



## Country Strategy Paper

Zambia 2007–2010

# Zambia

 **Irish Aid**  
Department of Foreign Affairs  
An Roinn Gnóthai Eachtracha



“ Irish Aid aims to tackle not only the symptoms  
but also the causes of poverty in Zambia. ”

## **Country Strategy Paper**

Zambia 2007–2010



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# Introduction

This Country Strategy Paper (CSP) sets out Irish Aid's strategy for development cooperation in Zambia over the period 2007 to 2010. It maps out where the programme will go over this period, how it will get there and how progress will be measured. Framed to give expression to the policy directions set out in the White Paper on Irish Aid, it will contribute to reducing poverty and vulnerability and to increasing opportunity in line with Irish Aid's overarching objective.

One of the guiding principles of the White Paper is partnership with developing countries, "where the government and people of the country must be in the driving seat of their own development." Irish Aid will work closely with our government and civil society partners in Zambia to pursue the goals they have set for their country's development. These goals are outlined in Zambia's Fifth National Development Plan (FNDP) and Zambia's Aid Policy and Strategy.

Ireland is committed to the practical implementation of the Paris Declaration on Aid Effectiveness<sup>1</sup>. This Country Strategy Paper (CSP) supports the objectives of local ownership, greater accountability, improved planning and predictability of funding, embodied in the Paris Declaration. These commitments have been translated into locally owned strategies for action in the Joint Assistance Strategy for Zambia (JASZ) 2007-2010 – a joint-donor policy instrument to support the implementation of the FNDP.

## Why does Ireland cooperate with Zambia?

- > **Poverty:** Zambia is one of the poorest countries in the world. The Zambian government has drawn up a strategy for combating and reducing poverty in the form of its Fifth National Development Plan (FNDP). The programme clearly prioritises poverty reduction and has been accepted by Ireland and other donors as a good basis for development.
- > **Partnership:** Both the donors and Government of Zambia are very committed to improving aid effectiveness through alignment, harmonisation and better coordination. A real partnership has begun to emerge. A Joint Assistance Strategy for Zambia, which represents the donors' joint response to Zambia's FNDP, has been finalised and agreed.
- > **Need for increased donor funds:** Zambia's FNDP has a critical financing gap and reaching its pro-poor objectives is reliant upon the provision of scaled up donor assistance over the current baseline projections, particularly to the social sectors.

<sup>1</sup> The Paris Declaration, endorsed on 2 March 2005, is an international agreement to which over one hundred Ministers, Heads of Agencies and other senior officials adhered and committed their countries and organisations. It aims to continue to increase efforts in harmonisation, alignment and managing aid for results with a set of monitorable actions and indicators.

## 2. Country Analysis

### 2.1 Poverty and vulnerability trends

Zambia, a land-locked country, is bordered by eight countries in southern Africa. Approximately ten times the size of Ireland, it is unified and peaceful and has one of the lowest population densities in the world. Zambia is also one of the most highly urbanized countries in Africa. With a population of approximately 11.5 million, the economy is largely based on mining of copper and agriculture, with potential in tourism, energy and industry.

One of Africa's poorest countries, Zambia ranks 165th out of 177 countries on the United Nations Human Development Index in 2007. Life expectancy has fallen to 40.5 years and over two-thirds of the population live below the national poverty line of less than \$0.93 a day. Income inequality in Zambia is very high. The middle class in Zambia has shrunk considerably with many professionals leaving the country in search of better opportunities elsewhere.

Zambia has one of the highest prevalence rates of HIV in the world (currently about 17 percent of people aged 15–49 years old). More than one million people are living with HIV while approximately 630,000 children have been orphaned by AIDS. The HIV prevalence rate among 15 to 19 year olds is 6 times higher for girls than for boys and the burden of care for the sick is increasingly falling on women and children.

Zambia is prone to periodic drought and flood emergencies. Zambia also faces environmental degradation through loss of biodiversity, soil erosion, declining water quality, as well as poor disposal of solid waste (including hazardous waste) and industrial emissions. Environmental degradation contributes to food insecurity, poor health and high poverty levels in both the urban and rural areas.



The latest Zambia Millennium Development Goals Status Report is due to be released in early 2008. The 2005 report stated that Zambia was on track to meet 5 of the 19 MDG targets by 2015, these include:

- > halving poverty
- > halving hunger
- > ensuring that boys and girls alike complete a full course of primary schooling
- > eliminating gender disparity in primary and secondary schools
- > reversing and halting the spread of HIV and AIDS

The poor in Zambia are not a homogenous group. Poverty figures conceal the multi-faceted dimensions of poverty and vulnerability and the way it is experienced at the community and household level. One in six children dies before the age of five. Maternal mortality, deaths from AIDS, and the incidence of child hunger are rising. The extended family system, the most important social safety net available to the poor, is under strain from having to care for the chronically sick and growing numbers of children orphaned by HIV and AIDS. The numbers of elderly and child-headed households are increasing. One in five households is female-headed, and these tend to be much poorer than male-headed households. Child labour, sexual and gender-based violence are increasing at an alarming rate. Persistent hunger and malnutrition directly contribute to poor health and education outcomes and to lower productivity.

## 2.2 The economy

The Zambian Government can be credited with achieving macroeconomic stability, strong growth, reducing inflation to single digit figures and attaining the Heavily Indebted Poor Countries (HIPC) completion point in April 2005. In 2004, 67% of the population were living below the national poverty line, compared to 73% in 1998.

High copper prices, substantial debt relief and increased donor funding have given the Government an opportunity to push through much needed structural reforms as outlined in the Fifth National Development Plan (FNDP). Beyond copper, other sectors, such as tourism, infrastructure, manufacturing and services are critical to the diversification of the economy. Agriculture, in particular, has the potential to be a main driver of economic growth, but much remains to be done in terms of policy reform. Growth largely depends on stable commodity prices, continued investment in infrastructure and on a supportive environment for private sector development. Improvements in growth, however, while positive, have not tended to improve the livelihoods of the poorest and most vulnerable in Zambian society.



## 2.3 Governance

The Movement for Multi-party Democracy was returned to power under President Levy Mwanawasa at the legislative and presidential elections held in September 2006. The European Union Election Observer Mission declared that the 2006 electoral process was relatively well conducted and that the result reflected the views and wishes of the Zambian electorate.

Civil Society, including the media, enjoys a degree of freedom and expression not common in most African countries. Independent privately owned daily media publications are often very outspoken on political, economic, social and governance issues in Zambia. A number of Independent radio stations have opened across the country but penetration into rural areas is limited. In addition, the work of Civil Society Organisations (CSOs) in Zambia is becoming increasingly important. Their contribution in the area of service delivery, particularly HIV and AIDS, has been an essential part of the response to the pandemic. CSOs are playing an increasingly important role in lobbying, advocacy and demanding government accountability. However, institutional capacity weaknesses and financial sustainability remain key constraints for the growth and expansion of a number of CSOs.

President Mwanawasa has invested much political capital in addressing corruption. Significant progress has been made in tackling corruption which existed at the highest levels in the previous administration. In 2007, Zambia scored 2.6 out of 10 on Transparency International's Corruption Perception Index which represents a slight improvement on 2003 when the score was 2.5. The Zambian Government recognises that further effort is required, and in particular, improved financial management and public service reform are crucial to addressing fiduciary risk and the fight against corruption. These issues are being addressed through the donor supported Public Expenditure Management and Financial Accountability (PEMFA) Programme.

In common with other countries of the region, Zambia's political system is characterised by a framework of formal law and administration which is informally dominated by patronage networks. There is growing recognition among donors of the importance of understanding the social, cultural, political and institutional context of the country and its impact on development. The political economy in Zambia highlights the importance of local political processes and reinforces the need for domestically driven development planning and harmonisation of donor approaches.



Manager of a Home Based Care enterprise, for people living with HIV and AIDS in Chipata, Lusaka.

## 3. The Development Context

### 3.1 National development framework

The Zambian Government aims to become a middle-income country by 2030 as set out in its National Vision 2030 document. The Fifth National Development Plan (FNDP), Zambia's medium-term strategy, is seen as an important step towards the realisation of the 2030 vision. The FNDP contains an explicit recognition of the need to re-orient expenditures towards pro-poor programmes. The focus is on pro-poor economic growth, private sector growth, public expenditure management and accountability, the delivery of public services and enhanced competitiveness. Zambia has also developed an Aid Policy and Strategy to guide the management of external resources. Together, the FNDP and the Aid Policy provide the policy framework for donor-government relationships in Zambia. The consensus among donors is that these plans provide a sound basis for partnership and dialogue with the government.

### 3.2 Donor harmonisation

The Joint Assistance Strategy for Zambia (JASZ), a joint Government-donor framework for managing development cooperation was finalised in May 2007. It represents an important stepping-stone towards strengthening country ownership of the development process and enhancing development effectiveness and mutual accountability in line with the Paris Declaration. Zambia's progress against the FNDP and the Paris Declaration objectives will be jointly monitored within the JASZ context.

During 2006, the Government and donors in Zambia participated in the OECD Development Assistance Committee's baseline survey on monitoring the Paris Declaration. The areas where progress is most needed include: the degree of aid reported on budget; aid predictability; coordination of missions; and performance assessment frameworks. During 2006/07, there was progress on these issues, such as the establishment of the Development Assistance Database at the Ministry of Finance, and the agreement on a new Performance Assistance Framework (PAF) 2006-2008 under the Poverty Reduction Budget Support Programme.

With strong leadership from the Zambian Government, a new division of labour amongst donors was agreed in Zambia as part of the JASZ. It is envisaged that over time, each donor will reduce the number of sectors in which it is involved. Ireland will discontinue direct funding of the health sector and scale up support to education, governance, water and sanitation and HIV and AIDs.



Schoolgirl from Ndola Catholic Diocese.

# 4. Irish Aid Programme - Lessons Learned

## 4.1 Irish Aid programme

The most recent Irish Aid Country Strategy Paper (CSP) for Zambia covered the period 2003-2005 with a roll-over period in 2006/7. The main sectors supported were Education, Health, Water and Sanitation HIV and AIDS and Governance (see table below). The major modalities<sup>2</sup> for programme implementation have been Sector Wide Programmes<sup>3</sup> in Education and Health and an Area Based Programme<sup>4</sup> covering 12 districts in the Northern Province. Engagement with civil society was deeper during the last CSP period than was the case previously.

The previous CSP was a broad programme both in terms of sectors and modalities. In practice, the various programmes and projects contained within the CSP often remained as distinct entities rather than linking and informing each other. Furthermore, the demands of engaging at a micro level with multiple programmes and projects affected the capacity to pursue the broad objective of furthering Zambia's development at national level.

Addressing this type of issue is at the heart of the JASZ, which supports government-led processes at a national level and promotes donor harmonisation and specialisation based on comparative advantage. It is within this context of specialisation and division of labour under the JASZ that a more focussed, manageable and balanced Irish Aid country programme in Zambia has now been formulated.

Irish Aid Expenditure (millions of euros) in Zambia 2003 - 2006

Sector	2003	2004	2005	2006	Total for 4 years	% of total
<b>Education</b>	4.85	5.87	5.60	5.69	<b>22.02</b>	<b>32.5%</b>
<b>Health</b>	3.07	4.13	4.06	4.11	<b>15.38</b>	<b>23%</b>
<b>Water &amp; Sanitation</b>	2.55	2.70	3.24	3.48	<b>11.97</b>	<b>18%</b>
<b>HIV and AIDS</b>	1.86	1.78	2.16	3.36	<b>9.16</b>	<b>13.5%</b>
<b>Governance</b>	1.20	1.88	2.50	2.71	<b>8.30</b>	<b>12%</b>
<b>Other</b>	0.13	0.24	0.50	0.016	<b>0.88</b>	<b>1%</b>
<b>Total</b>	<b>13.66</b>	<b>16.60</b>	<b>18.06</b>	<b>19.37</b>	<b>67.71</b>	<b>100.00</b>

<sup>2</sup> Implementation methods.

<sup>3</sup> A Sector Wide Programme is a single prioritised policy and expenditure programme covering an entire sector that is jointly agreed and funded by Government and donors.

<sup>4</sup> An Area Based Programme is a programme that focuses on an identifiable geographic area that requires extra attention because it suffers disproportionately from deprivation often as a result of overlapping problems.

## 4.2 Learning from experience

The preparation of the CSP for 2007 to 2010 has involved detailed analysis of the current programme including an evaluation carried out in mid 2005. Specific programme areas were also assessed and an appraisal mission was undertaken by senior management. The outputs of these, the regular review processes undertaken by the sector programmes and the recommendations from the evaluation have helped to shape the new strategy.

RECOMMENDATIONS AND LESSONS LEARNED	INFORMING THE FUTURE STRATEGY
1. The new CSP in Zambia should be informed by a realistic assessment of the political economy and an analysis of political processes.	» Realistic and achievable objectives have been set for Irish Aid within the time-frame of the new CSP
2. Tailor the ambitions of the new CSP to the Zambian context, including adopting an incremental approach within a longer-term perspective.	» The new CSP is informed by analysis, experience and lesson-learning
3. Find ways of stimulating demand for good governance from citizens, as well as the supply side from government.	» The CSP has been framed in line with the National Vision 2030, the FNDP and the JASZ
	» Governance is mainstreamed across the programme portfolio
4. An increased emphasis on results and impact is required in the new CSP.	» Irish Aid input across the programme will focus on strengthening government monitoring systems and pro-poor targeting.
	» The Monitoring and Results Framework identifies specific indicators for monitoring the impact of Irish Aid actions
5. Align CSP to the new Aid Architecture in Zambia and focus on areas of comparative advantage.	» Alignment of CSP to Zambia's FNDP, JASZ and the Division of Labour, building on Ireland's areas of comparative advantage.
	» Exit from Health and rationalisation across the programme and within sectors.
6. Promote a more comprehensive poverty reduction framework to ensure that development benefits reach the poorest and most vulnerable.	» Address HIV and AIDS in the context of broader vulnerabilities and chronic poverty. Link to Irish Aid's mainstreaming agenda and bring issue to higher-level policy fora.
	» Provide support for Government's Social Protection agenda.
7. Irish Aid's mixed modality approach, which allows engagement at a number of levels, is suited to the Zambian context and should remain an integral strategy in the new CSP.	» Ireland will continue to engage at the local level (with state and non-state actors) to provide services directly to the poor and feed practical experience and lessons into Government policy
	» Provide sector support in education, water and sanitation and decentralisation for improved service delivery
8. Strengthen Irish Aid's mainstreaming approach in the new CSP.	» Governance, HIV and AIDS and Gender are to be mainstreamed across the programme.
	» Environmental mainstreaming is effectively supported by lead donors in JASZ structure. Irish Aid will focus on environmental mainstreaming in Water and Sanitation
9. Match the new CSP with human resource capacity.	» Rationalisation of the programme and skill development through recruitment, training and mentoring
10. Promote stronger linkages between and across Irish Aid modalities and institutionalise lessons learned. Ensure a culture of dissemination and information sharing is enshrined in the programme.	» Improved mechanisms for internal team working and a process in place for managing on-going change
	» Objectives for lesson learning developed, and allocation of time and resources to meet the objectives

Based on experience and lessons learned, Irish Aid has identified the following areas of comparative advantage for the new CSP:

- > Experience of advocating for and delivering improved quality services to the poor in Education and Water and Sanitation through direct engagement in these sectors;
- > A recognised leadership capacity in the practical application of the harmonisation agenda;
- > Expertise to advance the needs of the chronically poor and vulnerable and promote attention to the cross-cutting issues of governance, gender and HIV and AIDS;
- > Capacity to feed practical experience and lessons from our local level engagement into Government policy;

# 5. The Strategy 2007 - 2010

## 5.1 CSP Goal

The overall goal is:

*To contribute to the reduction of chronic poverty and inequality in Zambia in partnership with Government and other donors.*

## 5.2 Objectives

Irish Aid has organised the programme into four thematic pillars, each with an objective to achieve this goal within the lifetime of the CSP. All of these thematic pillars are linked so that achievements in any one area build on progress in the other three to improve development outcomes.

### **Pillar One – Achieving A More Effective Approach To Education**

**Objective:** To contribute to improved delivery and quality of education and be effective in the education lead role.

### **Pillar Two – Building Good Governance**

**Objective:** To enhance state accountability and citizen participation in national development processes.

### **Pillar Three – Recognising and Reaching the Poorest**

**Objective:** To better identify, reach and support communities most in need.

### **Pillar Four – Making Development Work at Local Level**

**Objective:** To ensure national level policy is informed by local priorities.



Minister for Education, Mary Hanafin TD, meets children from the Mama Monastic School, in the Copper Belt Region

## 5.3 Principles

Irish Aid has identified the following cross-sectoral principles to be applied across each of the thematic pillars to reinforce quality assurance across the programme:

1. Encourage the practical application of the concepts of ownership, alignment, harmonisation, managing for results and mutual accountability.
2. Highlight the inter-linkages between the crosscutting issues and Irish Aid interventions, with particular focus on addressing HIV and AIDS, gender equality and governance challenges.
3. Advocate for local level priorities to be addressed and lessons to be captured and disseminated at management and policy levels.
4. Advance and support strategies for participation of the poor as both agents and beneficiaries in development and growth.
5. Strengthen systems for coherence in programme management to realise potential synergies between the CSP Pillars.

# 6. Making Development Work

The following sections summarise where support will be given and the priorities Irish Aid will pursue.

## 6.1 Achieving a more effective approach to education

In the role of joint lead donor in the education sector, Irish Aid is seeking to strengthen education delivery systems in Zambia. Education delivery will be strengthened by tackling systemic problems within the education sector. The pillar objective is *to contribute to improved delivery and quality of education and be effective in the education lead role*. The approach is built on the understanding that education challenges in Zambia cannot be solved within the education sector alone but require the identification and removal of constraints across a range of areas.

Ireland will increase its funding to the education sector from €11.1 million in 2007 to €22.6 million in 2010. These resources will be used to assist the Government of Zambia to pursue its FNDP goals for education as set out in the National Implementation Framework (NIF). The NIF has four strategic priorities:

1. To improve **access** to education and increase enrolment through the provision of additional educational facilities/schools and the expansion of existing ones.
2. To improve the **quality** of education through increased teacher training and deployment, curriculum development and educational materials.
3. To improve **efficiency and effectiveness** of education delivery through enhanced school management, teacher management, teacher motivation and pupil retention and progression.
4. To address **equity** through provision of basic education to all children with special attention to the needs of girls, orphans and vulnerable children, and children with special needs.

Ireland supports a pooled fund which focuses on support to basic schools using the School Grants Mechanism. The schools use these resources for day-to-day management and to purchase essential education materials.

The Ministry of Education (MoE) will also use some of these funds to enhance institutional and financial systems and in particular to develop its capacity to monitor results.

To support the role of civil society in policy dialogue, funds will be provided to a select number of civil society organisations to stimulate citizen demand for education. Irish Aid will support good practice and innovation in education at national, sub-national and local level.

As joint lead donor, Irish Aid will work closely with the Netherlands to coordinate donor positions, to facilitate a more coherent donor dialogue with the Ministry of Education, and, to minimise transaction costs on the Ministry. Irish Aid will demonstrate adherence to ownership and alignment by basing support to the National Implementation Framework on government systems and by endeavouring to undertake shared analytical work and technical assistance. The position as joint lead will be used to seek opportunities to share experiences with lead donors in other sectors on the opportunities and challenges of making aid more effective in the Zambian context.

Policy dialogue will be advanced through participation in donor/government coordination fora in the Education Sector and across a range of areas.

### **Key issues which Irish Aid will address through policy dialogue include:**

- > Increased government expenditure on education, particularly at local level
- > Capacity of Ministry of Education to deliver and monitor education policy and programming
- > Quality and impact of education services
- > Access to education for orphans and vulnerable children
- > Access to education for girls, and the need to reduce early drop-outs
- > The role of community schools in providing education for the most vulnerable
- > The role of schools in HIV and AIDS education – protection of children
- > Prioritise analysis and monitoring of aid effectiveness



## 6.2 Building good governance

Irish Aid aims to influence a change in the political economy in Zambia by addressing the 'supply' side of good governance and strengthening the 'demand' side. This dual focus is reflected in the pillar objective *To enhance state accountability and citizen participation in national development processes*. The approach is built on the assumption that support for the empowerment of citizens will gradually contribute to the emergence of a society that is informed of democratic and human rights. Such a society should be better placed to demand enforcement of rights, effective representation, transparency, efficiency, responsiveness and accountability from their government institutions. It is proposed to increase the contribution to the Governance programme from just under €2 million in 2007 to €2.6 million in 2010.

Ireland will assist the Government in pursuing its FNDP goals under decentralisation, with the objective of improving pro-poor service delivery at the district and sub-district levels. Irish Aid will provide joint-financing support for the Decentralisation Implementation Plan, which addresses both fiscal and sectoral devolution of powers in public health, water and education. The Ministry of Local Government and Housing will use the funds to develop the systems and legislative framework to roll-out decentralisation to the 72 districts. Support will be provided for strengthening institutional and financial capacity within local authorities to undertake planning, manage funds, deliver services and monitor results. Irish Aid's work at the National level will be complemented by direct Irish Aid support to six of the 72 local councils.

Irish Aid will provide financing support to the Parliamentary Reform Programme, which aims to improve the effectiveness and efficiency of the National Assembly. The funds will be used to extend the system of constituency offices to all 150 constituencies (currently operating in 45) with the aim of promoting better engagement between citizens and their representatives. Capacity development support will be provided for parliamentarians to develop skills for independent policy analysis and debate within government. In addition, support will be provided for the establishment of a Parliamentary Services Commission, which would give Parliament greater control over its own budget.

At the same time, Irish Aid will support the governance advocacy efforts of selected civil society organisations, (to act as a watch-dog on government spending and to promote citizens' social and economic rights) through a joint funding arrangement in conjunction with other donors.

Irish Aid will support the FNDP goal of increased media access and outreach through financial support to the Media Institute of Southern Africa in Zambia (MISA-Zambia) with the overall aim of providing access to information and knowledge to millions of people who would otherwise be excluded. The Media Institute of Southern Africa will provide capacity building support to up to 20 independent community radio stations throughout rural Zambia to strengthen their quality, sustainability and independence and to provide equipment and training in the production of good governance programming.

Policy dialogue will be advanced through participation in donor/government coordination fora in Decentralisation, Parliamentary Reform, Civil Society donors group, and the donor Governance Group. Systematic links to the overall architecture for harmonisation will be made through the Cooperating Partners Group – Heads of Development meetings and at Head of Mission level.

### **Key issues which Irish Aid will address through policy dialogue include;**

- > Capacity for key parliamentary committees to increase scrutiny around pro-poor expenditures and to influence policy-making, including gender and HIV and AIDS issues.
- > Increased access to local government representatives and members of parliament at district level.
- > Inclusion of voice of poor women and men in integrated district planning.
- > Mobilisation of resources from central government to local level for spending on local-level priorities.
- > Link advocacy work by Civil Society Organisations to HIV and AIDS, gender and vulnerability agendas.

## 6.3 Recognising and reaching the poorest

Irish Aid aims to tackle not only the symptoms but also the causes of poverty in Zambia. This approach is set out in the pillar objective *To better identify, reach and support communities most in need*. The approach is built on an understanding that poverty is multidimensional. Policies to tackle poverty, including the cross-cutting dimensions of gender, HIV and AIDS and governance, are mutually reinforcing and should go hand-in-hand. It is increasingly acknowledged that policy responses to poverty need to include mechanisms that specifically target the poorest with predictable resources. Social protection offers a policy response that can spread wealth, improve income equality, and, enable people living in chronic poverty to access social services. Providing resources directly to poor people gives them a freedom of choice and thus is a key governance issue. Ireland's funding in this area will increase from €2.98 million in 2007 to €8.6 million by 2010.

Irish Aid will assist the Government of Zambia to pursue its goal, of halting and reversing the spread of HIV and AIDS, as set out in the FNDP. More specifically, support will be provided to the national and sub-national structures of the National AIDS Council (NAC) through a joint funding arrangement with a number of other donors. The funds will be used to enhance the financial, administrative and monitoring systems of NAC and to build its human resource capacity to deliver services at the local level. This support is aimed at strengthening and sustaining the Zambian Government's capacity to coordinate and foster an effective multi-sectoral response to HIV and AIDS, at various levels, as outlined in the National HIV and AIDS Strategic Framework (2006–2010). The Zambian Government's priorities during the FNDP period include the expansion of access to Anti Retroviral Treatment; the implementation of an intensified prevention programme; and an emphasis on reaching the youth. In line with the principles of the Division of Labour and the JASZ, Irish Aid will pursue two specific priorities in our support to NAC: a focus on orphans and vulnerable children and support for an effective multi-sectoral response to HIV and AIDS.

Ireland will assist the Government in pursuing its Social Protection FNDP goal, that is, to ensure livelihood security for all vulnerable Zambians to meet basic needs. Irish Aid will work with Government and other donors to provide joint-financing and support for the development and implementation of a government-led social protection strategy.

The strategy will specifically target the poorest with predictable resources to reduce extreme poverty and vulnerability. In the initial period of programming, the Ministry of Community Development and Social Services (MCDSS) will use the funds to undertake a thorough analysis and costing of the pilot cash-transfer projects. The MCDSS will assess the potential for scale-up of cost-effective social protection initiatives. Funds will also be used to develop technical capacity and advocacy skills within the Ministry to promote a more coherent, wide ranging and comprehensive approach to poverty reduction across government ministries at national and local level.

Realising that the development of a comprehensive government response to meeting the needs of the vulnerable and chronically poor will take time, Irish Aid will continue to support community driven responses and innovations to addressing HIV and AIDS and vulnerability. Support will be provided to a number of civil society organisations in the Northern Province, Copperbelt and Lusaka who are providing essential services to the most vulnerable in the absence of a coordinated government response. In addition, structured linkages on areas of common policy will also be established with the main Irish civil society organisations working in Zambia.

Within the JASZ structure there are a number of experienced agencies and a generally efficient national response agency in place with capacity to respond to sudden onset emergencies, provided they are adequately funded. In the event of a humanitarian crisis occurring, Ireland's Embassy in Zambia will closely monitor the situation and liaise with Headquarters on an appropriate Irish Aid response.

Policy dialogue will be advanced through participation in donor/government coordination fora in HIV and AIDS, Social Protection, Gender and other related areas.

### **Key issues which Irish Aid will address through policy dialogue include:**

- > Provision of public information concerning social policies in favour of the poor (e.g. free Anti-Retroviral Treatment; abolition of rural health user fees; support for orphans and vulnerable children).
- > Focus on gender based violence within the context of HIV and AIDS.
- > Mobilisation of resources from government / global initiatives to complement and support community responses to poverty, HIV and AIDS and vulnerability.



## 6.4 Making development work at the local level

Ireland seeks to promote local development, to reduce poverty at local levels, to build strong local institutions and to inform national policy development by learning from experience of the realities on the ground. This aim is captured in the pillar objective. *To ensure national level policy is informed by local priorities.* The approach is premised on an understanding that development results cannot be driven only from the centre, but need to be informed also by local efforts. Irish Aid's direct experience in Northern Province, the Copperbelt and with CSO partners provides us with a unique added value and comparative advantage within the new aid architecture. A presence on the ground allows Irish Aid to test the effectiveness of policy measures and, at the same time, feed practical experience and lessons into the national policy level discussions. Ireland will increase its funding in this area from €5.97 million in 2007 to €6.15 million for 2010.

Irish Aid will provide direct funding to six district councils, four in the Northern Province and two in the Copperbelt, to support improved service delivery at the local level. Irish Aid staff in Northern Province and Care International staff in the Copperbelt will provide technical and financial support to the councils to strengthen their capacity for integrated, cross-sectoral planning. An emphasis will be placed on the participation of poor women and men in the planning process and mainstreaming gender, governance and HIV & AIDS issues into the plans in a practical way. A small amount of funding will be earmarked for implementation of priority activities within the District Development Plans e.g. small infrastructure needs. This support will be aligned with the scope and timescale for the Decentralisation Implementation Plan.

To complement support for strengthening government systems, a number of civil society organisations in the targeted districts will be assisted to deliver services in line with local district plans, and, to develop their research and advocacy capacities to monitor local government programmes.

Irish Aid has a long-history of facilitating the delivery of decentralised water and sanitation services in the Northern Province. Within the context of the local development agenda, Irish Aid will continue to provide funds and technical inputs to the local authorities in four districts in Northern Province to supply water and sanitation facilities. Special attention will be paid to

environmental considerations in Water and Sanitation interventions. At the same time, we will provide joint funding support to the Ministry of Local Government and Housing (MLGH) at the national level to progress the National Rural Water Supply and Sanitation Programme. MLGH intend to use the funds to develop the systems, structures and legislative framework to roll-out a national programme for the equitable provision of adequate, safe and cost-effective water and sanitation services. It is planned that by the end of the CSP period, funding at the local level will be subsumed into a new national Sector Wide Approach for the National Programme.

Irish Aid support at the local level aims to improve pro-poor service delivery in these areas, but also to inform Irish Aid's policy work. Irish Aid will undertake monitoring at the local level, aimed at developing an understanding of how national programmes and government reforms are working, and highlighting poverty reduction constraints and opportunities at the community and district levels. It is intended that this will provide opportunities for learning from the grassroots level, documenting these lessons and feeding into policy dialogue at district, provincial and national levels.

Policy dialogue will be advanced through participation in donor/government coordination fora in the Water and Sanitation Sector. At the sub-national level, policy dialogue will be advanced through structured engagement with government at the district and provincial levels. Systematic links to the overall architecture for harmonisation will be made through the Cooperating Partners Group-Head of Development meetings.

### **Key issues which Irish Aid will address through policy dialogue include;**

- > Inclusion of the voice of poor men and women in integrated district planning.
- > Use Irish Aid experience of linking governance and water and sanitation to bring gender and HIV and AIDS issues into district planning.
- > Equality of access to water and sanitation for the incapacitated, care givers, vulnerable children, the elderly, women and men.
- > The impact of water charges on access by the chronically poor, particularly children and women headed households.
- > Access to water for productive use for poor and vulnerable households.

# 7. Managing the Programme

## 7.1 Management

The responsibility for implementation of the programme in Zambia rests with the Head of Mission of the Embassy of Ireland in Lusaka. The Head of Mission is supported by the Embassy development team, which includes the Head of Development, a Development Specialist, Second Secretary, Advisors, Provincial Managers and support staff. The programme is supported by the Zambia Desk at headquarters and also receives input from the Technical and Evaluation and Audit sections and other sections as necessary.

A Senior Accountant in the Mission oversees all expenditure. The Internal Auditor is responsible for management and oversight of the audit of Irish Aid funds disbursed through the programme. The Internal Auditor also has a role in dialogue with partners on strengthening their financial management capacity.

The objectives of the new CSP require a programmatic approach which has implications for the way in which Irish Aid works internally. Teams will be established reflecting the four pillars of the CSP. In addition to individual programme activities, individual staff members will work with pillar team members, and across pillars, to address common issues. This will strengthen cross-sectoral work and Irish Aid's approach to cross-cutting priorities.



Women from Chileleko Community School, Livingstone.

# 8. Results, Monitoring and Measurement Framework

## 8.1 Monitoring framework 8.2 Risk management

Irish Aid has developed a monitoring framework to accompany the CSP. The monitoring framework is based on three levels of monitoring:

### **Part one: Results and Monitoring Framework of the Government of Zambia**

Irish Aid is committed to supporting and strengthening government monitoring systems that will provide the Zambian Government and donors with evidence of the effective use of aid in reducing poverty in line with the FNDP. The Government of Zambia has prepared a comprehensive set of indicators for monitoring FNDP implementation. These indicators will be the basis for the Annual Progress Review of the FNDP and will be jointly assessed and monitored by the Government and donors. Irish Aid will specifically track a subset of these indicators in the areas where it is actively engaged.

### **Part two: Performance and Monitoring Framework of donors within the JASZ**

The Government and donors are committed to monitoring progress towards the key principles of the Paris Declaration. An Independent Monitoring Group will monitor the annual performance of the Government and the donors against Paris Declaration targets and the annual joint donor and Government work plan.

### **Part three: Performance and Monitoring Framework of Irish Aid**

Part three of the monitoring framework focuses on Irish Aid actions that add value to the development efforts of Zambia at all levels. A results based management approach will be adopted to translate the strategy into annual business plans. Business plans and associated individual work plans will detail the particular investment and activities for reaching the objectives of the CSP. Individual performance towards objectives will be measured using structured performance appraisals.

Providing support to Zambia is not risk free. In order to deliver on the CSP, Irish Aid will identify and take into account both internal and external factors which threaten the effectiveness and efficiency of our support. Risk will be continuously monitored. Also in cooperation with other donors, practical mitigation measures will be identified and when necessary, joint response strategies will be implemented through the JASZ mechanism.

The Irish Aid risk register, which is updated quarterly, will chart the evolution of risks in the political, social and economic environment, providing information on the overall context for the aid programme at country level.

Over the period of the CSP, the major risks to the success of the programme are perceived to be:

- A. Poor transparency, accountability and efficiency in the management of resources in the Government system
- B. The benefits of economic growth not reaching the poorest and most vulnerable
- C. Continued weak capacity within civil society to demand accountability from government institutions
- D. Uneven and partial adherence to the principles of harmonisation and alignment in Zambia
- E. Poverty reduction gains reversed by HIV and AIDs

## 8.3 Evaluation

Irish Aid will learn continuously from the on-going implementation of the CSP and will seek, through evaluations, to document formally its experiences in delivering on the CSP. Evaluations will, whenever possible, be carried out jointly with partners. Irish Aid will evaluate its contribution to the joint programme by assessing how it has advanced its priority issues and will contribute, with other donors, to the evaluation of the Joint Assistance Strategy for Zambia.

As the CSP period is short, in line with the FNDP, it is envisaged that a mid-term review should be conducted midway through the CSP period to assess the process and progress to date of Irish Aid support to Zambia. Such a review should reflect on the key lessons learned during the implementation period and provide recommendations for future interventions.

# 9. The Budget

## Budget (€m) for Zambia Country Programme 2007 – 2010

Pillar	Breakdown	2007 Total	2008	2009	2010
Achieving a More Effective Approach to Education	Education Sector	10.70	14.00	19.00	22.00
	Education Process Fund <sup>5</sup>	0.40	0.50	0.50	0.60
		<b>11.10</b>	<b>14.50</b>	<b>19.50</b>	<b>22.60</b>
Building Good Governance	Decentralisation				
	- Secretariat	0.00	0.40	0.60	0.70
	- Capacity Building to 2 Copperbelt Councils	0.25	0.25	0.20	0.15
	Parliamentary Reform	0.80	0.80	0.80	0.60
	Community Radio	0.35	0.35	0.20	0.15
	Civil Society Advocacy	0.55	0.80	0.80	1.00
		<b>1.95</b>	<b>2.60</b>	<b>2.60</b>	<b>2.60</b>
Recognising and Reaching the Poorest	HIV and AIDS				
	- National AIDS Council	0.50	1.00	1.50	2.00
	- Civil Society	2.38	2.50	2.50	2.50
	Social Protection	0.10	0.50	1.50	3.00
	Gender	0.00	0.20	0.50	1.00
	Mainstreaming	0.00	0.10	0.10	0.10
		<b>2.98</b>	<b>4.30</b>	<b>6.10</b>	<b>8.60</b>
Making Development Work at the Local Level	Building Capacity for Good Governance in 4 Districts	1.13	0.75	0.75	0.75
	Addressing HIV and AIDS and vulnerability	0.55	0.55	0.55	0.55
	Water and Sanitation	4.29	4.20	4.30	4.85
		<b>5.97</b>	<b>5.50</b>	<b>5.60</b>	<b>6.15</b>
Process Fund for Learning and Innovation		<b>0.00</b>	<b>0.10</b>	<b>0.20</b>	<b>0.25</b>
<b>TOTALS</b>		<b>22.00</b>	<b>27.00</b>	<b>34.00</b>	<b>40.20</b>

<sup>5</sup> The Education Process Fund will be used to support research or capacity building activities that build on Education sector objectives.

# Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CSO	Civil Society Organisations
CSP	Country Strategy Paper
DIP	Decentralisation Implementation Plan
FNDP	Fifth National Development Plan
GDP	Gross Domestic Product
HIV	Human Immuno-Deficiency Virus
JASZ	Joint Assistance Strategy Zambia
MDG	Millennium Development Goals
MoE	Ministry of Education
MLGH	Ministry of Local Government and Housing
MoFNP	Ministry of Finance and National Planning
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
OVC	Orphans and Vulnerable Children
PAF	Poverty Assistance Framework
PEMFA	Public Expenditure Management and Financial Accountability
PRBS	Poverty Reduction Budget Support
SWAP	Sector Wide Approach

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Irish Aid  
Department of Foreign Affairs  
Volunteering and Information Centre  
27-31 Upper O'Connell Street  
Dublin 1

Irish Aid  
Department of Foreign Affairs  
Limerick

Embassy of Ireland  
6663 Katima Mulilo Road,  
Box 34923  
Lusaka 10101  
Zambia