

**ZAMBIA**  
**COUNTRY STRATEGY PAPER**  
**2013 – 2017**



**EMBASSY OF IRELAND, LUSAKA**  
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**Irish Aid**

Government of Ireland  
Rialtas na hÉireann

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## ACRONYMS

CAMFED	Campaign for Female Education
CGIAR	Consultative Group on International Agricultural Research
CSO	Civil Society Organisation
CSP	Country Strategy Paper
EU	European Union
GBV	Gender Based Violence
GDP	Gross Domestic Product
GIZ	German Development Cooperation (previously GTZ)
GRZ	Government of the Republic of Zambia
IFMIS	Integrated Financial Management Information Systems
JASZ	Joint Assistance Strategy for Zambia
MCDMCH	Ministry of Community Development, Mother and Child Health
MDGs	Millennium Development Goals
MISA	Media Institute for Southern Africa
MESVTEE	Ministry of Education, Science and Vocational Training and Early Education
MMD	Movement for Multi-Party Democracy
NGOs	Non-Governmental Organisations
NIF	National Implementation Framework (Education)
OECD-DAC	Organisation for Economic Cooperation and Development
PAC	Public Accounts Committee
PF	Patriotic Front
PFM	Public Financial Management
PMDS	Performance Management and Development System
SACMEQ	Southern African Consortium on Measuring Educational Quality
SNDP	Sixth National Development Plan
SUN	Scaling Up Nutrition
UK	United Kingdom
UN	United Nations
UNICEF	United Nations Children’s Fund
UNIP	United National Independence Party
ZDHS	Zambia Demographic and Health Survey
ZDA	Zambian Development Agency
ZGF	Zambian Governance Foundation
ZOCS	Zambia Open Community Schools

**Cover Photograph:** Student Sandra Bwalya attends Grade Eight lessons at Kamena Basic School, Mungwi District, Northern Province. Photographer: Chosa Mweemba

## PART 1

### 1. EXECUTIVE SUMMARY

1. While Zambia has benefited from the implementation of sound macro-economic policies, high external investment and annual average growth rates of 6% in recent years, persistent high levels of poverty and inequality remain the biggest development challenge. Zambia's population of 13.5million is growing at the rate of 2.5% per year and is likely to double by 2040. 60% of the population is under 25. Although it has recently been classified by the World Bank as a lower middle income country, Zambia's ranking at 164th out of 187 countries in the 2011 United Nations (UN) Human Development Report, still places it as one of Africa's poorest countries.
2. Over 60% of the population is defined as poor, with over 42% extremely poor and unable to meet basic requirements. Poverty is significantly worse in the rural areas and there is substantial vulnerability with the erosion of household assets and an inability to meet basic daily requirements. The elderly, women and children constitute the most vulnerable. Zambia has made progress towards a number of the Millennium Development Goals, particularly in improved access to primary education and reduction of child and maternal mortality. However, reducing vulnerability is central to addressing poverty. In spite of progress, huge challenges remain in ensuring quality basic service delivery.
3. A new Government was elected in September 2011 with a manifesto to tackle poverty and inequality, corruption and unemployment. A strong pro-poor budget was introduced and there have also been commitments to reduce unemployment and tackle corruption. Successful implementation of the anti-corruption policy will be crucial, as will a stronger role for parliament and civil society in ensuring improvements in service delivery and public financial management.
4. This Country Strategy Paper (CSP) builds on the successes of the current programme and responds to key Irish Aid priorities, including the recommendations of the Hunger Task Force. It is consistent with the aims of the Joint Assistance Strategy for Zambia and aligned with the Sixth National Development Plan, focusing on accelerating poverty reduction especially in rural areas. The new CSP also responds to the reduced budget available by taking steps to consolidate its programme which will at the same time optimise impact. It will do this by focusing on the three major work areas of Education, Social Protection, and Livelihoods, Food and Nutrition and by reducing the overall number of partners.
5. The new CSP is informed by the external evaluation of the previous strategy in 2011, the Paris Declaration Monitoring Survey in 2010 and the Joint UK and Ireland report on mutual accountability, which conclude that Irish Aid made an important contribution to the aid effectiveness agenda in Zambia.

6. The mid-term review and the external evaluation of the strategy confirmed that the strong focus on addressing chronic poverty and vulnerability was relevant. This emphasis will continue.
7. This paper sets out Irish Aid’s proposed Country Strategy for Zambia in the period 2013 – 2017. The new strategy is more focused and the number of partners has been reduced. The goal of the programme is to contribute to the reduction of chronic poverty, vulnerability and inequality in Zambia. Two outcomes are identified: (i) *increased resilience of vulnerable poor households (‘reducing vulnerability’)*; and (ii) *improved access to quality and equitable services (‘improving service delivery’)*. There are four objectives: (i) improved livelihoods, health status, food and nutrition security of poor households with a particular focus on women and vulnerable groups; (ii) strengthened participation of men and women in the demand for quality basic services, (iii) strengthened pro-poor policy implementation and utilisation of resources; and (iv) improved delivery of quality education services.
8. The proposed budget is €69 million or €13.8 million for each year. It is proposed to divide this between the outcome areas as follows: 45% for ‘Reducing Vulnerability’ and 50% for ‘Improving Service Delivery’. A further 5% is allocated for programme costs and includes a programme development, research and evaluation budget line. Of the total budget, approximately 56% will be delivered through Government systems. A further 11% will be allocated to Civil Society Organisations and 14% for direct implementation under the Local Development Programme in Northern Province.
9. Ireland’s policy priority areas will be mainstreamed throughout the programme. Gender inequality issues will be addressed by focusing on activities that strengthen women’s participation in development processes, promote equal access to education, and ensure greater social protection. HIV and AIDS impact mitigation will be addressed through social protection programmes, as well as mainstreaming it in the education sector and the livelihoods programme. Addressing good governance will focus on strengthening the role of civil society advocacy for pro-poor policy, improved access to services and greater accountability. Irish Aid will also monitor Public Financial Management reform closely. Climate change will be integrated in the Northern Province programme to improve rural poor livelihoods and nutrition.
10. This CSP has been prepared following extensive country analysis, research, consultation and a rigorous internal planning process, with technical support provided from headquarters. A logic model is outlined, along with a results framework for each objective.

## 2. COUNTRY ANALYSIS

### 2.1 Historical Background

11. Zambia gained independence on 24<sup>th</sup> October 1964 after 74 years of British colonial rule. Since independence, the country has moved from multiparty politics in 1964 to a one party state in 1973 and back to a multiparty democracy in 1991, which continues to date. 1991 also saw a change of economic model from socialist to capitalist free market policies.
12. The United National Independence Party (UNIP), under Dr. Kenneth Kaunda, was the first ruling party and led the country for 27 years. Developments in the late 80's/early 90's paved the way for the reintroduction of multi- party politics. In 1991, a new party, the Movement for Multiparty Democracy (MMD), under the late Dr. Frederick Chiluba took over power. Since then, Zambia has had two more Presidents under the MMD, namely, the late Levy Patrick Mwanawasa (2001-2008) and Rupiah Banda (2008-2011). In September 2011, the Patriotic Front (PF) party defeated the MMD and its leader, Michael Sata, took over as President.

### 2.2 Political Developments

13. Since independence in 1964, Zambia has been a remarkably peaceful and stable country in what has often been a violent and politically turbulent region. A formal Constitution provides the basis for governance. It gives extensive powers to the Presidency which allows the Executive to dominate other branches of Government. The independence of the Judiciary is enshrined in the Constitution but is of note that the Attorney General, as well as the Judges of the High and Supreme Courts, are appointed by the President.
14. The holding of multi-party elections over the past 20 years has helped foster democratic norms among citizens. The most recent elections in 2011, which were very closely contested, were declared transparent and credible by international observers, including the European Union (EU).
15. The Patriotic Front victory demonstrated a strong desire for change in Zambia, driven by the perception that the dividends of strong macro-economic growth have benefited the political elite and foreign investors rather than ordinary Zambians. President Sata's populist approach also appealed to a large majority of the newly registered voters who constituted 24.5% of the electorate.
16. The Patriotic Front, with 60 seats, did not win a majority in the 158 seat Parliament. However, its parliamentary deficit is unlikely to prove an insurmountable challenge - the advantages of incumbency are significant and the opposition is unlikely to present a solid front as already witnessed by nine MMD members being appointed as Deputy Ministers. Also, the party has to-date successfully petitioned the High Court to overturn ten election

results on the basis of “malpractices” by MMD candidates. Having lost a critical election after 20 years in power, the MMD is now a politically vulnerable party. Many who had never envisaged seeing the party in opposition have defected to the PF. The new MMD leadership will be challenged to maintain party cohesion and regain popular support. The other major opposition party, the United Party for National Development (UPND), won 28 seats but most of its support comes from its leader’s home in Southern Province.

17. The Catholic Church is an influential force in Zambia with extensive networks that reach into the rural areas and the capacity for wide dissemination of key messages. It has challenged Government on many occasions in the past about poor performance on poverty reduction and governance. Other churches also have considerable outreach and influence. Trade Unions, which played an important role in the restoration of multi-party politics in 1991, have since been weakened by the liberalisation of the economy but retain some capacity to organize mass action. Some of the larger companies in the private sector, particularly foreign owned mining companies, are also influential. Other groups, such as traditional authorities, also retain influence. Political leverage by the donor community is now weaker as aid dependency has reduced with additional revenue accruing from economic growth.
18. Zambia is fortunate to have a relatively free and pluralistic media environment, despite efforts by the previous MMD Government to curtail its freedom. While standards of journalism are not high and the media is not particularly influential in changing public policy, it does play an important role in the demand side of accountability as well as in the fight against corruption. The state owns two national newspapers as well as the Zambia National Broadcasting Cooperation, the national radio and television broadcaster. All tend to be pro-Government. There is however some signs that this may be changing under the new Government which has spoken about its intention to sell some stakes in the state owned media.
19. The main independent newspaper, the Post, was very pro-opposition in advance of the recent elections and has been persistent in uncovering corruption cases over the years. While it has continued to support the new government, it has also been critical of its performance and remains a strong voice on anti-corruption. Increasingly, other private media outlets also, such as Radio Phoenix, Muvi Television and some community radio stations are becoming more outspoken.
20. Civil society organisations have the potential to play a stronger advocacy role in Zambia. However, they still have serious capacity limitations relating to weak governance structures and inadequate human resources. They have had mixed results in advocacy and policy engagement and coordination among them is poor. The space for advocacy civil society organisations in Zambia was threatened under the previous government which introduced new legislation restricting their work.<sup>1</sup> However, the new Government appears to be adopting a more liberal approach.

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<sup>1</sup> Please refer to the Country Analytical Paper on Civil Society for more information on the operating environment for civil society in Zambia

21. Zambia has a relatively good legal and policy framework on human rights. However, there are concerns about the continued existence of the death penalty, as well as poor prison conditions, prolonged pre-trial detention, discrimination based on gender or sexual orientation, violence against women and restrictions on freedom of assembly. A new draft Constitution due in 2013 is expected to address some of these challenges. It is likely to include a Bill of Rights covering economic, social and cultural rights, civil and political rights, women's and children's rights, as well as the Convention against Torture. Media freedom and access to information are also likely to feature. Constitutional change to curb the excessive powers of the Presidency will be a key test of the willingness to reform.
22. In his major policy speeches to date, President Sata has articulated three core political ambitions: redistribution of wealth, reducing unemployment and tackling corruption. The new Government is demonstrating a willingness to tackle poverty and inequity with a strong pro-poor budget and statements on redistributing wealth, cutting unemployment and tackling corruption. While there have been some improvements in the quality of governance over the last decade, public surveys point to an overall perception that corruption at all levels remains a significant problem. There is a need to be realistic however given the complex operating environment that is characterised by weak public service management and weak financial management systems. Undoubtedly the new President has raised significant expectations amongst his supporters and will require time to settle, to initiate change and to hopefully deliver on his party's policy aspirations.

### **2.3 Economic Developments**

23. The previous Government oversaw and implemented sound macro-economic policies and external investment has been high. Economic growth has averaged more than 6% over the last five years with the economy weathering the global financial crisis well. Preliminary estimates indicate that the economy will grow by 7% in 2012, driven mainly by agriculture, mining, manufacturing and construction<sup>2</sup>. Annual inflation has returned to single digits (8%). The currency is reasonably stable and international reserves have grown to over 4.3 months of import cover.
24. Zambia reached lower middle income status in July 2011 having recorded a Gross National Income per capita of US\$1,280 (2009)<sup>3</sup>. According to the World Bank, this upward adjustment is a result of foreign aid driven investments and strong copper prices fuelled by increased demand from China. However, huge inequalities in income distribution exist with a gini-coefficient of 50.7<sup>4</sup>.
25. The potential of the informal sector has not been tapped sufficiently by Government. It was estimated in 2010 to contribute as much as 40% of Gross Domestic Product (GDP) and

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<sup>2</sup> 2012 Budget Address by the Minister of Finance, 11<sup>th</sup> November, 2011

<sup>3</sup> The threshold for Lower Middle Income Countries is US\$1,006.

<sup>4</sup> UNDP Human Development Report, 2011



account for 90% of total employment. If properly taxed, it could contribute up to 42% of national revenue<sup>5</sup>.

26. Significant expenditure increases were announced for the social sectors in the 2012 Budget but their proportion of the overall budget still remains low by regional standards. Government borrowing is projected to increase in 2012 amounting to over 20% of expected revenue. While this is still within a sustainable debt to GDP ratio and relatively affordable in the current macro context, it will be the largest deficit since 2003. Public Expenditure needs to be more efficient and the increasing public sector wage bill (which absorbs up to 50% of domestic revenue) reduced.
27. Zambia aspires to become a prosperous middle income country by 2030 and, with effective implementation of the right fiscal policies, it can do so. It has great potential to accelerate economic growth given its underutilised mineral, agricultural and water resources. However, it has been over-reliant on copper since independence – over 70% of its foreign earnings come from this sector. The dominance of mining has contributed to a lack of economic diversification. Agriculture has huge potential to become a main driver of economic growth. Almost 60% of the country's land mass is arable but only 14% is currently being cultivated. Less than 1% of arable land is irrigated in spite of the country having one of the highest per capita supplies of fresh water in the world.
28. Much remains to be done in terms of policy reform. Agricultural policy has almost exclusively focussed on maize as the national staple even though it is only suited to less than half the country. Other crops have been neglected. There is a need for greater investment in irrigation, extension services, research and infrastructure, as well as a more supportive environment for the development of value-added industry.
29. Improving public service management and revenue collection will also be important. The 2012 budget is adhering to a market-oriented agenda to sustain macro-economic stability and investment in infrastructure.

#### **2.4. Governance and State Effectiveness**

30. Zambia has achieved slow but steady progress in some aspects of governance over the past few years while there has been regression in others. Specific World Bank Worldwide Governance Indicators show positive scores for political stability and absence of violence. There have also been improvements in regulatory quality and the Rule of Law. However, between 2008 and 2010 Zambia regressed in a number of areas with the aggregate governance scores showing a slight overall downward trend. Table 1 below provides a comparison with Tanzania and Mozambique.

Table 1: TI Corruption Perceptions Index and World Bank Aggregate Governance Scores for Zambia, Tanzania and Mozambique

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<sup>5</sup> Zambia Institute of Policy Analysis and Research , November-December 2011 bi monthly publication

Irish Aid Programme Country	2008		2009		2010	
	TI Corruption Perception Index	World Bank Aggregate Gov Score	TI Corruption Perception Index	World Bank Aggregate Gov Score	TI Corruption Perception Index	World Bank Aggregate Gov Score
<b>Zambia</b>	<b>2.8</b>	<b>247</b>	<b>3.0</b>	<b>251</b>	<b>3.0</b>	<b>233</b>
<b>Tanzania</b>	3.0	257	2.7	250	2.7	241
<b>Mozambique</b>	2.6	240	2.7	265	2.7	261

31. Corruption in the health and roads sectors in recent years has led to a reduction in donor funding, increased donor scrutiny and greater demand for improved Public Financial Management (PFM) systems. The Embassy's Corruption Profile<sup>6</sup> concluded that although it remains a problem in Zambia, there is room for some optimism. The Public Expenditure Management and Financial Accountability programme is improving predictability and control in budget execution, as well as strengthening financial accounting, recording and reporting. The Anti-Corruption Commission is prosecuting and convicting high level officials, while the Office of the Auditor General and the Zambia Revenue Authority have both been strengthened.
32. There has been gradual progress over the years in developing policies and legislation related to anti-corruption. Zambia ratified the United Nations Convention on Anti-Corruption in 2007. In 2009, President Banda finally approved the long awaited National Anti-Corruption Policy. The policy provides strategic direction in supporting institutions preventing or fighting corruption.<sup>7</sup> Since 2009, Parliament has enacted new procurement, public finance, whistle blower and Anti-Corruption legislation. The new President has been giving consistently strong messages about his determination to fight corruption in all its forms and his government has introduced further anti-corruption legislation.
33. The new Government has committed itself strongly to enhancing PFM and service delivery, notably towards a more consultative, transparent and accountable way of managing public finances. A new Performance Assessment Framework has been developed by the Poverty Reduction Budget Support group. This includes commitments to further PFM reform and will be a useful tool to monitor progress in implementing the anti-corruption policy, procurement reforms, as well as recommendations from the Auditor General.
34. In spite of a change of Government, the budget for 2012 was presented in a timely manner, underlining the new administration's commitment to the new budget cycle which was effected in 2009. Budget deficits and government borrowing were maintained within sustainable limits. One of the most visible achievements in 2011 was the sustained high

<sup>6</sup> Corruption Profile: Zambia, Embassy of Ireland/Irish Aid Lusaka, Zambia, November 2011

<sup>7</sup> According to the NACP, institutions relevant to Anti-corruption are: ACC, Zambia Police Force, the Anti-Money Laundering Authority, and Anti-Money Laundering Investigations Unit (hosted by the Drug Enforcement Commission), the OAG, the PAC, the Commission for Investigations, the Public Procurement Authority and the Judicial Complaints Authority.

coverage of the Office of the Auditor General which is now at 79% of expenditure. The Office has received a substantial increase of 24% in its budget allocation for 2012, confirming the new Government's commitment to a strong and independent Auditor General. A new Public Procurement Amendment Act in 2011 will also have a positive impact on the transparency and effectiveness of public resources. However, PFM challenges remain. Budget planning, internal controls, procurement procedures and follow-up to external audit recommendations need to be further improved.

35. Gender inequality is embedded in Zambia where traditional norms and a patriarchal culture are deeply entrenched. In spite of being party to numerous international and regional instruments guaranteeing the promotion and protection of women's rights, the legal framework is discriminatory against women. Some aspects of the Constitution still allow the application of customary law in matters of personal law (i.e. marriage, divorce, and devolution of property). This has a negative effect on women's ability to fully participate in national decision-making, earn a decent living through formal employment or enterprise or acquire and own property.<sup>8</sup> Low participation of women in public decision-making at all levels is a serious inequality issue that has implications for women's empowerment and poverty reduction. The number of women in the current 158 member Parliament fell from 22 to 17. Only 4 out of 20 Cabinet Ministers are female and only 6 Deputy Ministers are female.
36. The participation of non-state actors in policy processes has been limited. Poverty and the patrimonial nature of politics have inhibited the emergence of issue-based politics *and the effectiveness* of formal institutions of Government. Political parties are frequently personalized and do not adhere to recognized internal procedures relating to membership, elections or fundraising. Party financing, in particular, lacks transparency and accountability.
37. Public service management is weak with severe capacity constraints leading to poor delivery of basic services. The civil service in Zambia is highly politicised with senior appointments made by the President and lower level appointments often based on connections and seniority rather than merit. As a result, accountability of controlling officers is to political elites, which often undermines adherence to formal public financial rules and regulations.
38. Although official Government policy since 2002, progress in decentralising formal power and resources has been slow. The District Councils, despite having the legal mandate to provide services to local communities, remain weak in planning and delivering services to citizens due to inadequate human and financial resources. Consequently, sub-district structures such as Area Development Committees that are supposed to be the entry point for development coordination and the mode for inclusive participation at the local level, are either non-existent or where they do exist, very weak. Central Government budgetary allocations to the districts have been low, erratic and unpredictable. The new Government has re-stated its commitment to advance decentralisation. Grants to local councils were increased by 100%

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<sup>8</sup> The Constitution of Zambia, Act No. 1 of 1991 as amended 1996

in 2012, which, although from a very low base, is an encouraging early sign of political will around decentralisation<sup>9</sup>.

39. The role of Parliament in Zambia has changed considerably since the introduction of multi-party politics in 1991. Significant reforms have taken place, including the development of Constituency Offices throughout the country and improved communication of the work of Parliament. Parliament is slowly becoming a more independent and relevant institution in Zambia.

## **2.5. Progress towards Millennium Development Goals**

40. Since the publication of the first Millennium Development Goals (MDGs) Report in 2003, improvements have been made with a number of MDG targets. Notable among these are achievements in access to education and child malnutrition. Progress has also been made in reducing infant mortality, although much still remains to be done. The major challenges ahead relate to the rate of poverty reduction, women's participation in decision-making, maternal health and environmental protection.
41. Extreme poverty declined from 58% in 1991, to 51% in 2009. This is a positive trend, but the rate of change at current levels would be too slow to meet the target of 29% by 2015. Policies that promote job creation, economic inclusion and social empowerment are essential to address extreme poverty and hunger. Significant levels of investment in health and education will also be needed.
42. The primary education target of 100% has already been attained. The main challenges in education are adult literacy and the low completion rate in secondary school. The emphasis needs to be on the quality of education, achieving higher completion rates for girls in secondary education and improving access to post-secondary education and skills training.
43. With regard to gender equality, the ratio of girls to boys in primary education improved from 0.90 in 1990, to 0.96 in 2009 while in secondary it decreased from 0.92 in 1990, to 0.88 in 2009.
44. While the prevalence of underweight children declined from 25.1% in 1992, to 14.6% in 2007, stunting in children remains a major issue of concern. The number of under-five deaths dropped from 190.7 per 1,000 live births in 1992, to 119 in 2007, still considerably short of the MDG target of 63.6 by 2015. Infant mortality has also declined from 107.2 per 1,000 live births in 1992, to 70 in 2007 but is also far short of the target of 35.7 by 2015. Increased access to health services including skilled birth attendance during delivery and improvements in mothers' education and nutrition standards are required.
45. Maternal mortality decreased from 649 deaths per 100,000 live births in 1996, to 591 in 2007. The target is 162 in 2015, which means a further reduction of 429 deaths per 100,000

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<sup>9</sup> 2012 Budget Address, by the Minister of Finance, 11<sup>th</sup> November, 2011

has to be achieved by 2015. Investment in training, oversight and incentives for midwives is required in conjunction with improved access to and monitoring of rural health posts, as well as curbing unsafe home-based birthing practices.

46. The national HIV prevalence rate among adults (15-49 years) declined from 15.6% in 2002 to 14.3% in 2007. The target, which is to keep prevalence below 15.6%, has been met but the challenge of halving new HIV infections by 2015 remains. Important progress has been made on the malaria targets. The proportion of children under-five who sleep under an insecticide-treated net rose from 6.5% in 2001/02, to 41.1% in 2008. Tuberculosis notification rates have been declining steadily, since reaching a peak of 545 per 100,000 people in 2003-04, to 425 per 100,000 people in 2009.
47. The proportion of households without access to a clean water source fell from 51% in 1990, to 40% in 2006. More efforts are required to reach the target of 25.5%. Sanitation provision also remains a challenge. The share of the population without access to sanitation increased from 26% in 1991, to 36.1% in 2006. The percentage of land covered by forests in Zambia decreased from 66% in 1990, to 55.9% in 2007. Efforts to curb deforestation and regenerate forest cover are critical to ensuring a more sustainable use of the country's rich natural resource base and resilience to climate change shocks.
48. While Zambia has made steady progress in the past few years, the pace of progress must accelerate substantially if it is to attain all of the MDGs by 2015, particularly with regard to the goals of extreme poverty, maternal mortality and environmental protection.

### 3. THE DEVELOPMENT CONTEXT

#### 3.1. Poverty and Vulnerability

49. While Zambia has achieved annual average growth rates of 6% in recent years, persistent high levels of poverty and inequality remain the biggest development challenge. Zambia's population is 13.5 million, 60% of whom are under 25. With an annual population growth rate of 2.5%, it is likely to double by 2040. Its ranking at 164th out of 187 countries in the 2011 UN Human Development Report still places it as one of Africa's poorest countries and below the average of 0.456<sup>10</sup> for countries in the low human development group.
50. Zambia has a relatively higher GDP per capita of \$1,430 than neighbouring countries but its level of income inequality is extremely high demonstrated by a gini co-efficient of 50.7<sup>11</sup>. The richest 20% reportedly earn 56.6% of all income, while the poorest 20% share a meagre 3.3%. Overall, the country's human development remains poor with many key indicators lagging behind regional and international averages.
51. Table 2 below shows life expectancy at 49 years is relatively lower in Zambia than in other Irish Aid Programme Countries. Under-five mortality also compares badly. HIV prevalence for youth aged 15-24 years is comparatively higher in Zambia. Zambia is one of the most highly urbanised countries in sub-Saharan Africa with approximately 35% of the population living in urban areas. Rural poverty is more pronounced than urban poverty and unemployment rates are very high. Adult literacy is estimated to be over 70% and, while Zambia has made significant achievements in increasing access to basic education, learning outcomes have remained very poor and the quality of education is among the worst in the region. The low population density in the rural areas makes the delivery of basic services more difficult.

Table 2: Comparison of Key Human Development Indicators.

No	Indicator	Ireland	Zambia	Uganda	Malawi	Mozambique
1	Population	4.5 m	<b>13.5 m</b>	34.5 m	15.5 m	23.9 m
2	Size	70,283 km <sup>2</sup>	<b>752,614 km<sup>2</sup></b>	241,038 km <sup>2</sup>	118,480 km <sup>2</sup>	801,590 km <sup>2</sup>
3	Population density	65	<b>17</b>	136	129	29
4	Human Development Rank (out of 187)	7	<b>164</b>	161	171	184
5	GDP per capita (PPP\$)	40,697	<b>1,430</b>	1,217	794	885
6	Life Expectancy at Birth	80.6	<b>49</b>	54.1	54.2	50.2
7	Income Gini Coefficient	34.3	<b>50.7</b>	44.3	39.0	45.6
8	Maternal Mortality Rate	3	<b>470</b>	430	510	550
9	< 5 mortality per 1000 live births	4	<b>141</b>	128	110	142
10	Population <5 suffering from stunting	0	<b>45.8%</b>	38.7%	53.2%	47%

<sup>10</sup> The Human Development Index is used to rank countries by level of human development. It ranges from 0, poor human development, to 1, which indicates a high level of development.

<sup>11</sup> *ibid*

11	HIV Prevalence Male <sup>12</sup>	0.1	<b>4.2%</b>	2.3%	3.1%	3.1%
	HIV Prevalence Female	0.1	<b>8.9%</b>	4.8%	6.8%	8.6%
12	Adult Literacy ages 15 and over	-	<b>70.9%</b>	73.2%	73.7%	55.1%
13	Gross enrolment rate primary school	104.6%	<b>112.9%</b>	121.6%	119.3%	115.7%

52. Zambia has experienced a slight decline in poverty over the four year period 2006-2010. The proportion of the population living below the national poverty line (\$0.93 per day) has declined from 62.8% in 2006, to 60.5% in 2010<sup>13</sup>. Extreme poverty, which is more prevalent among female-headed than male-headed households, has declined marginally driven by progress in urban areas<sup>14</sup>.
53. Rural poverty rates decreased only slightly from 80.3% in 2006, to 77.9% in 2010. Rural poverty is significantly worse than urban poverty and there is evidence of substantial vulnerability with erosion of household assets and inability to meet basic daily requirements. Those most vulnerable include the elderly, women and children. Reducing vulnerability is central to poverty reduction.
54. Agricultural households tend to be characterised by low productivity with many unable to sustain their livelihoods. The main reasons for this are poor agricultural practices, geographical isolation, lack of access to credit and to agricultural markets and information. Although other food crops such as cassava are becoming increasingly important, Zambia's dependence on maize, particularly among small scale farmers, remains very high. This makes them vulnerable to climatic shocks.
55. Zambia is one of 22 African countries with a high burden of under-nutrition in children under five, with 45% chronically malnourished (stunted). This is one of the highest rates in the world. In addition to stunting, 5% of children under-five are acutely undernourished (wasted) and 15% are underweight.<sup>15</sup> The high under five mortality levels in Zambia correlates with the equally high malnutrition levels among children.
56. A high proportion of households in Zambia, both urban and rural, suffer from either chronic or transitory food insecurity. For urban households this is a function of income levels and the price of food. For those in rural areas it is dependent on climatic conditions as well as access to productive farming inputs and implements. It is also negatively affected by a scarcity of productive labour, a consequence of the high HIV and AIDS prevalence, inappropriate technology, limited markets and high disease burden on small holder livestock. Female headed small holder farmers experience these problems in the extreme and consequently

<sup>12</sup> While the overall adult prevalence rate (ages 15-45 years of age) in Zambia is 14.3% the figures represented above represent the HIV prevalence rates for youth - % rates for (15-24 years of age)

<sup>13</sup> Preliminary 2010 LCMS figures released by the Central Statistics Office, Zambia

<sup>14</sup> The number of female-headed households has increased from 17% in 1985 to 38% in 2005 (Central Statistics Office/Living Conditions Monitoring Survey 1998/2006)

<sup>15</sup> Furthermore, vitamin A deficiency among children is estimated to be 53%, iron deficiency anaemia at 46% and 13% are born with low birth weight (Zambia Demographic and Health Survey 2007).

suffer the highest levels of malnutrition. Another factor affecting nutritional status is the food consumption pattern, but statistical information is outdated.

57. As noted above, Zambia has done well in improving access to schooling in recent years and is on track to achieve the universal primary education MDG but more attention needs to be given to improving quality. A number of core barriers still affect access and these include: distance, cost, gender inequality and poverty. The poor are particularly vulnerable and less likely to access either pre or primary education.
58. Learning outcomes have remained poor. The minimum score of 40 for Mathematics, English and Local Languages is not being reached<sup>16</sup>. When compared with countries in the region, learning outcomes are below the international mean of 500 as measured by the Southern African Consortium on Measuring Educational Quality (SACMEQ). The 2009 SACMEQ gives Zambia a score of 434 and 435 for Reading and Mathematics respectively. The level of attrition is also quite high. Only 11% of males in urban areas and 2% in rural areas complete secondary education. This compares poorly with regional averages.
59. With a national adult prevalence rate of 14.3% (ZDHS 2007), HIV and AIDS continue to compound poverty and vulnerability, with high geographical and gender variations. Prevalence rates in urban areas are twice those in rural areas. Women bear disproportionately higher rates of infection than men (16.1% for women / 12.3% for men). High vulnerability of women and girls is associated with poverty, Gender Based Violence (GBV), economic and social status. The number of children orphaned by HIV and AIDS is estimated to be over 1.3 million<sup>17</sup>. Service levels have remained low with only 12% of orphans and vulnerable children having access to any form of support (ZDHS-2007). The low population density contributes to significant challenges in the delivery of basic services.
60. The conflict between customary law and rights set out in the Constitution negatively affects women's socio-economic rights and their rights within marriage. The dual legal system limits their right of access to and control over productive resources and ownership of land. This is a barrier to the achievement of gender equality. Progress on gender inequality has been consistently poor, so much so the period 2000-2010 could be described as a lost decade in relation to women's advancement in Zambia<sup>18</sup>.
61. Violence against children and women is recognised as a significant threat to many families in Zambia. There has been an increase in reports of gross violations of human rights in the form of GBV and child labour. 47% of women are estimated to have suffered some form of physical violence with 54% suffering physical, emotional or sexual violence<sup>19</sup>. However, with concerted efforts, the culture of silence is being broken through increased media reporting.

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<sup>16</sup> Examinations Council of Zambia National Assessment.

<sup>17</sup> National AIDS Strategic Framework, 2011-2015, Towards Improving the Quality of Life of the Zambia People

<sup>18</sup> Department for International Development (UK AID) and Irish Aid, Gender Sector Analysis and Mapping of Civil Society and Cooperating Partners Initiatives, Mary Jennings and Mpala Nkonkomalimba, April 2011

<sup>19</sup> Zambia Demographic and Health Survey (2007).



Public discussion of GBV is no longer a taboo. The Gender Based Violence Act passed in April 2011 promises to be a major step forward in addressing the problem.

62. Data on Zambia suggests a drastic increase in flood related events<sup>20</sup>. It is not certain if this is due to an increase in precipitation only or to underlying sensitivity factors, such as changes in land use patterns. The Human Development Report 2011 indicates that approximately 416,000 people are affected by natural disasters in Zambia annually. Overall, climate variability is projected to keep 300,000 people below the national poverty line by 2016<sup>21</sup>.
63. The deforestation rate in Zambia is high by world standards with reported rates as high as 250,000 - 300,000 hectares per year<sup>22</sup>. A primary cause is charcoal burning largely as a result of lack of access to alternative power sources.
64. Key drivers of deprivation have a greater impact on poor women and children. Extensive vulnerability has led to a progressive erosion of people's asset base (financial, human, physical, natural and social) and is preventing poor people from meeting even very basic needs in terms of nutrition, health and basic education. The situation is particularly bad in the case of households headed by the elderly with no adult members fit for productive work.
65. The Northern Province consistently appears as one of the four poorest provinces in Zambia (out of a total of ten provinces). The incidence of poverty is estimated at 75% (2010, Living Conditions Monitoring Survey) with over 50% of people living in extreme poverty. Food poverty levels are 72.4% and 49% of children under-five are stunted. The Sixth National Development Plan (SNDP)<sup>23</sup> reports that deforestation, land degradation, poor infrastructure and weak access to social services have all impeded development in the Province.

### **3.2. National Development Framework**

66. Zambia's development policy is guided by its long term vision of becoming 'A Prosperous Middle Income Nation' by 2030<sup>24</sup> and elaborated further in the Sixth National Development Plan which was launched in February 2011. The plan covers the five years 2011-2015 and while it was developed under the previous regime, the new Government has clearly adopted it as its own framework for development.
67. The SNDP aims to pursue initiatives that systematically address development and reduce poverty based on the principle of equity. The strategic focus is on infrastructural and human development within an overall framework of economic diversification<sup>25</sup>. The plan sets out policies, strategies and programmes aimed at realising broad-based pro-poor growth, employment creation and human development. It recognises that if Zambia is to achieve the

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<sup>20</sup> National Climate Change Response Strategy (NCCRS),

<sup>21</sup> Most of this group are dependent on subsistence agriculture (Thurlow, Zhu, Diao (2009), The impact of Climate Variability and change on Economic Growth and Poverty in Zambia IFPRI)

<sup>22</sup> Integrated Land Use Assessment.

<sup>23</sup> Sixth National Development Plan 2011-2015, Government of Zambia, January 2011

<sup>24</sup> Republic of Zambia, Vision 2030, A Prosperous Middle Income Country by 2030, December 2006

<sup>25</sup> Sixth National Development Plan 2011-2015, Government of Zambia, January 2011

MDG of halving extreme poverty by 2015, its growth rate needs to accelerate and have more impact on the poor. The three overarching objectives:

- To accelerate infrastructure development, economic growth and diversification;
- To promote rural investment and accelerate poverty reduction; and
- To enhance human development

The plan recognises that high quality and cost-effective delivery of public services are an important basis for achieving these objectives.

68. The SNDP has been endorsed by donors as a strong and credible national development plan. It builds on the lessons learned from implementing the previous plan including the need for greater focus on results and impact, economic diversification and accelerating implementation of policy and programme reforms<sup>26</sup>.
69. Donor support to the SNDP is outlined in the Joint Assistance Strategy for Zambia (JASZ) II. Donors have committed to align funding to priorities within the plan through a range of aid modalities. Official Development Assistance projections for the SNDP period 2011-2015 are just over US\$2.5 billion, representing 10% of the total cost of the plan. 27% of donor funds are expected to be provided in the form of general budget support, 23 % through sector budget support and 50% in the form of project support.
70. In line with the SNDP and Zambia's changing development context, donor support will be focused on key areas of donor competence and broadly encompass the following themes:
- Addressing rural poverty and enhancing the livelihoods, human development and productivity of the poorest Zambians, including investment in infrastructure, economic diversification, agriculture productivity, and improving access to markets as well as urban-rural linkages. It continues the emphasis on addressing extreme poverty and food and livelihood insecurity.
  - Support to Zambia's transition from aid by building Government capacity to mobilise and coordinate its own resources, strengthening its public sector, enhancing domestic accountability, and strengthening public financial management systems.

### **3.3. Donor Harmonisation and Division of Labour**

71. Substantial effort has been put into improving aid effectiveness in Zambia. However, progress has been more on improved processes rather than on development outcomes<sup>27</sup>. While there have been improvements in the division of labour, there were also increased transaction costs for donors, particularly for those taking on a lead role. This has been the experience of Ireland as co-lead in the education sector. There is little evidence of increasing local ownership. The approach of the Ministry of Finance and National Planning to aid management has been weak and the JASZ continues to be largely driven by donors.

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<sup>26</sup> Including decentralisation, public financial management and private sector development.

<sup>27</sup> Evaluation of the Joint Assistance Strategy for Zambia (JASZ) 2007-2010, Oxford Policy Management, June 2010

However, the Government has taken a much stronger role in the development of the new JASZ II and the corresponding Memorandum of Understanding and Division of Labour.

72. The Division of Labour process was recently completed and led by Government to a much greater extent than in the past. The current draft shows that all sectors, with the exception of housing, science and technology and tourism are well covered by donors. Ireland is a co-lead in 3 sectors (education, gender and HIV), is active in Local Government and Decentralisation, governance and social protection and is a background member of the macroeconomic group. Annex 10.8b provides an overview of the Division of Labour 2011-2015, indicating what sectors donors propose to be engaged in up to 2015. Ireland's areas of interest (including leadership roles) will be revised on the basis of the new CSP.
73. The 2010 Paris Declaration Monitoring Survey concluded, as did the JASZ evaluation, that the implementation of the Declaration proceeded very slowly in Zambia<sup>28</sup>. The survey suggested that better Government leadership over a clearly delineated aid coordination agenda is required, including the management of new emerging donors. It also highlighted the need for more attention to be given to the political dimensions of implementing the Paris Declaration including better alignment of budget resources to development priorities, implementing effective PFM reforms and having robust results oriented systems. It also highlighted the need for donors to improve the predictability of resource flows, to be more transparent about their own agendas and to support Government in improving results oriented systems.
74. The Paris Declaration Monitoring Survey, the Joint UK and Ireland report on mutual accountability (2010) and the CSP Evaluation all indicate that Irish Aid has made a relevant and important contribution to improving aid effectiveness and to implementation of the JASZ. Irish Aid adhered to the principles of aid effectiveness, harmonisation and alignment in a large part of its Country Strategy, using joint working arrangements and country systems. However, the CSP Evaluation highlights that the considerable resources devoted to strengthening aid effectiveness probably led to less time being spent on some other CSP strategies which were equally important<sup>29</sup>.
75. There is a clear and elaborate aid architecture in Zambia providing for high level policy dialogue, as well as engagement in policy and technical dialogue at a sector level. However, it has tended over the past two years to focus more on accountability and public financial management rather than on other substantive policy areas. Initial indications are that the new Government is keen to engage more strategically with donors.
76. The UN Country Team in Zambia consists of 11 UN agencies and two International Financial Institutions, (the World Bank and the International Monetary Fund). Guided by the experiences of other countries, it is taking targeted steps towards 'Delivering as One' and ensuring more coordinated UN technical assistance and policy advice.

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<sup>28</sup> Evaluation of the Paris Declaration on Aid Effectiveness in Zambia, Chigunta and Matshalaga, 2010

<sup>29</sup> Evaluation of the Irish Aid Zambia Country Strategy Paper, 2007-2010, Final Report

77. The United Nations Development Assistance Framework (2011-2015) (UNDAF) is aligned to the Sixth National Development Plan. Five strategic priorities are outlined in the framework and eight Joint Programmes are being established. In addition, as part of the UN's move towards 'Delivering as One' in Zambia, a common code of conduct is in place, common policy positions are being developed and common monitoring will be undertaken. The Government is fully supportive of this change management process. As Zambia continues to move towards Middle Income Country status, the multilateral system will play a stronger role than bilateral donors and the UN System will be required to provide increasing levels of support to Government. A more effective and coordinated UN is therefore critical.

### 3.4. Donor Funding Landscape

78. The development context in Zambia is changing. There is a diminishing sense of leverage by traditional donors with donor funding (excluding concessional loans) now constituting only 7.7% of the 2011 budget resources<sup>30</sup>, down from 15% in 2010. China, India and Brazil are emerging new countries playing an increasingly strong role in Africa and their influence as non-traditional donors is on the increase. It could be said that they are seen as both donors and investors. In the period 2006-09 China provided US\$12.3 million in grants and US\$68.3 million in loans to Zambia, while India provided US\$4.1 million in loans in the same period<sup>31</sup>. In 2011, Brazil and Zambia signed a series of agreements covering bio-fuel production and food services, with Brazil pledging US\$200,000 for implementation. There have also been other significant investments in business and infrastructure by emerging donors, especially in the roads and mining sectors<sup>32</sup>.

79. Tensions are emerging as Government expects traditional donors to deliver on the aid effectiveness agenda yet the same principles are not applied to arrangements with the new emerging countries. However, the endorsement of the Busan outcome document by emerging economies is a significant first step in a process of greater cooperation with new partners on development issues, including in Zambia.

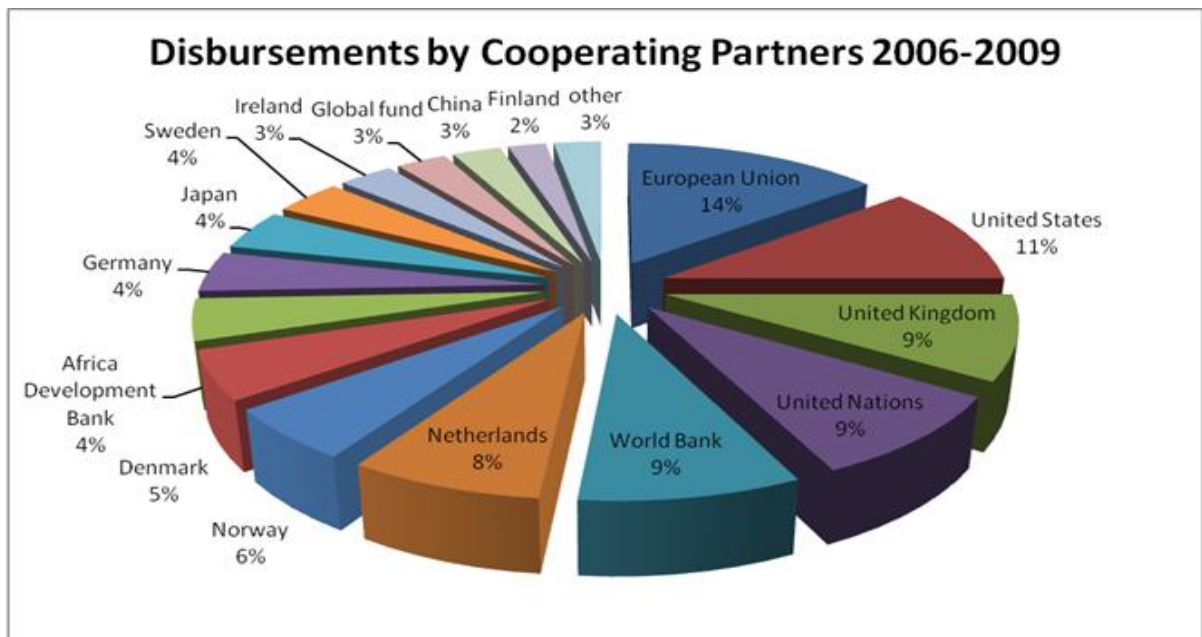
80. As highlighted in the chart below, between 2006 and 2009 the EU was the largest contributor to Zambia with the United States, UK, UN system and the World Bank following. Ireland ranked 13<sup>th</sup> in total disbursements during this period. The EU and its Member States together account for almost 50% of disbursements.

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<sup>30</sup> 2011 Government of Zambia Budget

<sup>31</sup> Development Cooperation Report, 2010.

<sup>32</sup> Information on these investments is less readily available.



Source: Development Cooperation Report 2006-2009, Government of Zambia

81. Changes in donor country domestic political and economic agendas are leading to a review by a number of donors of their aid programmes and their position on general budget support, the Government's preferred mode of aid delivery. For example, Sweden withdrew from general budget support in 2011<sup>33</sup>. The United Kingdom (UK) recently announced that it will reduce the level of its aid channelled through general budget support while increasing the overall development budget for Zambia by 15% through other modalities. Other donors including the EU, Germany, Norway, Finland and the African Development Bank are continuing to provide general budget support, with a total of US\$175 million being released in 2011. Ireland made a deliberate decision not to provide aid through general budget support at the start of the last CSP period based on public financial management concerns. While a number of Irish Aid programmes funded through Government use elements of the public financial management systems, none use the Government Treasury accounts.
82. In 2011, the Netherlands and Denmark announced that they will be closing their aid programmes in Zambia in 2013. Both are significant donors to Zambia. Over the four year period 2006-2009, the Netherlands contributed 8% of total external assistance with Denmark contributing 5%<sup>34</sup>. Both countries have indicated that they will continue to provide funding and technical assistance during the exit period to allow time for the Government and donors to plan for the impact of reduced resources.
83. Both the Netherlands and Denmark have contributed to the education sector jointly with Irish Aid over the last CSP period. Their exit means a significant reduction, approximately US\$15 million per year, in support for the education sector. This will be somewhat off-set by the UK which intends to rejoin the sector with a contribution of approximately US\$4.5

<sup>33</sup> The overall volume of funding from Sweden however has not changed. They are using other aid modalities to disburse the same levels of funding.

<sup>34</sup> Development Cooperation Report, 2009

million (UK£3 million) per year, as well as Japan which is committed to entering the pool arrangement in 2012 with \$3million per year.

84. The Netherlands, along with Ireland, has been co-lead donor in the education sector since 2007. The United Nations Children’s Fund (UNICEF) has agreed to take over as co-lead donor with Ireland from the beginning of 2012. The Netherlands has also been the Supervising Entity for the Fast Track Initiative since 2008, now renamed the Global Partnership for Education. The UK has agreed to take over this role from the Netherlands. The Global Partnership for Education secretariat has formally communicated to the Government of Zambia that an estimated \$33.5m has been earmarked for the country over the next 3 years.
85. The current EU programme of assistance to Zambia 2008-13 has a budget of €489.8 million and covers support for regional integration, transport infrastructure, health; macro-economic support / general budget support, and funding for non-focal interventions. Ireland actively contributes to the dialogue on this programme.

### **3.5 Budgetary and Public Financial Management Environment**

86. The main legal framework through which Public Financial Management is exercised in the public service is the Public Finance Act, 2004. Other key support regulatory frameworks include the Financial Regulations, the Public Procurement Act (2008), the Public Procurement Amendment Act (2011), the Budget Act and the Public Audit Act, among others.
87. Public Expenditure and Financial Accountability assessments were conducted in 2005 and 2008. The 2008 assessment provided evidence of a number of improvements in the PFM environment in Zambia, in the areas of budget credibility, comprehensiveness and transparency, controls in budget execution, internal and external audit and public access to Public Accounts Committee (PAC) hearings. A more recent evaluation of the Public Expenditure Management and Financial Accountability programme, August 2010 as well as a Fiduciary Risk Assessment conducted by Norway in September 2010, both noted a major positive development in the realignment of the budget cycle with the financial year. This has in the past been a major impediment to improved PFM in Zambia.<sup>35</sup>
88. The Public Expenditure Management and Financial Accountability programme was initiated in 2004 to improve PFM, especially public expenditure management, and to strengthen financial accountability. The ultimate aim was improved delivery of pro-poor public services. Notable achievements have been the strengthening of the Office of the Auditor General, entailing increased audit coverage, and the implementation of the Integrated Financial Management Information System (IFMIS) as a pilot in the Ministry of Finance and National Planning along with initial roll out to 14 more sites.

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<sup>35</sup> Assessment of Fiduciary Risks on the use of the Country PFM System for Investment lending Projects, January 2012, Africa Region Financial Management

89. However, a number of institutional and capacity constraints still exist undermining the efficient application of these systems and procedures. Among these is non-compliance with internal controls, both because of capacity constraints and insufficient information flow at various levels. Oversight and follow-up on issues is also weak. A consolidation of reforms and a greater focus on specific areas has been recommended in recent PFM reviews.
90. An Irish Aid PFM assessment carried out in October 2011 acknowledged that there have been significant positive developments in the past few years. However, it also highlighted a number of critical challenges, such as weak internal audit. While the new IFMIS has potential and is already closing some internal control loopholes, it has yet to be widely rolled out. In addition, multiple accounting packages in use complicate the accounting and production of financial statements. Donor behaviour with unclear messages on financial reporting requirements from some partners adds extra burden on Government.
91. The final conclusion of the PFM assessment is one of cautious optimism based on the progress being made with current reforms, the Irish Aid country team's commitment to help strengthen institutional capacity around PFM and the stated positive commitments of the new Government. The assessment considers it prudent for the programme to continue with the current mode of using country systems, in particular the separate and donor pooled bank accounts for Irish Aid funds. It also recommends a further review of the PFM situation as part of the CSP's mid-term review process.

### **3.6 Status of Policy Priority Issues**

92. As noted earlier gender inequality is deeply entrenched in Zambia (see sections 2.4 and 3.1 above). Poverty has a female face with women bearing a disproportionate burden. More women are at risk of hunger because of the systematic discrimination they face in education, health care, employment and control of assets. Being poor can also mean they have little protection from violence. Low participation in decision-making at all levels has serious implications for women's empowerment and poverty reduction. The right to participate in public decision-making, the inclusion of people's needs and interests in policy and the allocation of resources are in part based on gender roles and relations of unequal power. As a result, poor women, who already lack information, education and access to legal processes, are unable to claim their rights. At the political level numerous barriers prevent women from exercising their right to participation. This has a knock-on effect in terms of gender sensitive planning and budgetary allocations at the policy level.
93. As noted earlier, Zambia has a mature and generalised HIV epidemic, with an adult prevalence rate estimated at 14.3% (ZDHS 2007). Although prevalence rates have fallen slightly from 16% in the late 1990s, the impact of HIV and AIDS on economic and human development is enormous. The Sixth National Development Plan identifies HIV and AIDS as a policy priority and the Government have developed a National AIDS Strategic Framework 2011-15 to guide implementation of the response. Structures for managing the AIDS

response are in place but the effectiveness of these structures is being hampered by an inadequate legal framework, weak capacity and at sub national level, low funding.

94. In the past 10 years, Zambia has succeeded in scaling up AIDS services countrywide through a decentralised public health system in all the 72 districts of the country<sup>36</sup>. Access to treatment has increased for those who need it with over 344,000 (78%) receiving Anti-Retroviral Treatment in 2010. Of the total uptake, 58% are women and 42% men. Paediatric treatment is lagging behind and only 28% of children in need of treatment have access. Current estimates suggest that 226 new adult infections occur each day. 10% of new infections are a result of transmission from mother to child and 90% are driven by the following factors: multiple and concurrent sexual partners, low and inconsistent condom use, low levels of male circumcision, mobility and labour migration<sup>37</sup>.
95. At the household level, the epidemic has threatened household food security and reduced their ability to meet nutrition needs. In such situations, women and girls are more vulnerable and at risk of contracting HIV/AIDS because of limited access and control over the much needed resources, especially food/nutrition. Studies have also shown that poor individuals and households are likely to be hit harder by the downstream impacts of AIDS than their less poor counterparts.<sup>38</sup> Despite significant financial resources for HIV and AIDS in recent years, preliminary information from the Public Expenditure Tracking Survey of 2010 indicates that few benefits trickle down to household level. Systems necessary for targeting vulnerable households and coordination at community level in Zambia remain underdeveloped and under resourced.<sup>39</sup>
96. Zambia is vulnerable to the effects of climate change because of its geographic exposure, low incomes and dependence on subsistence farming. Like other sub-Saharan countries, it is already suffering from the effects of climate change. From 1971-2005, there was a 58mm decline in rainfall (6%) compared to the period 1940-1970. Zambia is also experiencing more frequent and intense dry spells and more recently floods<sup>40</sup>. These trends are expected to intensify in the future with projected temperatures expected to increase by at least 2°C by 2070.
97. As noted earlier there is evidence that current climate variability has a large impact on development in Zambia (see section 3.1). This variability is identified as low frequency-high impact, extreme weather events (e.g. droughts and floods) and high probability-low impact weather events (e.g. erratic rainfall, warmer days and nights). Since the mid-2000s, floods have affected the major river basins in the North West and South of Zambia. There are now floods every year along the riverine areas, primarily the Zambezi belt, and in the unplanned settlements in the peri-urban areas. The Human Development Report 2011 indicates that

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<sup>36</sup> National AIDS Council, 2010 Joint Annual Programme review (JAPR), 2011

<sup>37</sup> Zambia Epi-synthesis study.

<sup>38</sup> RENEWAL, IFPRI, Poverty, Food Insecurity, HIV Vulnerability and the impacts of AIDS in Sub-Saharan Africa, Analytical publication, 2008.

<sup>39</sup> NAC, 2010 Joint Annual Review (JAPR) report, 2011

<sup>40</sup> PPCR Zambia Proposal For Phase 1 Funding



approximately 32,000 per million people are affected by natural disasters in Zambia annually.

98. Forests and woodland covers about 30 million hectares or 40% of Zambia's land area with a bias in the northern half of the country. Deforestation is a major problem and leads to land degradation and soil erosion in many places that are now verging on desertification. This is also contributing to depletion of wildlife. The new Government is committed to the United Nations Global National Conservation Strategy which was adopted to form Zambia's National Environmental Action Plan as a basis for the country's environmental policy.
99. The Disaster Management and Mitigation Unit under the Office of the Vice-President is responsible for coordinating the multi-sector risk reduction response to disasters. Management structures have been developed at provincial, district and community levels but are yet to be put into operation. In this respect, several international Non Governmental Organisations (NGOs) are building community capacity at local level. The Disaster Management Act was reviewed in 2010 and provides a fresh impetus to moving forward in this area.

## **4. IRISH COOPERATION TO DATE AND LESSONS LEARNED**

### **4.1 Irish Aid Programme to Date and Contribution to Country Level Results**

100. Ireland has a long history of support to Zambia. The previous CSP covered the period 2007-2010. 'Bridging' extensions to the 2007-2010 CSP were in place for 2011 and 2012. The goal of the CSP was to contribute to a reduction in chronic poverty and inequality in Zambia in partnership with government and other donors. The programme was organised into four inter-linked pillars each with relevant strategic objectives setting out what would be achieved within the lifetime of the CSP. The four interlinked pillars were: i) achieving a more effective approach to education; ii) building good governance; iii) recognising and reaching the poorest; and iv) making development work at local level. A total of €87.4 million was disbursed between 2007 and 2010, against an original CSP budget of €97.5 million. This reduction was mainly due to cut backs in Ireland as a result of the economic downturn.
101. The evaluation of the previous CSP concluded that the programme was underpinned by a strong analysis and understanding of poverty and vulnerability, was aligned with government development policy and Irish Aid policy priorities. It was also supported by a Joint Assistance Strategy with a clear division of labour among donors. Ireland's support to Zambia has made an important contribution to meeting the needs of the poorest. The evaluation further concluded that Irish Aid has made considerable contributions to education, governance, social protection, and the problems of HIV and AIDS and gender inequality.
102. The evaluation team noted that the Country Strategy was not as efficient as it could have been, due to the range and type of areas of work included, and the lack of connection and learning between these areas. It also noted that no formal system had been put in place to implement the lesson learning strategy.
103. The programme was delivered using a mix of aid modalities, working with a range of partners, using different programmatic approaches and working jointly with other donors in pooled funding mechanisms. The CSP Evaluation noted that this approach assisted in increasing coordination, producing leverage through joint efforts and reducing transaction costs. The evaluation concluded that progress had been made towards achieving the overall goal of the Country Strategy (see annex 10.2a).

### **4.2 Irish Aid's Comparative Advantage**

104. Irish Aid has significant experience in responding to poverty and vulnerability in Zambia especially in social protection, addressing gender inequality and HIV and AIDS. The previous CSP focused on addressing chronic poverty and vulnerability. This was relevant and appropriate given the Zambian context. The new CSP proposes to deepen the focus on reducing vulnerability as well as improving service delivery across the programme.

105. Irish Aid has played a critically important role in the education sector, especially as co-lead donor. It is seen as a solid and reliable partner, with excellent technical capacity, a deep understanding of the context and of education issues, and a flexible approach which allows it to provide support in a way that other donors often cannot do. In 2010/2011, Irish Aid led on the negotiations to strengthen PFM in the Ministry of Education Science and Vocational Training and Early Education (MESVTEE).
106. Irish Aid's local level engagement in Northern Province brings experience not available in other donor organisations. It provides the opportunity to pilot new initiatives, link local level realities to policy engagement, demonstrate results and ensure visibility for Irish Aid.
107. Irish Aid's work is seen as particularly valuable in driving forward the aid effectiveness agenda. Its active engagement in the aid architecture and its support to various interventions such as the development of the JASZ II and the Paris Declaration Monitoring Survey is appreciated. Irish Aid is perceived to be a neutral partner, good at networking with various stakeholders and achieving consensus.
108. Irish Aid employs a significant number of local staff in advisory positions. This enhances institutional memory as well as understanding of the country context and key policy issues.
109. The discussions on comparative advantage and lessons learned during the course of the previous CSP highlight the importance of being open and flexible to developing different competencies as demanded by changing priorities or emerging issues. In this context, Irish Aid is building its capacity in the area of Public Financial Management. Given the importance of this area, Irish Aid will work with other donors to adopt a strategic approach to PFM in specific sectors in the next CSP.
110. Irish Aid has strengthened its results focus on gender equality and women's empowerment. This involved leadership support at Senior Management level and capacity building of staff in gender issues. The inter pillar linkages were prioritised and this has given the programme a strategic advantage in building capacity for gender mainstreaming and programme planning.

#### **4.3 Irish Aid's Intentions with Regard to Priority Issues**

111. The CSP evaluation identified that experience in implementing the mainstreaming strategy was mixed, with reasonable success recorded in governance and gender equality but less progress in HIV and environmental sustainability. Irish Aid intends to address this in the next CSP based on internal capacity. Internal workplace policies will be developed, resourced and implemented and support provided to partners. However, in line with the intention of the new CSP to consolidate its programming in response to the reduced budget, the programme will not directly fund partners within the Gender and HIV sectors. This will also mean that Irish Aid will not be able to continue as lead in these sectors although it will remain very active and directly engaged. Irish Aid will discuss an appropriate exit strategy with existing funded partners.

112. Gender results based planning will continue to be integrated within the programme to help improve women's participation in decision making and accountability processes, promote equal access to education, and ensure greater social protection.
113. Irish Aid will support an enabling environment for democratic processes and good governance with a particular focus on accountability to citizens at national, provincial, district and local level. This includes contributing towards national policy dialogue around improved integrated planning in local councils, enhancing engagement with parliament at national and constituency levels, greater participation of citizens, particularly women, in decision-making and scrutiny of development resources at national and district level. The advocacy role of civil society will also be strengthened.
114. The context of HIV and AIDS has changed in recent years with greater access now to treatment, care and support but the disease continues to impact especially on the poor. Support for social protection and impact mitigation activities for poor women and vulnerable children will be a strong focus in the new programme. Irish Aid will also promote the mainstreaming of HIV and AIDS across the programme.

#### **4.4 Policy Coherence Issues**

115. The White Paper on Irish Aid (2006) provides the policy context for Ireland's aid programme. All policies and activities are measured against their contribution to the overarching objective of Irish Aid: *'poverty reduction, to reduce vulnerability and increase opportunity'*.
116. With the publication of the Hunger Task Force Report in 2008, Ireland has given greater priority to the eradication of hunger and demonstrated strong political commitment and leadership on this issue at global level. The 2007-2010 Irish Aid Zambia CSP pre-dated the Hunger Task Force Report, but nevertheless addresses many of its recommendations including a strong focus on social cash transfers; girl's education; HIV and AIDS; gender and specific food and nutrition related interventions in the Northern Province. In Zambia, Irish Aid has been instrumental, along with other donors, in establishing the Scaling Up Nutrition initiative (SUN). Irish Aid also helped to start a new donor group on nutrition. This will remain a priority in the new CSP with the focus on addressing household food insecurity, livelihoods and child nutrition.
117. Irish Aid will seek opportunities to strengthen resilience to climate change including through ongoing programming as well as through the Embassy's internal 'environment in the workplace' committee and climate change considerations will be incorporated in partner agreements. In Northern Province, Irish Aid will work to ensure increased capacity on the part of households and communities to deal with the effects of climate change. The embassy will engage with Government and other cooperating partners on strategies to coordinate support in this area. The workplace committee will take forward actions to improve internal practices relating to energy, recycling, transport and green procurement.

118. The Department of Foreign Affairs and Trade's Africa Strategy which was launched in September 2011 commits Irish Missions abroad to strengthening the linkages between the different elements of the bilateral relationship: political, development cooperation, trade and investment. While the work of the Mission in Zambia is predominantly focused on the political and development components of the relationship, initiatives will be identified in the new CSP to support private sector development in Zambia. In addition, a network of Irish business people in Zambia is being established and the Embassy is working more closely with the Zambia Development Agency (ZDA) on trade issues.
119. In addition to the bilateral programme, Irish Aid also allocates other funding from HQ sources, primarily from Civil Society Section in support of organisations through the Civil Society Fund and Mísean Cara. Support is also provided to the ILO Partnership, the Investment Climate Facility and others. The Embassy has been pro-active in engaging with these organisations, both on the current bilateral programme and in relation to the proposed new programme. This dialogue will continue in the coming years with a view to joint learning and cross learning. Irish Aid will seek to ensure there is better coherence between all organisations in Zambia in receipt of Irish Aid funding.
120. Irish Aid works closely with the European Union delegation in Zambia participating in political, economic and development dialogue at a Mission level. In conjunction with the Multilateral Section in HQ, Irish Aid in Zambia will seek to influence EU policies and programmes, to ensure they address the needs on the ground.

#### **4.5 Key Lessons and Recommendations – Looking to the Future**

121. A number of processes have taken place to inform the development of this CSP and generate lessons learned and recommendations. These include the Mid-Term Review of the programme, an in-depth CSP Evaluation and the development of Country Analytical Papers on the different sectors. Key lessons learned are set out below.
122. Working in a harmonised way and aligning support with government systems helped to focus dialogue on strategic issues around policy and resource management. It also helped ensure that technical assistance and capacity building was targeted. While donor harmonisation, and in particular the lead donor role did not reduce transaction costs as anticipated, and working through weak government systems was challenging, nevertheless the approach remains valid, especially for strengthening dialogue.
123. The strong focus on addressing chronic poverty and vulnerability was found to be very relevant in Zambia. The next CSP will deepen the focus on reducing vulnerability across the programme, particularly in Northern Province.
124. Irish Aid made notable contributions to strengthening the planning capacity and financial management systems in Northern Province. However, the lack of focus and capacity for effective implementation, along with inadequate systems for integrated performance management, was noted. Irish Aid Zambia proposes to pilot a new approach to its

engagement in Northern Province building on lessons learnt from the experience in Malawi (see section 6 below).

125. Future support to civil society organisations needs to be more targeted at a smaller number who have a proven track record in both policy engagement and service provision.
126. The synergies between the four pillars of the CSP did not materialise as much as they should have and pillar teams tended to work in isolation from one another. The new CSP addresses this by focusing on two inter-linked outcome areas, with teams assigned to work together on the delivery of key results in each outcome area.
127. While considerable efforts were made to rationalise the programme, the time and transaction costs required to exit from the health and water and sanitation sectors was seriously underestimated. In addition, withdrawing from a range of project activities, especially in the Northern Province, absorbed a significant amount of staff time. More structured and efficient phase out processes will be applied during the course of the next CSP.
128. Irish Aid identified weaknesses in financial management systems amongst partners and took a pro-active role in addressing inherent fiduciary risks. However, greater clarity was needed around the commitments and obligations of all the partners to ensure effective accountability. A more pro-active approach is proposed in the next CSP.
129. The lesson learning strategy was not as successful as hoped. While lessons were learned in implementing the programme, there was no systematic approach to identifying, documenting and feeding them into national policy dialogue. A new approach will be developed supported by evidence based research to maximise impact and influence policy and practice.

## PART 2

### 5. GOAL AND OBJECTIVES OF THE COUNTRY STRATEGY PAPER

#### 5.1. Goal and Outcomes

130. This Country Strategy Paper has been developed based on the prevailing development context in Zambia, building on the successes of the current programme and responding to key Irish Aid priorities. The CSP is aligned with the objectives of the Sixth National Development Plan focusing on accelerating poverty reduction especially in rural areas and enhancing human development. The CSP is consistent with the Joint Assistance Strategy for Zambia to address rural poverty and enhance the livelihoods of the poorest Zambians.
131. The overall goal of the Zambia CSP 2013-2017 is to **contribute to the reduction of chronic poverty, vulnerability and inequality in Zambia.**
132. Irish Aid will contribute to the achievement of this goal by deepening its response to reducing vulnerability. The structural factors that cause and perpetuate poverty will be addressed, along with the promotion of strategies to protect the most vulnerable from internal and external shocks. A key priority shift, since the beginning of the previous CSP in 2007, has been the Irish Government's strong political commitment and leadership in addressing hunger. As a result, this CSP will focus more on addressing household livelihoods, food and nutrition security.
133. While responding directly to Irish Aid's overarching objective of poverty reduction, reducing vulnerability and increasing opportunity, this CSP will retain some flexibility to incorporate policy shifts that may arise from the White Paper review process.
134. Irish Aid will focus on two interlinked outcome areas:
- **Outcome 1: Increased resilience of vulnerable poor households**
  - **Outcome 2: Improved access to quality and equitable basic social services**
135. This CSP is more focused and the number of partners has been reduced. It will target three priority areas, Education; Social Protection; and Livelihoods, Food and Nutrition Security. In the case of the first two, Irish Aid has particular experience and competence while with the third it has been building expertise as well as a reputation, both internationally and in Zambia (see text boxes below). The promotion of Good Governance is central to reducing vulnerability and access to basic services and is embedded across the programme. Gender and HIV/AIDS are key drivers of vulnerability and will also be addressed throughout the programme. Where opportunities arise efforts will also be made to mainstream environmental sustainability.

## 5.2. Objectives

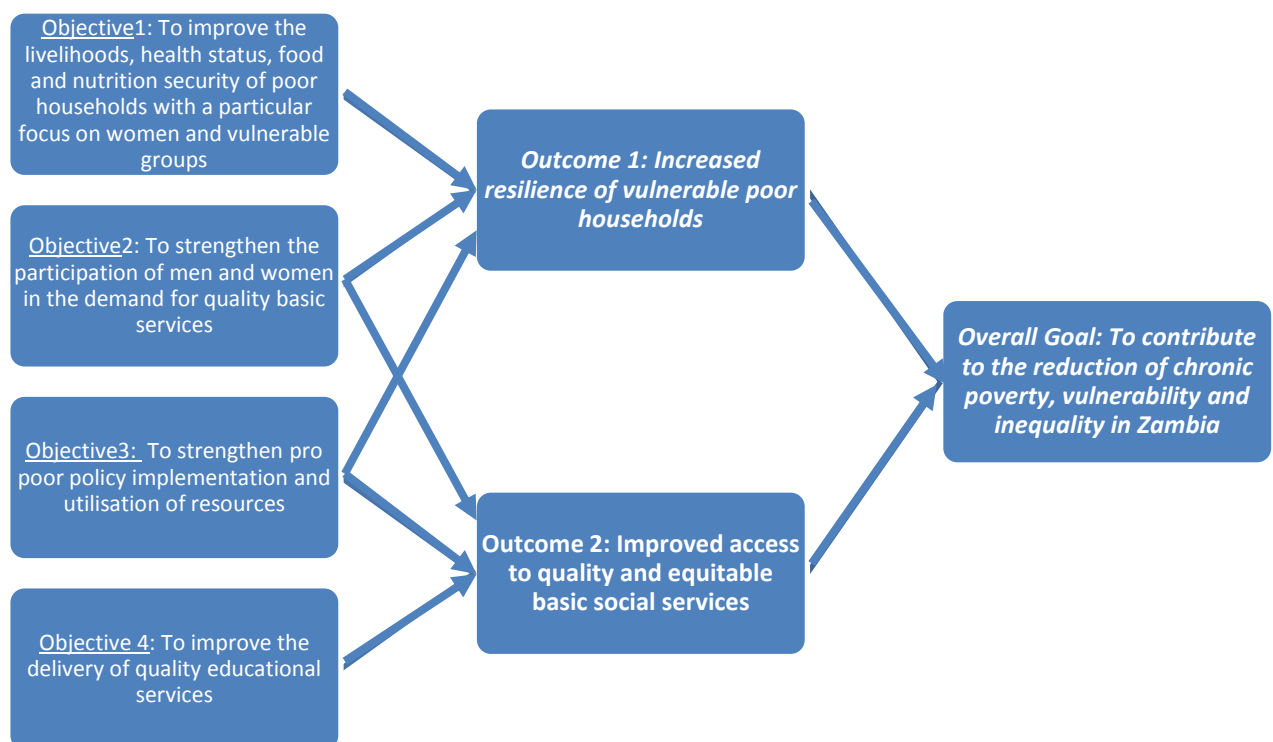
136. There will be four objectives, two of which will overlap with and contribute to both outcome areas. The overlapping objectives reflect the embedding of governance across the programme, as well as highlighting the linkages across the programme.

137. The objectives are as follows:

- i. To improve the livelihoods, health status, food and nutrition security of poor households with a particular focus on women and vulnerable groups;
- ii. To strengthen the participation of men and women in the demand for quality basic social services;
- iii. To strengthen management of pro-poor policy implementation and utilisation of resources;
- iv. To improve the delivery of quality educational services.

Figure 1 below provides a visual overview of the Goal, Outcomes, and Objectives. The complete logic model can be seen at Annex 10.3.

Figure 1: Goal, Outcomes and Objectives of the Zambia CSP 2013-2017



## 5.3. Overall Approach and Strategies

138. This CSP will deliver an integrated programme to reduce chronic vulnerability and extreme poverty in Zambia. The focus is on the chronically poor and most vulnerable in communities.



Central to this response will be Irish Aid's work in the Education sector where it has a distinct comparative advantage and experience.

**Box 1: Increasing Access to and Quality of Education**

- Education plays a central role in a country's development including positive impacts on HIV and AIDS, nutrition, gender equality and overall economic growth. Zambia has done well in improving access to schooling however challenges persist in terms of both quality and equity. In light of this education will remain a key element of Irish Aid's Country Strategy.
- Irish Aid will support the Ministry of Education Science, Vocational Training and Early Education to deliver the Government plan for education – the National Implementation Framework which focuses on improving access to and quality of education for all children at all levels. Irish Aid will pay particular attention to primary school level interventions to ensure access to quality education for vulnerable children.
- Complementing this work Irish Aid will provide support to three Civil Society Organisations to enhance access to quality education for vulnerable children. This work will include advocacy on a number of priority issues – increased school safety, access to school for girls, roll out of the Government's support to community schools and delivery and monitoring of HIV and AIDS education in institutions of learning.

142. Social protection is a second area where Irish Aid has a comparative advantage. Valuable experience and expertise has been developed in Zambia, in a number of other countries in Africa, as well as in HQ.

**Box 2: Increased access to Social Protection Services**

- Social protection can play a critical role in sustainably reducing poverty and hunger in Zambia as well as improving access to basic social services. Research has shown that cash transfers have a significant impact enabling families to have more meals per day, send their children to school and have better access to health services. This will continue to be a core component of Irish Aid's response to reducing vulnerability.
- Irish Aid will provide financial and technical support to the Ministry of Community Development, Mother and Child Health in rolling out the Zambia Social Protection Expansion Programme. This will see cash transfers provided to a total of 15 districts, benefiting an estimated 250,000 people by 2017. Irish Aid will contribute to a pooled fund for UNICEF which is helping to strengthen the Ministry's capacity in delivering the cash transfers.
- Irish aid will also support the development and implementation of an Impact Evaluation and Management Information System for the Programme. This will provide for systematic, statistically valid, comparable, regular, comprehensive and predictable monitoring and evaluation of activities, outputs, outcomes and impact through social cash transfer schemes in Zambia. Impact evaluations will be crucial to assess what model is most cost effective and has the most impact on poverty reduction.
- Financial and technical support will also be provided to the Social Protection Platform. The Platform provides opportunities for civil society organisations to monitor Government and Donor policies and practices in delivering social services, strengthen the voice of citizens and mobilize vulnerable people to demand their rights.

142. Recognising the significant burden of under nutrition and building on its experience in Northern Province this CSP will see Irish Aid deepen its focus on Livelihoods, Food and Nutrition Security both locally and nationally.

**Box 3: Improving Livelihoods, Food and Nutrition Security**

- Poverty and vulnerability in Zambia are driven by a number of interrelated factors such as food insecurity, climate change, malnutrition, insecure livelihoods and ill-health. These factors all contribute to a vicious cycle in which each re-enforces the others. The new CSP will work towards improving the livelihoods, health status, food and nutrition security of poor households with a particular focus on women and vulnerable groups. This will be done at national and local levels.
- National level efforts will be directed towards supporting the ‘Scaling Up Nutrition 1,000 days’ programme, which has been developed by the National Food and Nutrition Commission. The programme aims to scale up selected priority interventions in different sectors for which there is a global and national evidence base of cost effectiveness in reducing child stunting. The SUN programme has five strategic areas: Policy and coordination, Institution and capacity building, Priority interventions across sectors, Communication and advocacy and Monitoring, evaluation and research. Irish Aid will provide support to the programme through the pooled SUN partnership fund.
- At local level in Northern Province, Irish Aid aims to improve food and nutrition security in the two districts of Mbala and Luwingu, targeting vulnerable households, particularly female headed and those affected by HIV and AIDS. This will include interventions to (a) improve crop productivity, diversification and marketing and (b) enhance nutrition and health education including sanitation, hygiene education and malaria prevention and control.
- All local level work will be facilitated by a Management and Technical Agency contracted by Irish Aid. The Agency will support all aspects of planning and implementation at the district level. It will directly implement activities in each of the two districts while at the same time funding community initiated projects through the District Annual Investment Plans. Research, monitoring and lesson learning will also be carried out.

143. Complementing the focus on the extreme poor, there will be an emphasis on addressing weak systems of governance and accountability. In addition, efforts to improve the participation of citizens, particularly women, in the planning and management of development interventions will be supported. This will contribute to improved demand for and delivery of basic social services. Another important component is the development and implementation of pro-poor policies that protect and meet the needs of the most vulnerable.

144. The Africa Strategy identifies a number of activities that Embassies in Africa, including Zambia, will be required to undertake, particularly in strengthening opportunities for trade and investment between partner countries. The embassy will seek out opportunities to improve the business/trade environment in Zambia, both through its work with existing contacts as well as the targeted use of a small Private Sector Development fund.

145. The following are the key strategies that Irish Aid will adopt to meet the objectives and outcomes of the CSP:

- **Learning and Advocacy:** Following the evaluation recommendation, learning and advocacy will be more systematic and aligned with the outcome areas, including support for evidence based research. Core to this will be linking the lessons learned in the Local Development Programme to National level dialogue, especially decentralisation and Scaling Up Nutrition. A monitoring and evaluation plan will be developed for the CSP to generate evidence that the objectives and outcomes are being achieved. This information, along with the findings from research, will be utilised in programme management as well as in dialogue with national partners. The plan will also promote learning opportunities with other programme countries especially Malawi and Mozambique. In addition, support will be provided to civil society organisations carrying out evidence based advocacy directly relevant to the CSP objectives.
- **Mainstreaming:** As outlined previously HIV and AIDS, gender equality, environmental sustainability and good governance will be mainstreamed across the programme. Irish Aid will build on the success in mainstreaming gender equality and governance in the last CSP and strengthen the focus on mainstreaming HIV and AIDS. Internal capacity to mainstream environmental sustainability and climate change will be built. The relative emphasis that will be given to particular priority issues will vary according to the opportunity in each sector. For example, there are greater opportunities for addressing environmental sustainability in the Local Development Programme and Social Protection.
- **Aid Effectiveness:** Delivering on aid effectiveness will remain an important aspect of the programme. Irish Aid will continue to use harmonised and joint funding aid modalities and review their effectiveness, participate in national coordination mechanisms at sector level, as well as strengthening accountability and managing for development results. Irish Aid will work through government and civil society partners to promote pro-poor policy development and implementation.
- **Policy Coherence:** Irish Aid will seek to influence programming decisions with multilateral partners, such as EU funding allocations. In addition to the bilateral aid programme budget, Irish Aid supports other activities in Zambia from different HQ budget lines including Civil Society, Hunger Unit, Global Funds, Multilateral and Emergency and Recovery. The embassy will continue to engage with these activities, strengthen information sharing and identify possible synergies both internally with the sections in HQ and with the relevant organisations in-country. The Global Partnership for Education is an important example of where global and country level support is complementary. As a Co-Lead in the education sector, Irish Aid will ensure coherence with overall education funding in Zambia and feedback appropriate information to HQ.

#### 5.4. Proposed Modalities

146. The mid-term review and CSP evaluation highlighted the benefits of using a mix of aid modalities. In addition, the approach of working with a range of relevant partners and jointly in pooled funding mechanisms has resulted in increased coordination.
147. A deliberate decision was made in the last CSP not to provide general budget support based on public financial management concerns. This assessment remains valid and Ireland will not channel aid through general or sector budget support (see also section 3.5).
148. Irish Aid will continue to use a range of aid modalities, ensuring a more balanced budget allocation across the different modalities that balances risk while ensuring maximum impact and results. In line with the Joint Assistance Strategy for Zambia and aid effectiveness principles, opportunities for entering into Joint Financing Arrangements and providing core funding will be the preferred modality.
149. As recommended by the PFM assessment, Irish Aid will continue to provide funding to Government partners through pooled funding arrangements. This will include support to the Ministries of Community Development, Mother and Child Health and of Education, Science and Vocational Training and Early Education. A component of this support will be towards capacity building in public financial management.
150. Irish Aid will also support a number of other pooled funding mechanisms, including the SUN Partnership Fund which supports activities to address under-nutrition. The fund is open to Government and civil society organisations. Support to the UNICEF social protection work is also through a pooled fund.
151. As noted earlier, funding to the Local Development Programme will be directed through a Management and Technical Agency. It is envisaged that up to 70% of this will be allocated initially for direct implementation of the programme with the balance continuing to support (a) community initiated projects through the District Annual Investment Plans (25%) and (b) research, monitoring and lesson learning (5%).
152. Support to civil society partners will be channelled through a number of modalities. This will include the Zambia Governance Foundation pooled fund which currently provides funding to 47 partners. In addition support to three key civil society organisations will be through a silent partnership with GIZ. Selected civil society partners will also be supported to implement targeted activities in line with the CSP Objectives.

## 6. THE PLAN – MANAGING FOR DEVELOPMENT RESULTS

153. Two outcomes are envisaged by the end of the CSP:

**Outcome 1: Increased resilience of vulnerable poor households**

**Outcome 2: Improved access to quality and equitable basic social services**

As outlined previously these will be achieved through four objectives.

**Objective 1: To improve the livelihoods, health status, food and nutrition security of poor households with a particular focus on women and vulnerable groups**

154. This objective will be achieved through actions at national and local level that include an integrated approach to providing support to extremely poor households, impact mitigation for people infected and affected by HIV and AIDS, and a focus on increasing household food and nutrition security, especially for women and vulnerable groups.

### *Output 1.1: Improved food and nutrition security of vulnerable households*

155. In response to the high levels of under nutrition in Zambia and the Hunger Task Force recommendations, Irish Aid will work to improve food and nutrition security of vulnerable households, particularly female headed and those affected by HIV and AIDS. This output will be realised mainly through a new approach in two targeted districts in Northern Province, Mbala and Luwingu. Irish Aid is in the process of engaging a Management and Technical Agency who will continue supporting the Districts with planning and implementation roles, while at the same time directly implementing activities in selected communities in the two Districts.

156. To contribute to a reduction in stunting in Northern Province, Irish Aid will provide financial and technical support to the Management Agency for direct implementation of activities which improve household food and nutrition security. This will include activities such as increasing crop productivity, diversification of household production, nutrition and health education including sanitation, hygiene education and malaria prevention and control. Existing Government and community structures such as the agricultural extension system and community groups will also be involved.

157. Understanding the drivers and nature of under-nutrition in Zambia is essential to developing an appropriate response. Recognising this, Irish Aid will continue to support a National Food Consumption and Micronutrient Assessment being undertaken by UNICEF. This assessment, which is currently underway, is taking place in Luapula and Northern provinces (agro-ecological region III). The results will be utilised in programming at local and national levels.

158. Irish Aid will provide support to the 'Scaling Up Nutrition 1,000 days' movement in Zambia. The "First 1000 Most Critical Days Programme" which sets out the agreed priority interventions, has been developed by the National Food and Nutrition Commission with support from Cooperating Partners. It will not duplicate the activities of the different line

ministries or NGOs but will supplement existing interventions that are known to work and which need strengthening and scaling up. The Programme, which is aligned to the National Food and Nutrition Strategic Plan, aims to reduce stunting in children under two from 45% to 30% nationally over a five year period (2011-2015). It has the following strategies:

1. Policy and coordination for robust stewardship, harmonisation and coordination of the Programme;
  2. Priority interventions across sectors to reduce stunting;
  3. Institution and capacity building;
  4. Communication and advocacy for its acceptance, promotion and application;
  5. Monitoring, evaluation and research to measure progress against the targets, assess the effectiveness of interventions and share lessons learned.
159. A SUN Partnership Fund is being established through which Irish Aid will provide financial support. The Fund will be administered as a joint financing mechanism with the aim of promoting harmonisation and alignment among key Cooperating Partners and stakeholders, avoiding duplication of effort and reducing transaction costs for all partners.
160. Iron deficiency is one of the multiple nutritional deficiencies affecting children under five in Zambia. Repeated national surveys show that the global goal for reduction of iron deficiency and anaemia has not been met in Zambia. In response to this, Irish Aid is providing financial support to UNICEF to undertake a pilot programme on Improving Child Development through Home Fortification of Complementary Food with Multiple Micro-nutrient Powder. This programme is being tested in conjunction with the Social Protection programme, specifically looking at the potential synergies between home fortification and social cash transfers. It will assess how nutritional outcomes can be improved through the child grants scheme by tackling the determinants of malnutrition such as inadequate income and food insecurity. The proposed holistic package of interventions comprising social cash transfers, distribution of micro-nutrient powders and promotion of adequate infant and young child feeding, is expected to have a greater impact than individual interventions. Findings from the pilot will be available in late 2013 and will be incorporated into the 1,000 Days programme.

***Output 1.2: Increased access to social protection services for vulnerable households with a focus on female headed households and those affected by HIV.***

161. Social protection can play a critical role in sustainably reducing poverty and hunger in Zambia and improving access to basic social services. A comprehensive survey in Kalomo district concluded that the Social Cash Transfer programme has had a positive and significant impact among beneficiaries, leading to greater expenditure on consumption and education, as well as improving school enrolment. In recognition of this, Irish Aid will continue to provide financial and technical support to the Ministry of Community Development, Mother and Child Health (MCDMCH) in rolling out the Zambia Social Protection Expansion Programme. This will see cash transfers rolled out to a total of 15 districts, benefiting an estimated 99,248 households by the year 2017. The objective of the Social Cash Transfer

Scheme is to assist the most destitute and incapacitated households, and poor households with children, to meet their basic needs and to break the intergenerational cycle of poverty. Many of the recipients of social protection programmes in Zambia are AIDS affected households – either elderly people with a large number of dependant grandchildren, female headed households with no adult productive labour, or child headed households.

162. The monthly Cash Transfer Scheme operates a number of targeted Cash Transfer mechanisms: a) regular family grants in 9 districts that contribute to improved food security for the poorest 10% of the population, including people affected by HIV and AIDS; b) regular child grants in 5 districts, including Luwingu and Kaputa in Northern Province, to households with children under the age of five. Households with disabled children receive a double transfer until the child reaches 14 years; c) a cash transfer targeted at vulnerable households identified by a multiple categorical model; and d) an old age pension scheme for those over 60 years in one district who continue to receive regular cash transfers on a bi-monthly basis. In addition, Irish Aid provides financial and technical support to the Ministry of Education, Science and Vocational Training and civil society partners in promoting equality and access to education for girls, orphans and vulnerable children through the School Bursaries Scheme.
163. The Government is currently procuring a private sector payment service provider to deliver cash grants, more than likely utilising mobile or electronic transfer systems. In the meantime, beneficiaries receive payments through a pay point manager, usually a head teacher at a local school, under the management of the District Social Welfare offices.
164. Currently there is no social protection policy in Zambia. Such a policy is central to adopting a multi-sectoral approach when dealing with issues of poverty and vulnerability. Irish Aid will provide technical and financial support to the development of a social protection policy. In addition, support will be provided for ongoing research and capacity building in the Ministry of Community Development Mother and Child Health. A three year longitudinal study by the American Institute for Research is also being supported through UNICEF. The objective is to develop and implement a Monitoring and Evaluation Management Information System for the Social Protection Expansion Programme. This will ensure comprehensive and predictable monitoring and evaluation of social transfer schemes in Zambia. The system will be crucial for assessing which model is the most cost effective, has the greatest impact on poverty reduction and is most appropriate to scale up nationally.
165. Social Protection policies and programmes can make a major contribution to poverty reduction if there is greater social accountability through the involvement of civil society. Irish Aid will continue to provide financial and technical support to the Social Protection Platform which provides opportunities for civil society organisations to monitor government and donor policies and practices in delivering social services and to mobilise poor and marginalised people to demand their rights. The Platform is a membership body currently with seven network organizations organized around particular thematic areas related to Social Protection such as children (Children in Need Network), the Aged (Senior Citizens Association of Zambia) and Women (Non Governmental Organizations Coordinating Committee).

*Output 1.3: Strengthened capacity of vulnerable households and communities to increased livelihood options adhering to sustainable environmental management at local level*

166. Given the very high levels of poverty in Northern Province, Irish Aid will provide financial and technical support to a Management and Technical Agency in implementing a rural livelihoods programme in two districts, Mbala and Luwingu. The Agency will directly implement activities which will be complemented by the activities of the Local Authorities. All are targeted at the poorest and most vulnerable households in selected communities and will include income generating initiatives that increase production and diversification, value addition and access to markets.
167. Zambia is particularly vulnerable to climate change as a significant proportion of its population depend on climate-sensitive sectors such as agriculture and natural resources. Studies have confirmed that rain fed farming remains the main source of income for up to 70% of the population in Northern Province but the returns are quite low<sup>41</sup>. In response to this, Irish Aid will support climate smart agriculture interventions in the Province, such as the promotion of conservation agriculture. Where possible, linkages will be made with other interventions such as the EU funded 'Conservation Agriculture Scaling Up Programme'.
168. Discussions have taken place between Irish Aid and some Consortium members of the Consultative Group on International Agricultural Research (CGIAR) who are present in Zambia. The International Potato Centre and the World Fish Centre have both carried out scoping exercises in Northern Province and suggested possible programmes. Once the Management and Technical Agency is established, Irish Aid proposes to identify with the Agency the most appropriate CGIAR institution for support in undertaking research that helps improve the livelihoods of smallholder farmers.

**Objective 2: To strengthen the participation of men and women in the demand for quality basic social services**

169. This objective aims to address demand side accountability across the programme. It will contribute towards achieving results in both of the outcome areas. In achieving this Irish Aid will work through government and Civil Society Organisation (CSO) partners to increase participation of women and men in dialogue mechanisms and development processes.

*Output 2.1: Enhanced Government accountability to respond to the needs of citizens particularly women through increased participation in development processes*

170. Irish Aid has been working with a select number of advocacy based civil society organisations engaged in poverty and vulnerability analysis and lobbying state institutions on pro-poor policies. Building on this, Irish Aid will provide financial and technical support to those working on social protection, access to quality education and food and nutrition security. Examples include the Social Protection Platform referred to earlier and the Zambia Open

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<sup>41</sup> JCTR Poverty and Vulnerability Analysis



Community Schools (ZOCS) which advocates for increased support to community schools and increased access for Orphans and Vulnerable Children.

171. Irish Aid is helping to strengthen the capacity of a number of CSO partners to advocate for better services. A Programme wide assessment of Partners is currently being undertaken with a view to strengthening this area of their work.
172. In Northern Province, financial and technical support will be provided by the Management and Technical Agency to the District Councils and local level community structures to facilitate citizen participation and ensure their needs are reflected in the budgeting and planning processes. Considering the low representation of women in decision making bodies and committees at community level, particular emphasis will be placed on ensuring greater involvement of women. This will build on previous training to strengthen the involvement of communities.
173. Irish Aid along with the UK, Sweden, and Denmark was instrumental in setting up the Zambian Governance Foundation (ZGF), a joint basket fund mainly supporting advocacy civil society organisations. The ZGF aims to promote improved governance, especially government accountability and responsiveness to all poor and vulnerable sections of society. A recent mid-term review found that the results of the ZGF funding are evident in the form of improved grant partner capacities<sup>42</sup>. There has also been some positive impact at policy level. Irish Aid will continue to fund the ZGF as a mechanism for improving Government accountability. The Foundation currently supports 47 partners working on a range of issues including decentralisation policy implementation, promoting the rights of children, the campaign for abolishing the death penalty, women's rights and participation in local governance, Gender Based Violence and School safety, and land rights.
174. Irish Aid will continue to support the silent partnership arrangement with German Development Cooperation (GIZ) which assists a number of well regarded advocacy and anti-corruption Civil Society Organisations with a proven track record in policy influence. The funding is helping to strengthen political participation of civil society and promote constructive relations between the latter and the state. The organisations include CARITAS Zambia, the Jesuit Centre for Theological Reflection and Transparency International Zambia.
175. Media can play a crucial role in enhancing domestic accountability. Community radio stations are the source of over 80% of Zambians' current affairs information, with good reach to rural poor communities. The Media Institute of Southern Africa (MISA) has played an important role in building the capacity of community radio stations and advocating for a free and balanced media environment in Zambia. Irish Aid will continue to support MISA's advocacy efforts on freedom of information and enhancing the capacity of community radio stations as a forum for public participation in governance and service delivery.

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<sup>42</sup> The Zambian Governance Foundation Mid-term Review, 2011, IDL Group

176. Recent elections in Zambia saw a smooth transition of power to the Patriotic Front Government. The holding of multi-party elections over the past 20 years has fostered democratic norms among citizens in Zambia. Civil society organisations, such as those referred to above, have played an important part in voter education, awareness raising, media activities and election monitoring. The next elections will take place in 2016 and continued support to MISA and the partners under the GIZ mechanism will ensure that Irish Aid is positively engaged in this process.

**Objective 3: To strengthen management of pro-poor policy implementation and utilisation of resources**

177. A recent OECD-DAC (Organisation for Economic Cooperation and Development-Development Assistance Committee) study on Aid, Accountability and Democratic Governance emphasises the need for a systematic approach to institutional strengthening, as well as strategies to promote demand for change over time<sup>43</sup>. As noted earlier, public service management is weak with severe capacity constraints leading to poor delivery of basic services. This objective will address the supply side of governance in relation to Irish Aid's government partners. This will include policy dialogue to design and implement pro-poor policies, complemented by a stronger focus on strengthening partner financial management systems – both within Government and civil society.

*Output 3.1: Strengthened capacity of national and local government structures and systems for pro-poor policy implementation*

178. Although a Government policy over many years, decentralisation of formal power, resources and decision-making is making very slow progress. The new Government has re-stated its commitment to advance decentralisation. If the District Councils are to carry out their mandate of delivering services to communities their implementation capacity needs to be strengthened. Irish Aid proposes to do this through the provision of financial and technical support by the Management and Technical Agent in Mbala and Luwingu Districts. To improve predictability of resources and facilitate better implementation of activities in the two districts, Irish Aid will move from annual to multi-annual planning.
179. The Management and Technical Agent will help strengthen service delivery to local communities by supporting the districts to develop and implement multi-annual plans based on community needs. Technical support will help improve district level coordination and the planning function ensuring it is in line with Provincial and National Plans. Funding will be provided to the two Districts to implement aspects of these plans, consistent with Irish Aid's livelihoods approach. As district capacity improves, Irish Aid will consider increasing the amount of funding channelled through the Districts, ensuring they take on more responsibility for direct implementation.

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<sup>43</sup> Draft Synthesis of Guidance on Aid, Accountability and Democratic Governance, OECD-DAC, July 2011

180. As noted earlier, Irish Aid’s support to the Ministry of Community Development and Mother and Child Health includes a capacity building programme implemented by UNICEF. A comprehensive plan is currently being finalised based which will include performance management, basic computer skills, project management, monitoring and evaluation, and procurement.
181. Irish Aid’s support to applying the National Implementation Framework in the education sector includes a capacity building component for all levels of the Ministry, from central Government to in-service training for teachers in schools. As Co-Lead of the sector, Irish Aid provides significant technical support to the Ministry and assistance is also being provided to strengthen public financial management capacity (see also paragraphs 185 and 186 below).
182. Irish Aid has provided financial support to the Office of the United Nations Resident Coordinator for the UN ‘Delivering as One’ in Zambia. A key result of this will be a common approach to strengthening national institutions and systems, optimizing the UN contribution to national capacity development. Irish Aid will continue to assist the Resident Coordinator’s Office to provide technical support to the Government of Zambia. In progressing towards ‘Delivering as One’, the UN Country Team is developing a number of Joint Programmes. Irish Aid will review these programmes and provide funding to the one that is most consistent with the intended outcomes of this CSP.
183. Irish Aid has been supporting the third phase of the Parliamentary Reform Programme since 2008. A recent review of the programme was positive, demonstrating the effectiveness of Parliament as a policy platform. The reforms have helped strengthen the committee structure and substantial pro-poor amendments to legislation, including the national budget, are now being observed. Civil society engagement with Parliament has also been greatly enhanced in recent years. The next phase of the programme is now being developed and once completed Irish Aid will assess the possibility of further support to the programme.

***Output 3.2: Improved financial accountability at sector, local and organisational level***

184. Financial management, both with Government and civil society partners, was highlighted as a key challenge in the evaluation of the last CSP, often leading to delays in the release of funds, reduction in funding allocation and slow absorption and utilisation of funds. Strengthening financial management capacity within all partners will be a priority in this CSP to ensure efficiency, effectiveness and value for money. This will include financial and technical support towards the PFM reform programme in partner Ministries. In line with this, Irish Aid will maintain its observer status on the PFM donor group, as well as monitoring and participating in dialogue on the new PFM Reform Strategy 2011-2015.
185. Irish Aid has been supporting the Ministry of Education, Science, Vocational Training and Early Education to implement a Financial Management Action Plan over the last year. A number of actions have been taken to strengthen capacity, including pre-audits on procurements, computerisation of Provincial and District offices and commissioning of a procurement audit on passed procurements. Irish Aid has gained considerable experience in

supporting the Ministry with these activities. Following a recent Fiduciary Risk Assessment in the Ministry of Community Development Mother and Child Health, Irish Aid will also support a similar process there. Irish Aid will ensure that proposed interventions are funded from the pooled funds, aligned to the Government's Public Financial Management Strategy, and harmonised with other donor programmes.

186. To ensure better use of resources and improved delivery of services Irish Aid will provide technical and where necessary financial support to build the financial management capacity of the two partner District Authorities in Northern Province. This will be a key function of the Management Agency which will be responsible for tracking implementation and budget execution against the work plan. Where necessary it will support procurement to provide value for money and ensure there is annual internal and external auditing of funded projects.
187. Irish Aid will provide technical and financial support to its civil society partners to strengthen their financial management capacity in areas that may be identified through the Organisational Capacity Assessments, audits and organisational reviews.

**Objective 4: To improve the delivery of quality educational services**

188. Education is central to a country's development, including the positive impact it has on economic growth, nutrition, gender equality and addressing HIV and AIDS. Zambia has done well in improving access to education and is on track to achieve the education MDGs. However, challenges persist in respect of both quality and equity. Learning outcomes in particular have remained poor. Taking into account Ireland's significant comparative advantage in education, this will remain a key element of the CSP. Under this objective, Irish Aid will prioritise equitable access to quality education by ensuring that an increased number of children, especially girls, are retained in school and progress to higher levels within the education system.

*Output 4.1: Improved policy and programming for quality, access and equity at the primary level*

189. To support the delivery of education services Irish Aid will provide financial and technical support towards the implementation of the Government plan for the education sector – the National Implementation Framework. This plan focuses on four key themes – access, equity, improving the quality of learning and enhancing partnerships.
190. Given the poor learner outcomes and Zambia's low standing in the region, Irish Aid will focus its attention on improving the quality of education. It will utilise its Co-Lead role to advance policy dialogue with the Ministry on three key thematic areas: 1) teacher education reform; 2) strengthening and expanding leadership and management training at all levels; and 3) procurement/distribution of appropriate teaching and learning materials. Irish Aid and other Cooperating Partners will seek to ensure that these priority areas receive sufficient funding from the pooled fund.

191. The NIF proposes to enhance the quality of learning outcomes, through input improvements in infrastructure, teaching and learning materials and pupil teacher ratio. While all of these are relevant, other issues need to be addressed also such as the quality of classroom teaching, supervision and the role of parents and community. In advancing the quality agenda, Irish Aid will provide technical support to the Ministry, firstly to ensure a comprehensive and shared understanding of the elements required to improve the quality of education, and subsequently to deliver on them.
192. Equitable access to education services, through formal and alternative models of delivery in partnership with key stakeholders, will remain an important concern for Irish Aid. Special attention will be paid to the particular needs and requirements of the girl child, orphans and vulnerable children, learners with special needs and those infected and/or affected by HIV and AIDS. In this respect, Irish Aid will focus its policy dialogue on the following priority areas: 1) school grants including eligible community schools; 2) bursaries for orphans and vulnerable children, particularly girls; and 3) infrastructure. Irish Aid will also advocate for school building and improvement to target rural areas and community schools.
193. Irish Aid is committed to mainstreaming gender and HIV and AIDS within education through technical support and policy dialogue with the Ministry and other partners. In addition, Irish Aid will have a strategic engagement with a number of civil society organisations who specifically address gender equality and HIV and AIDS.
194. The NIF proposes to improve gender parity in upper basic and high school. Ensuring school safety is central to achieving the retention of girls in school and seeing them progress up the grades. Abuse in schools has been identified as a contributing factor to the active participation and retention of girls in education. Irish Aid will support child protection interventions in schools and at national policy level, with specific assistance being provided for the finalisation of the Ministry's draft National Policy on Child Protection. In addition, Irish Aid will provide financial support to the Campaign for Female Education (CAMFED) to advocate for sound implementation and monitoring of the policy and a coordinated response to child protection issues in schools.
195. Irish Aid will also continue to support access and retention of vulnerable children, including girls and those affected by HIV and AIDS, through the provision of school bursaries. This will be provided through the existing support for the Ministry and CAMFED. Community schools provide access to 20% of the pupils at primary level in Zambia, including for vulnerable children such as girls and those affected by HIV. The Government has recognised the critical role they play and the Ministry is committed to providing them with budgetary support, salaries for trained teachers and infrastructure. Irish Aid will complement this by supporting the ZOCS to advocate for implementation of these commitments.
196. Access and retention in education is not only important for those already impacted by HIV and AIDS but also for preventing transmission of the virus. The Ministry acknowledges that addressing the pandemic poses significant challenges for the education sector. Irish Aid will strengthen the focus on addressing HIV and AIDS through the sector. Financial support will

be provided to Restless Development which is equipping teachers with skills and knowledge to effectively deliver HIV and AIDS education in schools.

## **7. RESULTS, MONITORING AND PERFORMANCE MEASUREMENT FRAMEWORKS**

### **7.1. Logic Model**

197. The Logic Model is outlined in Annex 10. 3. The rigorous planning process in developing the model assisted the team in refining the programme and its implementation. The original proposal changed during this time with the ‘collapsing’ of three outcome areas into two and the integration of a specific outcome area on governance in both areas. In this way, the linkages between the two outcomes are clearer. The goal, outcomes and objectives are aligned with those of the Sixth National Development Plan and Ireland’s development priorities.

### **7.2. Programming Results Frameworks**

198. This CSP has been designed with a strong focus on planning for and managing development results. Considerable research has been carried out with the development of relevant sector country analytical papers, along with ongoing technical support from headquarters.

199. A results framework has been developed for each of the four objectives of the programme and is set out in Annex 10.4. It was developed in line with the revised CSP guidelines and includes: i) a statement of the problem; ii) baseline information, both quantitative and qualitative; iii) expected actions and outputs; iv) performance indicators; v) the strategies to be applied; and vi) risks and critical success factors. The actions as they relate to each objective will be developed on an annual basis in line with the business plan.

### **7.3. Performance Measurement Frameworks**

200. A performance measurement framework is attached in Annex 10.5. It provides the foundation for outcome monitoring, providing the basis for the collection of information on key indicators. This framework will be reviewed and developed further in conjunction with the Monitoring and Evaluation plan.

### **7.4. Risk Management**

201. Risk management and mitigation arrangements are in place in the Mission and are monitored closely by the Senior Management Group. The risks and mitigation strategies for this CSP were reviewed and endorsed during the Directions Workshop.

202. The risk register for the Embassy (see Annex 10.6) identifies and charts the evolution of risks in the political, social, and economic environment, providing information on the overall context for the aid programme at country level. The Embassy will continue to monitor both

the internal and external risks and keep HQ informed of any changes. The main risks to the programme are highlighted below.

203. Politically Zambia is stable as shown by the recent transition of power following the elections. While it is too early to speculate about any risks associated with the next elections scheduled for 2016, the Embassy will monitor this as they approach.
204. The Patriotic Front Government has shown some evidence of a willingness to tackle poverty and inequality, including the introduction of a strong pro-poor budget. However, weak political will and pro-poor policy implementation remain key risks for the programme. Irish Aid will ensure that input into High Level policy dialogue and sector meetings focuses on the need to translate economic growth into benefits for poor people.
205. While Zambia has seen continued economic growth over the last five years, it is vulnerable to external shocks. The economy has been over-reliant on copper and is vulnerable in a global downturn. While Zambia was weathered the recent Global crisis, the World Bank warns that policy buffers are weaker than they were prior to the crisis in 2008 and the ability of African governments to implement counter cyclical fiscal policy may be compromised<sup>44</sup>. A key Government policy is economic diversification which will be critical for Zambia's continued economic growth and stability.
206. In spite of improvements, Public Financial Management capacity within Government remains weak. This is mainly due to systemic, technical and human resource capacity limitations in priority areas such as quality control and assurance. While the new Government has made some positive moves, Public Financial Management remains a challenge for the programme.
207. Implementation of the new approach in Northern Province is dependent on the successful recruitment of a Management and Technical Agency with the requisite competencies. This and the subsequent effective delivery of the local development programme is a risk. While confident that the proposed engagement of the Agency is the appropriate way forward, the process will need close monitoring and support to ensure delivery of required results. Careful consideration will be given in the recruitment process to the proposed structure/staffing complement of the successful Agency. When operational, Irish Aid will provide close technical support and supervision to ensure the Agency is implementing the programme satisfactorily.
208. Poor implementation or absorption capacity of both government and civil society partners could constitute a risk to budget execution. The economic situation in Ireland could also lead to lower than anticipated levels of budget allocations for the Zambia programme which would necessitate a review of programme targets.

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<sup>44</sup> World Bank (2012) Global Economic Prospects; Managing growth in a volatile world

## 7.5. Evaluation Strategy

209. Irish Aid will develop a monitoring and evaluation plan within six months of the approval of this CSP, in collaboration with the Evaluation and Audit Unit and other sections as appropriate. The plan will be aligned with wider departmental processes such as the annual Business Plan, Role Profiles and Risk Registers. The purpose will be twofold: (i) to generate evidence that Ireland is achieving its objectives and outcomes through a management for development results based approach; and (ii) to capture and feed lessons learned into programming.
210. A Mid Term Review is expected to take place mid 2015. This will be conducted with technical support from headquarters. The review will monitor progress in meeting objectives with a focus on the outputs. At that stage it is envisaged that the Management and Technical Agent will be well established in Northern Province and although the programme will still be at an early stage of implementation, its performance will be a focus of the Review. Mainstreaming of priority issues, particularly Gender and HIV and AIDS, will also be a focus of the Review. Progress on PFM will also be reviewed following the recommendation in the recent PFM assessment.
211. The Embassy will ensure that evaluations are timed to feed into national and regional processes. Irish Aid will work with partners on joint evaluative work of relevance not only to Irish Aid programmes but to those of Government and Civil Society partners. Additionally, opportunities for joint research and monitoring work across programme countries will be identified, particularly in Malawi and Mozambique, in line with the regional lesson learning focus.
212. A Programme Development, Research and Evaluation budget line has been included in the programme budget to support ongoing research in the evaluation plan as well as discrete research relevant to programme development.



## PART 3

### 8. INSTITUTIONAL AND MANAGEMENT ARRANGEMENTS

#### 8.1 Management Arrangements

213. Careful consideration has been given to implementation of the proposed new strategy. The number of sectors and partners are being reduced and policy level engagement will be more focused. Inter-disciplinary teams will be established for each outcome area to promote a more integrated approach and to maximise the specific technical skills of programme staff. A current Organogram for the Mission is included in Annex 10.11.
214. As Head of Mission and Controlling Officer, the Ambassador has overall responsibility for the work of the Embassy, including the Irish Aid programme. Responsibility for day-to-day management of the programme is with the Head of Development. The programme team currently consists of two locally appointed Programme Officers, seven Advisors<sup>45</sup>, two Programme Executives, a Junior Professional Intern, and support staff. The Second Secretary also provides input at programme management level, engages with the Governance programme and is the focal point for Irish Aid Zambia engagement with the UN.
215. A Senior Management Group (SMG) within the embassy meets monthly. Meetings of the programme team and the individual outcome teams also take place on a monthly basis. The Head of Development and the Programme Team are responsible for ensuring that the policy priorities are mainstreamed across the programme.
216. A Finance and Audit team meets regularly and is chaired by the Head of Mission. The Senior Accountant oversees all expenditure while the Internal Auditor is responsible for management and oversight of the audit of funds disbursed through the programme. Both have a role in programme management, participating in organisational assessments, donor and partner meetings on audit/finance/PFM issues and providing technical support to partners on financial management.
217. The Performance Management Development System (PMDS) is in place, with role profiles clearly linked to business plans and results frameworks. The profiles will be reviewed in the context of the new Country Strategy.
218. The programme is supported by the Zambia Desk in Headquarters, while assistance is also provided by other sections on an on-going basis. The Mission prepares regular programme reports which are forwarded to HQ, including annual Business Plans and reports on their implementation, as well as quarterly reports and annual reports.

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<sup>45</sup> HIV and AIDS, Gender and Poverty, Local Development, Governance, Information and Coordination and two Advisers in Education

219. With the engagement of a Management and Technical Agency in Northern Province, Irish Aid will no longer have a physical presence in the Province. This will require increased oversight from Lusaka as Irish Aid phases out and the Agency establishes itself. Quarterly meetings will be held between Irish Aid and the Agency to review progress, capture lessons learned and plan forthcoming interventions. The current biannual High Level Meeting which takes place between the Ambassador and the Permanent Secretary in Northern Province will continue and the Management and Technical Agent will also be included.

## **8.2. Competency Development for CSP Implementation**

220. While this CSP builds on Irish Aid's comparative advantage in Zambia and maintains the engagement in education and social protection, it does propose some changes in direction. The embassy team has less competence in emerging areas such as food security, nutrition, environmental sustainability and climate change. Capacity is already being developed in food and nutrition security and this will continue. It will also be built in other areas, such as environmental sustainability and in improving the quality of education. Appropriate technical support will also be identified regionally, within HQ, as well as externally, to support the developing areas in this CSP.

221. Ensuring that staff have the necessary competencies to deliver on the results framework will remain a priority for management during the course of the CSP. New staff will be recruited on this basis and the PMDS system will help to identify the skills and relevant training needs for team members where required.

## **8.3. Other Institutional Issues**

222. The linkages between the CSP and the Fellowship Programme have been strengthened through restricting applicants to employees of partners. The embassy will also investigate the development of a fellowship alumni association. Commitments to institutional strengthening will also be aligned with other Irish Aid instruments such as the Programme of Strategic Cooperation for Third Level Institutions.

223. In respect of the Africa Strategy, the embassy will seek opportunities to improve linkages between the business sector in Zambia and Ireland, through its work with existing contacts, as well as the use of a small private sector development fund. Two potential avenues have been identified for use of this fund, one for activities in agribusiness and the other for local or national level interventions that complement the approach in Northern Province. A scoping study will be undertaken in the latter half of 2012 to investigate further the different options available.

224. Given the similarities in both the country contexts and in strategies, the embassies in Zambia, Mozambique and Malawi have developed an approach to mutual lesson learning. Social protection, governance structures for nutrition, local development, and monitoring and evaluation have all been identified as areas for collaboration.

## 09. ANNEXES

- Annex 10.1 Summary CSP Development Process
- Annex 10.2a Evaluation of Irish Aid Zambia CSP 2007-2010
- Annex 10.2b Management Response to the Evaluation of the Irish Aid Zambia CSP 2007-2010
- Annex 10.3 Logic Model
- Annex 10.4 Results Frameworks
- Annex 10.5 Performance Measurement Framework
- Annex 10.6 Risk Matrix
- Annex 10.7 Sixth National Development Plan Executive Summary – See Attached PDF document
- Annex 10.8a Joint Assistance Strategy for Zambia – See Attached PDF document
- Annex 10.8b Division of Labour 2011-2015
- Annex 10.9 MDG Status at a glance
- Annex 10.10 Overview of Partners’ contributions to CSP Objectives
- Annex 10.11 Learning Links and Policy Channels
- Annex 10.12 Organogram