation and also other similar mode of delivery from some other donors.

### Advocacy on Economic, Social and Cultural Rights

During the first half of 2009, the Jesuit Centre for Theological Reflection (JCTR) conducted several advocacies related to the inclusion of economic, social and cultural rights in the new constitution.

JCTR's submission to the Human Rights Committee of the National Constitutional Council emphasised that the content and method (process) utilised to adopt the new constitution are not only political and legal matters, but are fundamentally ethical and moral issues. JCTR believes that a good constitution will be one that prioritises the following value dimensions: human dignity, common good, principles of subsidiary and responsibility, protection of human rights and freedoms, and special concern for the vulnerable groups, particularly the majority poor in the country.

During the progress review of February to March 2009 discussions with partners centred on a Code of Conduct for CSOs including a mechanism for self regulation as a possible counter proposal to the NGO bill. Such a code could include how to deal with accountability and integrity challenges within CSOs. The year 2009 has also seen extensive debates in parliament about the need to regulate the media. Whereas the media fraternity itself has called for self regulation, strong counter missiles have been thrown from the legislature and the executive.

### NGO Act Impacts on CSO's Work – Wait and See!

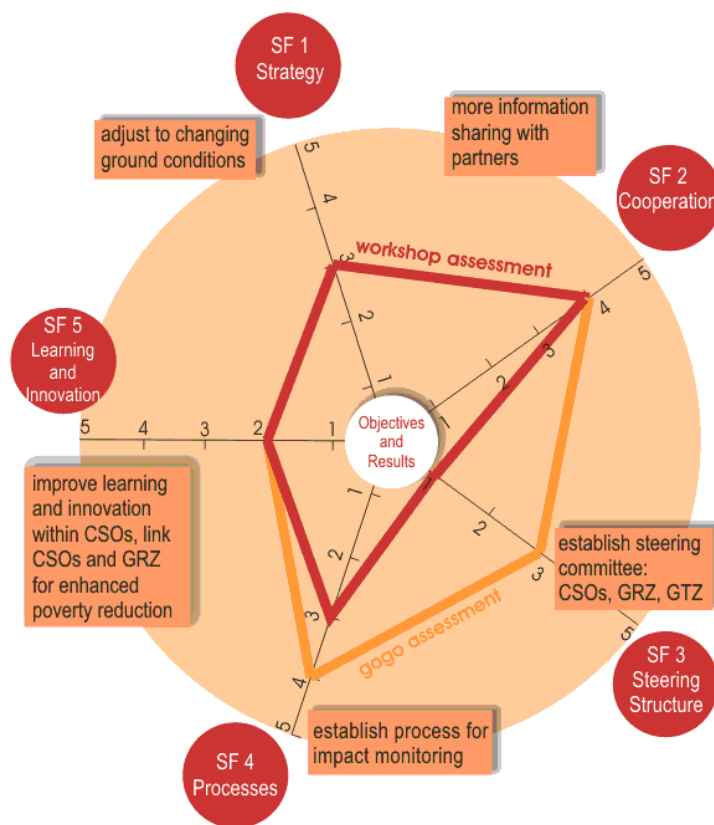
The NGO Act was passed in Parliament in August 2009. Several stakeholders have analysed and debated the possible implications of the Act on their work. However, one needs to wait and see until the implementation of the Act is in place. The process of coming up with the law was contentious and unsatisfactory, according to CSOs. Advocacy is being done to counter the Act. CSOs, through the Zambia Council for Social Development (ZCSD) are working on a Code of Conduct for NGOs in Zambia.

## Assessing Impact through five Success Factors

### What Impacts – Where do we Stand?

Answering the questions where the Good Governance Programme sees itself at the end of its first phase by applying the five success factors requires that successes and challenges are balanced. A rating based on a ranking from 1 (lowest impact) to 5 (highest impact) would result in status-quo values for each of the success factors. The orange line shows the values attributed by the Good Governance team whereas the red line indicates the values given by members of the Capacity WORKS training course. In the end, the real value may somewhere in between both assessments and yet, the values assigned by of the Good Governance team may reflect a

realistic assessment. Altogether, the rating confirms progress and impacts in particular. In addition, the exercise underlines the usefulness of the five success factors of Capacity WORKS for impact assessment.



### Success Factor 1: Strategy

#### Government is Programme Host

A bilateral Zambian – German programme, politically hosted by the Ministry of Community Development and Social Services, but working with civil society partners makes the programme design and strategy unique. The state and CSOs in several instances not just perceive but also treat each other with doubt. Therefore, how both partners treat each other affects the success of the Good Governance Programme. This arrangement opens the programme activities as well as those of its partner organisations to scrutiny. But if the situation is that the mistrust of CSOs by government continues amidst all the good work done, how about a tripartite information sharing arrangement where donors, government and CSOs converge?

#### Governance – Contested Concept and Sphere

While there is no written law that inhibits CSOs in Zambia to undertake policy oriented advocacy, it seems government is more comfortable to have CSOs undertake service delivery. Indirect or direct statements suggesting that some outspoken CSO representatives or their organisations are subsets of opposition political parties have been made by government officials. This has been common in recent months leading to the NGO Law enactment and the Frederick Chiluba acquittal debate. Such views are perhaps to be expected. However, what may have to be preserved is the extent to which such negative perceptions of CSOs breed the stifling of citizens' fundamental freedoms and participation in legitimate issues. Furthermore, the programme has come to appreciate the need to pay attention to internal gov-

ernance issues in the partner organisations with which it collaborates, in addition to supporting CSOs in their contribution to the national reform agenda.



Working on the Zambian Anti-Corruption Strategy

### Whose Topics and Strategies?

By and large, CSOs themselves are responsible for their strategies of engaging their constituencies as well as selecting their topics of engagement. These topics have been in line with the Fifth National Development Plan and other reform processes. As partners have diversified their thematic priorities and geographical coverage some questions need to be asked in order to ensure maximisation of impact:

- How can we strategise our future interventions so that we help to break the rural – urban divide that is to some extent being perpetuated by the support to national CSOs?
- How can CSOs utilise their complimentary role and space under the existing environment to conduct advocacy work that leads to poverty reduction and improvement of livelihoods?

### Success Factor 2: Cooperation

Development interventions such as the Good Governance Programme cooperate with organisations, from prominent and visible, to active but invisible or silent but yet effective ones

#### Internal Cooperation

Internally, the programme intersects with the other programmes of bilateral Zambian-German cooperation, i.e. Water, Support to the Ministry of Finance and National Planning and Support to Decentralisation. The focus of these programmes is the government. In addition and complementary, the Good Governance Programme counts on CSOs as the mechanism to reach the government, whereas the other three programmes interact with government directly

#### External Cooperation

Efforts are made for active information sharing within the German Development Cooperation framework through GTZ's sector network good governance and the in-house subject matter expertise provided by the Planning and Development Department at head office in Germany.

#### Implementing Partners – Selection and Programme Flexibility

The prominent stakeholders in the programme are the implementing partners, with whom the Good Govern-

ance Programme has contractual relationships since 2005. Five major partners have been supported through combi-financing arrangements: CSPR with co-funding from DFID and AVAP, Caritas, FODEP and JCTR with co-funding from Irish Aid. Other partners have been supported through local subsidy agreements or the provision of goods, services and human resources development.

The partner organisations collaborated with or supported have been carefully selected to reflect the programme's overall goal and component goals. The Good Governance Programme has been operating with flexibility, allowing for unforeseen governance related needs and emerging priorities identified by partners to be filled or met at the shortest possible demand. For instance, lobby and advocacy on the NGO Bill and voter education or to overcome internal governance constraints were such unforeseen needs.

Flexibility is arguably one of the strengths of the programme as it has stuck literally with partners in a changing operating environment. However, much as this is strength it can also be a risk, as we would have to ponder over sustainability issues.

#### Cooperation with CSOs and the Non State Actors Group

The interaction with cooperating partners in the Non State Actors Group (NSAG) seems stronger than that with other bi-lateral arrangements. This lies in the convergence of several cooperating partners with support to CSO partners, including faith based and non face based INGOs. GTZ and the Swedish International Development Agency jointly chair the group.

#### Combi Arrangements

The combi financing arrangements with Irish Aid and DFID can be taken as a case of best practice of harmonised support to CSO partners.

### Success Factor 3: Processes



Processes: Civil Society Day 2009

This factor allows to assessing both the internal and external processes that guide the collaboration with partners. The processes that relate to the partner organisations are dynamic and fluid and may require further improvement. For instance, the accessibility of key stakeholders such as parliamentarians is critical for the kind of advocacy work CSOs are undertaking. Partners have called for mechanisms to ensure that parliament does not shift further away from the citizens, as it can sometimes be problematic to access them, let alone getting parliamentarians to resonate with issues that

affect citizens. The programme encourages the formation of CSOs through formal membership networks and thematic alliance, which include the sub-national level. The establishment of NGO consortia at district and provincial level serves the purpose of bringing sub-national issues, themes and priorities into the national policy debate. The support for the CSO facilitated efforts towards the forthcoming Six National Development Plan contributes to government's broad based stakeholder process.

#### Success Factor 4: Programme Steering Structure

Apart from GTZ's internal systems of management, the programme has no deliberate steering structure that converges to direct and shape the programmatic of partner organisations. However, the programme draws on ideas and information from different partners or their representatives or eminent individuals, as well as other cooperating partners on particular issues as elaborated under the success factor cooperation. In this way the programme encourages cross-organisational cooperation and management of specific initiatives such as the APRM Secretariat or the CSO engagement for the SNDP. Yet, it should be discussed whether a more formal structure for networking and consortia CSOs is necessary and if so, what could be the envisaged contribution of the programme?

#### Success Factor 5: Learning and Innovation

##### Horizontal Learning

The programme has made deliberate effort to learn and innovate, for instance through the Programme Progress Reviews (PPRs). The 2008 PPR included a section on Lessons Learnt. The lessons touch on the complexity and lengthy process of capacity development, the volatility of CSO partners and the need to guard against client-agent relationships as well as need to be flexible on designing cooperation programmes with CSO partners. Interestingly, the network example of support to the CSO APRM secretariat is used as a best practice of the cooperation with CSOs. Much as this was the case and may still be the case, challenges encountered in working with network organisations seem to teach that the programme should attempt not to invest all efforts in one network organisation.

Clearly, the value that can be derived from the success of the network organisation is greater and cost and time efficient than what could be obtained from investing in several small organisations. A typical example of network input into national policy processes is CSPR's contribution to the making of the FNDP, when in 2005, together with member organisations an alternative FNDP was produced "A Civil Society Perspective" whose content substantially found its way into the final FNDP. A similar, however, further reaching exercise has been initiated for the SNDP. Bearing in mind the successes of

such initiatives, one may want to ponder about what we can do in order to keep CSOs actively engaged and focussed on specific agenda?

To conclude: All issues considered, it seems the amount of time and effort spent on partner identification should be carefully interrogated and this may call for more investment in the programme's own processes as this in a way mirror the impact of the support.

##### Vertical Learning

There appears evidence of learning and innovation in the partner organisations. At inter-organisational heights, this has been constantly taking place. All in all, there is need for cross vertical and horizontal learning. In this regard, the application of knowledge management techniques and regular information exchange fora to be used as learning platforms is fundamental.

##### Interpreting the Rating

A brief description of the assessment would look as follows:

- Success factor 1: Strategy  
Ranking 3: Clear definition, addressing framework conditions in a realistic manner, pragmatic in approach and corresponding to national priorities and the standards set in the Paris Agenda for Aid Effectiveness, the Accra Agenda for Action and the Millennium Development Goals
- Success factor 2: Cooperation  
Ranking 4: Good formal working relations established, close cooperation with key partner organisations at different levels, focused thematic cooperation, relations with government, donors and development agencies
- Success factor 3: Steering Structure  
Ranking 3: Standardised management structures in place, team approach based on decision of labour and professional capacity
- Success factor 4: Processes  
Ranking 4: Initiatives are owned by partner organisation, they are encouraged through engagement in all relevant development processes and thematic work streams with focus on non-state actors
- Success factor 5: Learning and Innovation  
Ranking 2: Human resources management is key of GTZ's mandate; knowledge management is at comparatively low level: The programme has contributed to a large number of important initiatives implemented and well documented by partner organisations, however, has a low external knowledge profile on GTZ's web and vis-à-vis its own capacity.

##### Imprint

Published by:  
Deutsche Gesellschaft für  
Technische Zusammenarbeit (GTZ) GmbH

- German Technical Cooperation -

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Factsheet 2

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November 2009